



**Town of Hilton Head Island  
Circle to Circle Committee Meeting  
Wednesday, October 21, 2015  
8:30 a.m.  
Benjamin M. Racusin Council Chambers**

**AGENDA**

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As a Courtesy to Others Please Turn Off All Cell Phones and Pagers during the Meeting.

- 1. Call to Order**
- 2. Freedom of Information Act Compliance**  
Public notification of this meeting has been published and posted in compliance with the Freedom of Information Act and the Town of Hilton Head Island requirements.
- 3. Approval of Agenda**
- 4. Approval of Minutes – September 16, 2015 Meeting**
- 5. Old Business**
- 6. New Business**
  - A. Road System Management Authority Proposal - Joe Kernan
  - B. Schedule for Traffic Modeling and Mitigation - Shawn Colin
  - C. Outline for Traffic Status and Mitigation - Jim Gant
  - D. Interim Report to Town Council - Jim Gant
  - E. Urban Planning Consultant Selection - Jim Gant
- 7. Appearance by Citizens**
- 8. Meeting Summary and Topics for Next Meeting**
- 9. Adjournment**

*Please note that a quorum of Town Council may result if four or more of their members attend this meeting.*

## Circle to Circle Committee Meeting Minutes

September 16, 2015

8:30 a.m.

### Council Chambers, Town Hall

Circle to Circle Committee Members present:	Jim Gant (Chairman), Jack Daly, Tom Sharp, David Bachelder, David Ames, Kyle Theodore, Mike Thomas, Joe Kiernan, Leslie Richardson, Carleton Dallas, Tom Lennox
Town Staff present:	Charles Cousins, Scott Liggett, Darrin Shoemaker, Shawn Colin, Shea Farrar, Jennifer Ray, Tom Fultz

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- Chairman Gant began the meeting at 8:35 a.m.
- Chairman Gant introduced the first agenda item: Urban Planning Services. A request for proposals will be issued by the Town once documents are finalized by the Committee.
- Chairman Gant then introduced the last agenda item: Review of Traffic Data: Existing Conditions, Level of Service Issues and Potential Recommendations.
- Todd E. Salvagin, Principal with SRS Engineering, LLC., presented the initial findings regarding the traffic counts that were performed in the Circle to Circle area this past June. These counts indicate Sea Pines Circle traffic volumes have increased beyond that identified in the Town's performance standards for roundabout intersections. These actual counts will be incorporated into the regional traffic model to help evaluate future conditions in 2020 and 2030, which will be presented to the Committee at an upcoming meeting in order to identify potential mitigation options.
- Following public comments, Chairman Gant adjourned the meeting at 10:25 a.m.

Meeting date: September 16, 2015

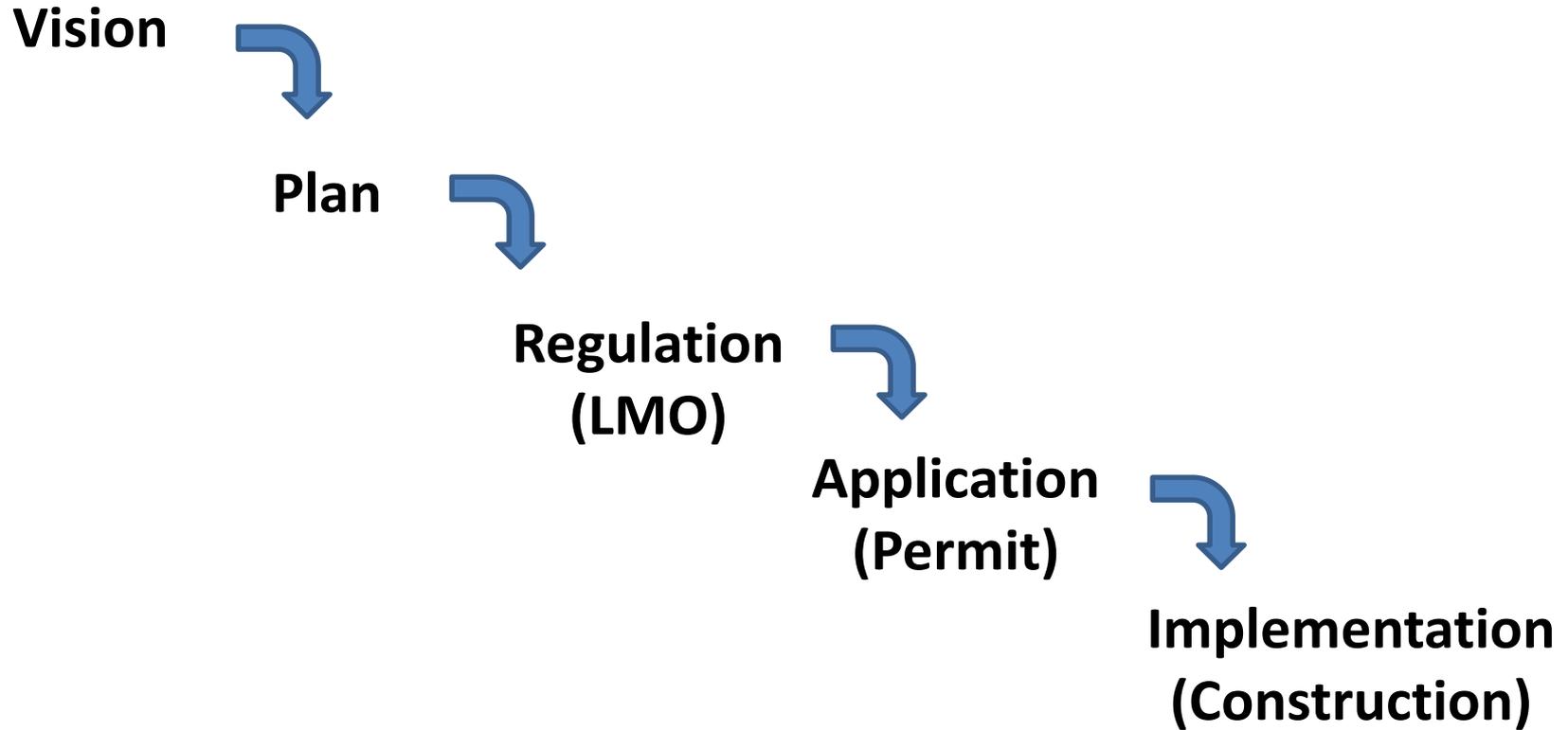
Approved:

Chairman: \_\_\_\_\_  
Jim Gant

Submitted by: Shea Farrar

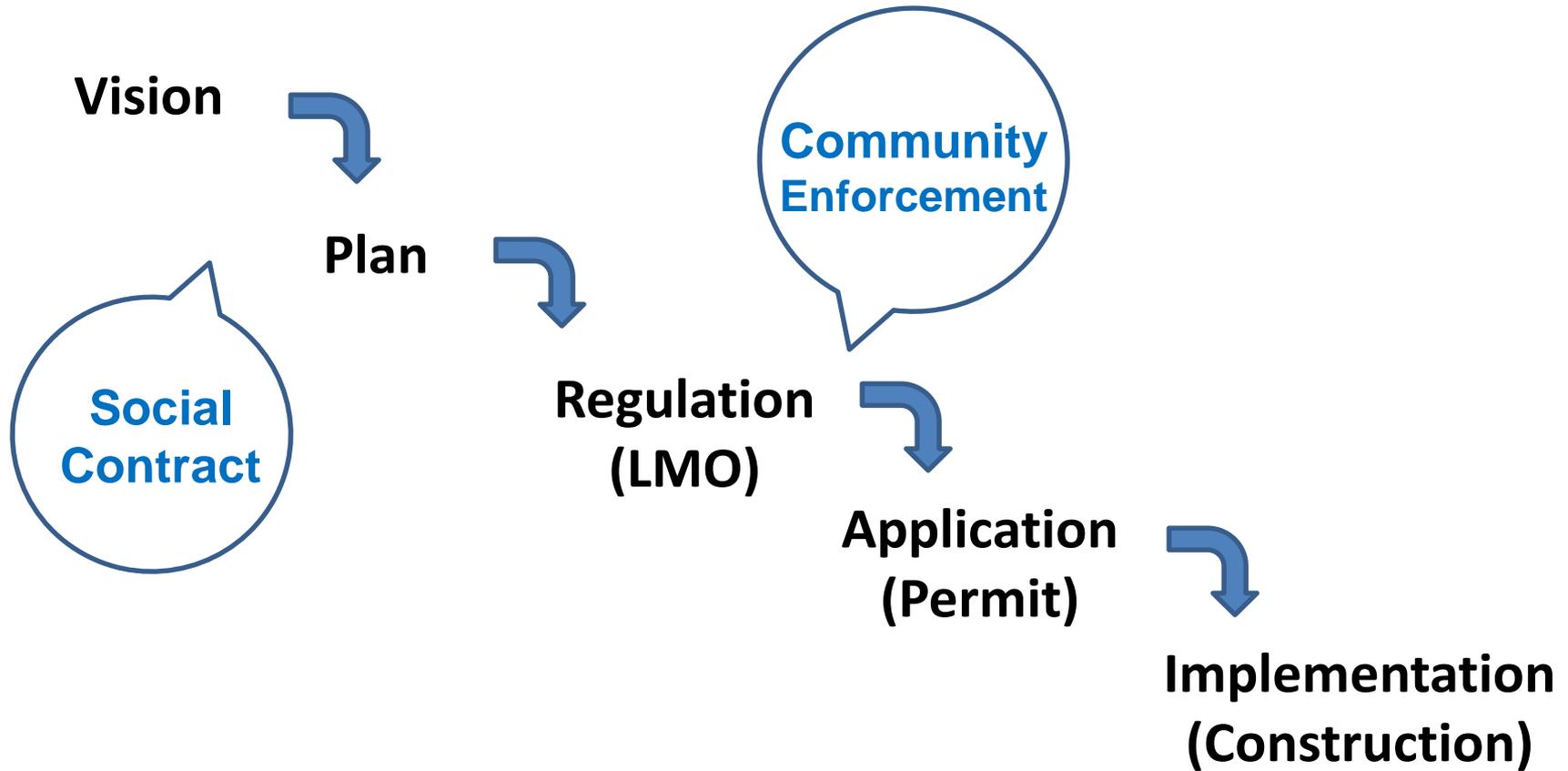
Proposal for a  
Hilton Head Island  
Focused  
Road System Management Authority

# Community Development Context



**Infrastructure Capacity**

# Community Development Context

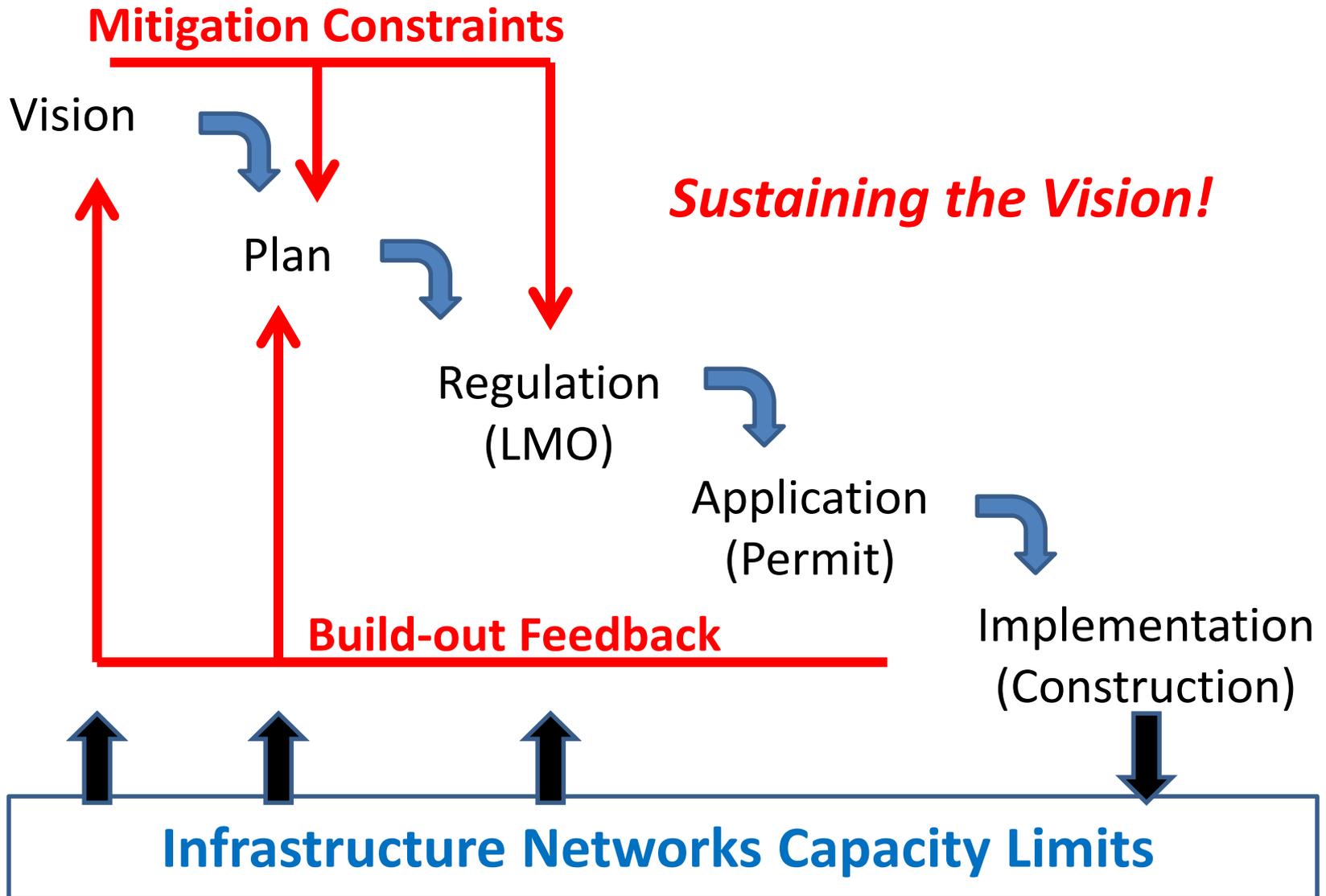


**Infrastructure Capacity Constraints**

# **Cardinal Rule of Community Planning**

**Balancing community requirements within infrastructure capacity is key to maintaining vision and social contract.**

# Managed Community Development Context



# Infrastructure Networks

*The keys to sustaining vision and social contract*

- Road System Network
- Sewerage Network
- Water Supply Network
- Electrical Power Network
- Storm Sewer Network
- Information Networks

# Infrastructure Networks

*The keys to sustaining vision and social contract*

- **Road System Network**
- Sewerage Network
- Water Supply Network
- **Electrical Power Network**
- Storm Sewer Network
- Information Networks

# Comprehensive Plan Assessment

## Electrical Power Network

### Underground Cable Project

Project Mgmt. Authority	Single Authority (Palmetto Electric)	✓
System Engineering	Palmetto Electric	✓
Financial Management	Palmetto Electric	✓
Budget /Schedule	Palmetto Electric	✓

**Underground Cable Project is successful because all project elements are under single focused management authority**

# Comprehensive Plan Assessment

## Municipal Road System Network

### 1986 Roads Project

Project Mgmt. Authority	Multiple: State, County, Town, Commercial, Plantation	X
System Engineering	Variable, unknown	X
Financial Management	Missing, mixed	X
Budget /Schedule	None system wide	X

**Road System Project is not successful because all project elements are under various management authorities.**

**There is no single focus management authority.**

# Packet Viewpoint

## *Time to address island's road needs*

One of the unheralded casualties of the continuing sniping back and forth over the so-called Grass Roots Amendment, the LMO, the DSO, the PPO, etc., has been a lack of attention to more pressing community needs. Recent developments lead us to believe, however, that the situation is changing for the better.

In an address to the Homebuilders Association of Hilton Head Island last week, Mayor Michael J. Malanick said that alleviating traffic congestion on William Hilton Parkway (U.S. 278) is a high priority for town government. In addition to continuing pressure on county and state officials for a four-lane road to Interstate 95 and for pushing ahead with a cross-island toll road, Malanick said, the town is taking a look at less ambitious measures.

On Thursday, a secondary highway plan will be presented to the town's road committee. The plan consists of numerous proposed projects, including bypasses, turn lanes, intersection improvements and various other measures that could enhance the carrying capacity of our road network.

Drafted by the transportation committee of the Hilton Head Island Chamber of Commerce, under developer/planner David Ames, the plan is an excellent starting point for intelligent discussion on our road needs. It is based on the premise that Hilton Head not only cannot afford to wait for a windfall from Columbia or Washington, D.C., to begin addressing this problem, but also that if we don't soon commit ourselves to a comprehensive road plan, we may never get gain the upper hand. For example, if the town ever hopes to construct loops around Sea Pines Circle, it must identify and set aside rights-of-way so that the land is available when the funds finally are obtained.

If we don't adopt such a plan, William Hilton Parkway will become as unworkable as Abercorn Extension in Savannah. Anyone who has spent half-a-dozen light changes waiting to turn left towards Abercorn Mall knows what we're talking about.

**Island Packet  
November 19, 1986**

**Comprehensive Plan  
Roads Projects**

**HHI Chamber of  
Commerce**

**Transportation  
Committee**

**State Projects**

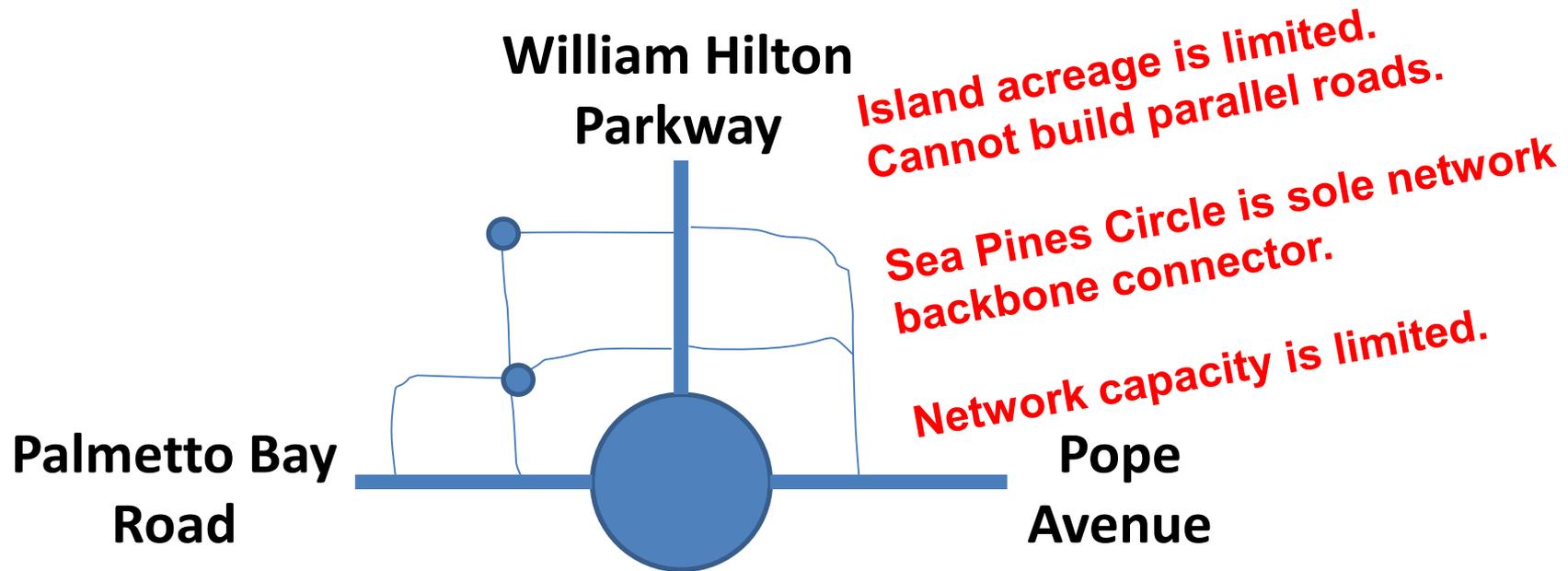
**✓ 4 lane highway to I95**  
**✓ Cross-island toll road**

**Local in-town  
road projects**

**✗ HHI Projects**

# Build-Out Reality

## Sparse Road Network Topology

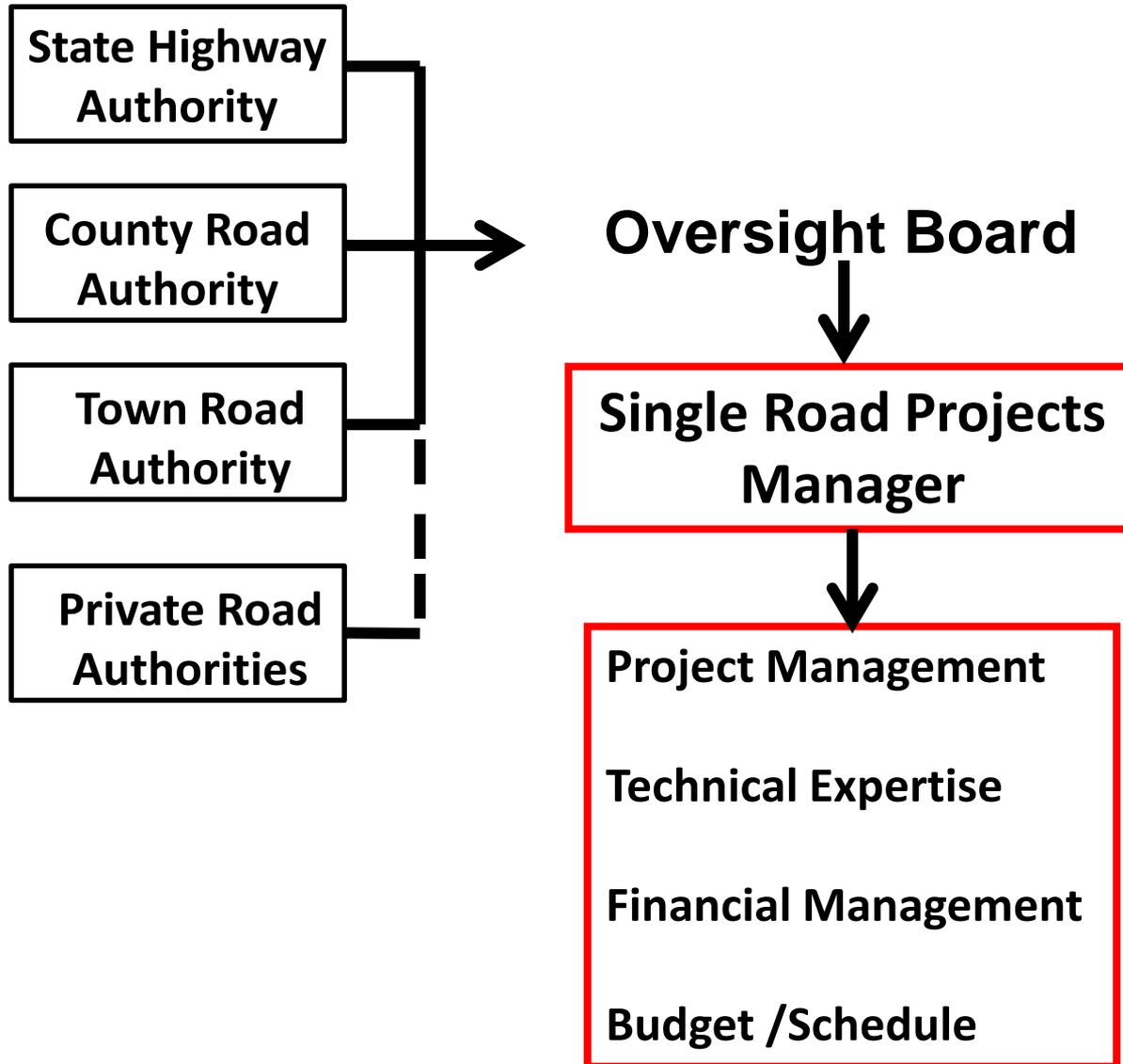


**Hard Reality: We cannot expand road network!**

# Conclusions

- 1 . All road project elements must be synchronized:**
  - Project Management**
  - System Engineering**
  - Financial Management**
  - Budget /Schedule**
- 2. All Road Owners/Authorities plans/projects must be unified via single focus management authority.**
- 3. Multiple funding sources must be used and coordinated e.g. State, County, TIF.**
- 4. Single management authority must plan and manage a five year financed road system initiative.**

# Road System Management Model



# Memo

<b>To:</b>	Circle to Circle Committee
<b>FROM:</b>	Shawn Colin, Deputy Director Community Development
<b>Date:</b>	October 16, 2015
<b>Re:</b>	Transportation Model Update

The use of the regional traffic model has been coordinated through the Lowcountry Council of Governments. The model's roadway network, land use data and socioeconomic data, as well as visitor estimates and current traffic counts have been updated with 2015 data. The model has been calibrated to these conditions and a draft is currently being finalized. The model will then be used to project those conditions that the Committee develops in conjunction with the urban planner and traffic consultants moving forward.

## Circle to Circle Traffic Summary

### Current conditions (based on June 2015 traffic counts)

- Coligny Circle
  - Problem Statement- traffic volumes are well within parameters of properly operating circle. Primary concern is pedestrian/bike traffic crossing to beach and Coligny Plaza.
  - Mitigation - new stop lights and crosswalk configuration as part of Town park project planned to address these issues.
  
- Pope Avenue
  - Problem Statement - traffic volumes during peak periods cause significant congestion as perceived by citizens
  - Mitigation – Intersection improvements at Lagoon Road are being considered to improve flow.
  
- New Orleans Rd Intersection
  - Problem statement - Existing intersection configuration is not ideal
  - Mitigation - Proposed intersection improvements for 2016 include roadway shift to align New Orleans and Office Park Road, turning lane and sight line enhancements.
  
- Sea Pines Circle
  - Problem Statement - traffic volumes during peak periods as measured against the Town's benchmark 45th busiest day show that the circle is not able to meet the required level of service.
  - ⊖ Details - the attached charts show the hourly peak volumes reaching over 1500 cars/hour in each quadrant of the circle. The general guideline for effective operation of similar circles is approximately 11-1200 vehicles/hr. Analysis of the 2015 traffic collected volumes indicate that some approaches do not meet the LMO level of service goals during peak hour periods . This analysis is supported by stop watch timing collected during the same periods.
  - Greenwood Drive - multiple curb cuts allow left hand turns in both directions contributing to high accident rate
  - Mitigation approaches
    1. Build a connector road through the "Staples/Publix" from a signalized intersection at Office Park Rd to the existing signalized intersection at Target/Palmetto Bay Rd
      - estimated cost range TBD
      - estimated impact - engineering consultant estimates up to a 20% improvement in circle performance - need to have simulation models run
    2. Reduce traffic conflict at Greenwood Dr entrance to circle by shifting lane to right, allowing greater lead time to enter circle
      - estimated cost range - TBD

- estimated impact - TBD
- 3. Reduce vegetation to improve sightlines at all entry points to circle
  - estimated cost range - minimal
  - estimated impact - TBD
- 4. Request Sea Pines CSA close some curb cuts on Greenwood Dr to improve safety and improve traffic flows
  - estimated cost range - TBD
  - estimated impact - TBD
- 5. Implement some form of traffic signal metering to control flow of cars into circle. Potentially by longer red lights at Target and New Orleans Rd intersections
  - estimated cost range - TBD
  - estimated impact - TBD
- 6. Request Sea Pines CSA explore options to reduce volumes on Greenwood Drive
  - Consider means to divert more traffic to Ocean Gate
  - Consider a third gate in the Palmetto Bay Road or Point Comfort corridors.
- 7. Other potential long term mitigation alternatives
  - two lanes around circle
    - may handle additional volume
    - will create lane change conflict
  - replace circle with signalized intersection

**2020 conditions (based on June 2015 traffic counts and known development projections)**

- Coligny Circle
  - Problem statement
  - Mitigation
- Pope Ave
  - Problem statement
  - Mitigation
- New Orleans Rd Intersections
  - Problem statement
  - Mitigation
- Sea Pines Circle
  - Problem statement
  - Mitigation

**2030 conditions (based on June 2015 traffic counts and known development projections)**

- Coligny Circle
  - Problem statement
  - Mitigation
- Pope Ave
  - Problem statement
  - Mitigation
- New Orleans Rd Intersections
  - Problem statement
  - Mitigation
- Sea Pines Circle
  - Problem statement
  - Mitigation

Circle to Circle Committee  
Interim Report to Town Council  
October 15 2015

At the request of John McCann during the Finance and Administration Committee Meeting I have compiled the following list of preliminary conclusions that the committee will include in the final report. New implementation ideas may emerge based on insight from an urban planning consultant during the 4th quarter. While substantial work remains to be done in terms of integrating conclusions and providing context, the committee has reached consensus on these initial concepts.

### **Town Council Charter to Committee**

- Develop a vision incorporating community input
- Review existing conditions and identify challenges to be addressed
- Prepare a development outlook
- Review today's traffic /parking challenges and present plan to address
- Plan for impact of projected development on traffic/parking

### **Community Input**

- Context:
  - 5 community forums were held in locations across the island to ask citizens what they felt the purpose/function of the area should be, what important changes were needed and what threats could prevent to achieving the desired outcome
  - Purpose/Function of the area
    - Walkable, bike, pedestrian friendly plaza
    - More green, open, venue, space – for events, concerts, festivals (28)
    - Coligny update, refurbish, remodel (21)
  - Important Changes Needed
    - Reduce traffic congestion ( 67) – Coligny and Pope Avenue relief (36)  
Sea Pines Circle district (31)
    - Increased parking – structure, ground, pay, bike (38)
    - Need for public transportation, trolley, shuttle (36)
    - Increase pathways for bikes and pedestrian travel and safety
  - Threats to goals
    - Traffic congestion not resolved and limit development – (29)
    - Vacant buildings, property, lack of govt incentive to upgrade (20)
    - Political will for plan and follow through – TC action, existing town planning and execution resources (13)
    - Lack of vision ability – TC, island vision (13)
    - People, community not open to change (12)

### **Vision - Guiding principles for further development of Vision**

- Conveys a sense of place that tells the story of the island and is consistent with the Hilton Head image
- Preserves and protects the natural environment
- Provides an exceptional experience for island visitors that encourages them to return and potentially live here
- Balances the needs and wants of residents with guests/future residents

## Coligny Parking

- Context:
  - Parking at Coligny during peak tourist season was identified in all 5 community forums as a significant issue. While expansion of parking utilizing the former "boneyard" is acknowledged as helping, additional parking is still needed.
  - A parking lot survey on June 13-14-17, reported that 50.5 % were day visitors primarily from the Bluffton/Savannah areas. As the off island population grows, demand for beach access at Coligny will increase
  - The committee identified 3 potential solutions, shifting some demand to other beaches, implementing a shuttle system to remote lots, and building a structured parking garage. A conclusion on parking garage has not yet been reached
  
- Initial Conclusions:
  - The Town needs to develop a plan to shift some beach goers to other beaches on HHI, reducing the parking demand at Coligny
    - Emphasize other beaches in printed materials, Town and Chamber web sites and chamber smart phone app
    - Install signage that directs traffic from 278 to various beaches
    - Evaluate golf cart shuttle use to ferry people from parking to beach at selected locations
    - Evaluate use of food trucks to provide service near beach access points
  
  - Implement a beach shuttle system in the Pope Ave, Palmetto Bay Rd corridor
    - Shuttle beach goers from remote parking lot to Coligny
      - Remote parking lot could be at USCB initially, and somewhere off Palmetto Bay Road longer term
  
  - Operate an evening restaurant shuttle loop between Coligny Park and Sea Pines Circle
  
- Open Topic:
  - The committee has not yet reached a conclusion on the advisability of a structured parking facility

## Trail Improvements

- Context:
  - Volume of pedestrian and bicycle traffic on trails has grown leading to trail congestion.
  - Mix of bicycles, pedestrians, Segways, skateboards etc has potential to cause safety issues
  - There is an opportunity to use the trail system to educate visitors on the history of HHI, natural resources and wildlife by routing the trails through wooded areas and create a unique experience
  
- Initial conclusions:
  - Expand trail system in C2C area to offer more diverse trails and reduce growing congestion - see attached map
    - Greenwood Dr. through USCB across Boggy Gut to Woodhaven, and also to Pope
      - Use kiosks (like at Mitchelville) to introduce history, nature to visitors

- Connect Woodhaven to DeAllyon
  - South Forest Beach from Holiday Inn to Grand Ocean
  - Lengthen Avocet trail
  - Pt Comfort to Sea Pines Circle
- Open Topic:
    - The committee has not yet determined a priority list for trail improvements

**Traffic Congestion - still early in analysis and recommendation phase - early insights**

- Context:
  - Coligny Circle
    - Problem Statement- traffic volumes are well within parameters of properly operating circle. Primary concern is pedestrian/bike traffic crossing to beach and Coligny Plaza. During the 4:15 to 5:15 measured peak hour (June Traffic Count) over 650 bikes/pedestrians crossed a road at the Coligny Circle
    - Mitigation
      - new stop lights and crosswalk configuration as part of Town park project planned to address these issues.
      - Planned additional trails to spread pedestrian/bike flow
  - Pope Avenue
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#### **Area landscaping and monumentation**

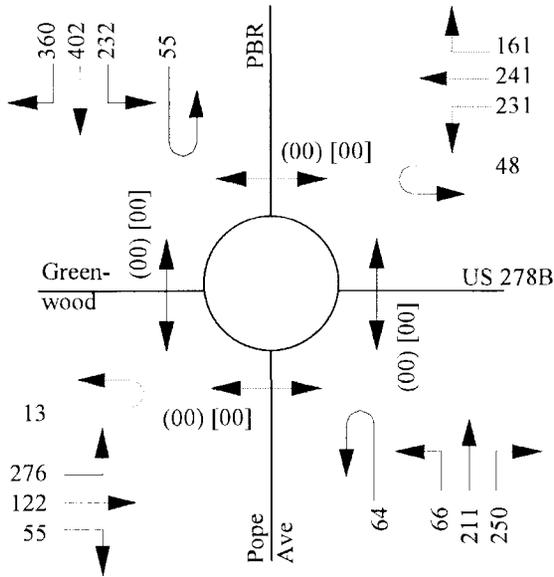
- Context:
  - As part of creating an exciting visitor experience, the area needs a visible character as expressed in location monuments, signage and landscaping
  - More work will be done to identify proposals for physical appearance
- Initial Recommendations:
  - Utilize landscaping to soften the roadway appearance between Cross Island Bridge and Sea Pines Circle, including plantings in median between lanes

DRAFT

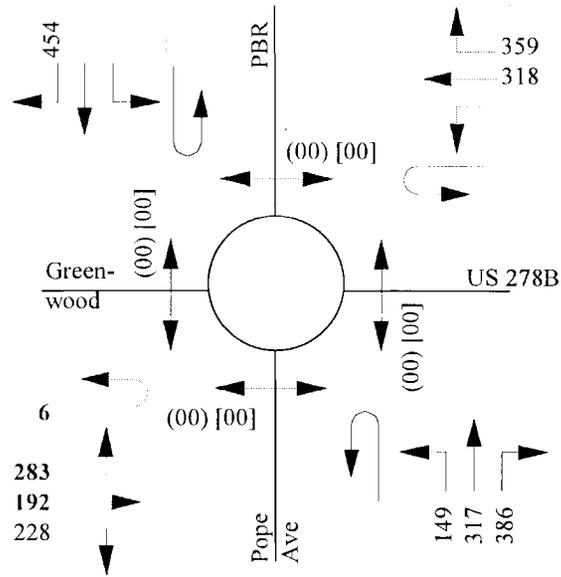
DRAFT

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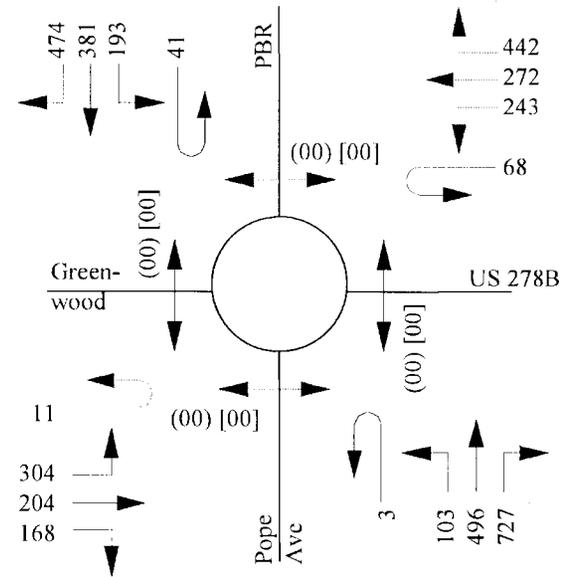
**AM PEAK-HOUR**



**NOON PEAK-HOUR**



**PM PEAK-HOUR**



00 = Vehicles (00) = Pedestrians [00] = Bicycles

**Conflict Volumes:**

NB: 341+746=1,087  
 SB: 689+663=1,352  
 EB: 411+1,032=1,443  
 WB: 520+685=1,205

NB: 528+834=1,362  
 SB: 670+859=1,529  
 EB: 481+1,056=1,537  
 WB: 642+892=1,534

NB: 602+821=1,423  
 SB: 615+700=1,315  
 EB: 519+959=1,478  
 WB: 583+958=1,541

**Table 6**  
**LEVEL-OF-SERVICE SUMMARY<sup>1</sup>**  
*Study Area Intersections*

<b>Intersections</b>	<b>Peak Hour</b>	<b>2015 Existing</b>			
		<b>Delay<sup>3</sup></b>			
		NB	SB	EB	WB
Seapines Circle	AM	21.7	164.9	184.1	88.5
	NOON	84.8	179.5	156.9	190.2
	PM	129.6	98.7	174.9	186.3
Coligny Circle	AM	4.8	4.7	8.0	7.6
	NOON	6.6	6.9	13.0	11.7
	PM	7.1	7.9	15.3	44.1

1. Calculations completed using the 2010 HCM methodology.

2. V/C= Volume-to-Capacity ratio.

3. Delay in seconds-per-vehicle.

4. Level-of-Service.

**GENERAL NOTES:**

1. For unsignalized intersections, delay is representative of the minor street approach.

1. For signalized intersections, delay is representative of the over-all intersection weighted average of all approaches.

- Legend**
- Existing Pathways and Sidewalks** (represented by a solid black line)
  - New constructions Planned with Town Park** (represented by a red dashed line)
  - Existing Pathways/Sidewalk Improvements** (represented by an orange dashed line)
  - New Potential construction** (represented by a yellow dashed line)

