

TOWN OF HILTON HEAD ISLAND
Planning Commission
LMO REWRITE COMMITTEE WORKSHOP MEETING

June 18, 2012 Minutes

9:00a.m. – Benjamin M. Racusin Council Chambers **APPROVED**

Committee Members Present: Chairman Tom Crews, Vice Chairman Gail Quick, David Ames, David Bachelder, Irv Campbell, Jim Gant, Walter Nester, Councilwoman Kim Likins, *Ex-Officio*; and Charles Cousins, *Ex-Officio*

Committee Members Absent: Chris Darnell

Planning Commissioners Present: Tom Lennox and Bryan Hughes

Board of Zoning Appeals Present: Roger DeCaigny

Town Council Members Present: Mayor Drew Laughlin and Bill Ferguson

Town Staff Present: Teri Lewis, LMO Official
Jill Foster, Deputy Director of Community Development
Kathleen Carlin, Administrative Assistant

- 1) **CALL TO ORDER**
Chairman Crews called the meeting to order at 9:00a.m.

- 2) **FREEDOM OF INFORMATION ACT**
Public notification of this meeting has been published, posted and mailed in compliance with the Freedom of Information Act and Town of Hilton Head Island requirements.

- 3) **APPROVAL OF THE AGENDA**
The agenda was **approved** as presented by general consent.

- 4) **APPROVAL OF THE MINUTES**
The minutes of the April 6, 2012 meeting were **approved** as presented by general consent.

- 5) **NEW BUSINESS**
 Discussion of Changes to Code Assessment
Chairman Crews presented opening statements and welcomed Clarion consultants, Mr. Craig Richardson and Mr. Stephen Sizemore to the meeting. Following brief comments by the committee, Chairman Crews requested that the consultants make their presentation on changes to the Code Assessment.

Mr. Craig Richardson provided a power-point presentation on the suggested changes. The consultant's power point is intended to organize and summarize the key elements of the Code Assessment.

There are five key elements contained in the power point presentation: (1) Improve User-Friendliness/ Streamline Review Procedures; (2) Modify and Consolidate Zone Districts; (3) Encourage Redevelopment in Targeted Areas, (4) Address Nonconformities; and (5) Modify Natural Resources Regulations.

Today's discussion will focus on issues of Zoning and Community Character, Design Standards, and Redevelopment and Nonconformities. Depending on time, some of today's discussion may be carried over to tomorrow's committee meeting. Tomorrow's committee meeting, which also begins at 9:00am, will cover Ward 1 issues and Natural Resources.

A) Zoning and Community Character

Mr. Richardson reviewed the proposed changes to the Residential Zoning Districts. In an attempt to simplify the Residential Districts, a number of existing districts have been consolidated.

Mr. Richardson reviewed the consolidation of RS-2 and RS-3 into the new RSF-3, Residential Single-Family District (with a maximum density of 3-units per acre). Mr. Richardson also reviewed the consolidation of RS-4, RS-5 and RS-6 into the new RSF-6, Residential Single-Family District (with a maximum density of 6-units per acre). Both RSF-3 and RSF-6 carry forward allowed uses. The standards from RS-6 district carry forward.

The consultant recommended that the committee consider by right, small-scale residential (4 units or less) where appear as single-family homes. Residential Districts RM-4, RM-8 and RM-12 are carried forward as is.

Chairman Crews asked about the potential impact of the consolidations on un-subdivided tracts of land. Ms. Lewis stated that very few parcels will be affected because the vast majority of properties between RS-2 and RS-6 have already been subdivided into individual lots. The staff and the committee reviewed a zoning map of the island to identify the locations of the Residential Districts.

The committee discussed several issues including the redevelopment of existing single-family lots and locations for apartments. The consultant stated that the committee may wish to consider allowing a smaller scale development (3-units per acre within these RS Districts.) They would be the size of single-family homes (quad-plex with the roof features of a single-family home) within these RS Districts. The committee stated their concerns with the over-sized homes that already exist in the RS districts. The committee will need to provide direction to Clarion regarding the consolidation of the RS districts.

Mr. Cousins commented on changes to parking standards including on-street parking. The committee and staff discussed the 6-units per acre and the consolidated lots in RS-4 and RS-5. Ms. Lewis stated that RS-4, RS-5, and RS-6 are established neighborhoods. The uses are the same but the densities are different. The committee and the staff reviewed locations for multi-family use. Multi-family is currently allowed in RM-4.

Mr. Cousins asked if the committee anticipates the need to increase density beyond 12-units per acre. The committee will discuss the possible need to increase density with the staff and will provide direction to Clarion on this issue.

I-MX Island Activity Center Mixed Use District: A new Mixed Use District with Four Subdistricts is proposed: (1) IMX-Coligny Island Activity Center Mixed Use-Coligny; (2) I-MX-Shelter Cove Island Activity Center Mixed Use-Shelter Cove; (3) I-MX-Mathews Island Activity Center Mixed Use-Mathews; and (4) I-MX-C Island Activity Center Mixed Use-Commercial.

Mr. Richardson reviewed the specific locations of the four subdistricts of the I-MX Island Activity Center Mixed Use District: (1) Coligny; (2) Shelter Cove; (3) Mathews Area; (4) Sea Pines Circle (not part of Coligny); and (5) Main Street area outside the gate of Hilton Head Plantation.

The committee may need to establish a framework that shows the underlying theme and differences in character, activity, and uses that they would like to achieve in these activity centers.

I-MX – Coligny Island Activity Center Mixed Use Subdistrict

Purpose: Promote growth around Coligny Circle as core high-energy/tourist-oriented place. Accommodate relatively high-intensity mixed use development that is human-scale. **Location:** Lands within the current CCW district, and possibly immediately adjacent between Coligny Circle and the intersection of Pope Avenue and Cordillo Parkway (currently zoned CFB or CC) that make up and contribute to the area's function as an activity center. **General/flexible approach to uses:** Wide range of retail sales/services, eating establishments, recreation and entertainment, hotels, residential. Vertical mixed use strongly encouraged. Drive-thrus not allowed in this location. Encourage and allow for accessory uses like open air markets, produce stands.

Use Buffers: Eliminate except at edge of district. **Development Form:** Strong pedestrian features. Modestly higher densities – residential of 6 dwelling units/acre (currently 4 in CCW and CC districts, nonresidential intensities of 8,000 square feet/acre height limit of 45-feet/3 stories, with stepped down height requirements at the edge of the district; max. impervious surface of 65% (currently 55% in CCW and 40% for residential and 65% for nonresidential in CC); reduced minimum parking standards, parking at side or behind buildings; and increase parking lot landscaping.

The consultant and the committee discussed the purpose statement for Coligny. Mr. Ames stated the need to create as much energy as possible in the Coligny area. Increased residential density may be needed (higher than 6-dwelling units per acre). The committee stated that a great deal of flexibility will be needed for the marketplace to determine how the intensity is going to be created.

Chairman Crews presented statements regarding the character, the intensity, and redevelopment potential of this area as related vehicular/pedestrian activity. The committee discussed height limits for vertical residential. Mr. Ames stated that the codes in Coligny should be aimed at increasing private investment. Flexibility in uses will be very important. The committee and the staff briefly discussed the issue of hotels. The current LMO does not allow hotels in the CCW district. Mr. Bachelder presented statements regarding a recent study that he made of area hotels. Mr. Bachelder will share this information with the committee at tomorrow's meeting. The committee stated that issues of height and density should be flagged for further review.

Mr. Cousins presented comments regarding the need for flexibility in parking. Parking should be allowed behind buildings. The committee presented comments regarding impervious coverage requirements. Perhaps there is a way to get around some of these requirements through the use of other engineering tools. The consultant discussed the green technology that is being used in other communities. The consultant presented comments regarding green roofs. The committee stated

that these issues should be flagged for further review as we go through the drafting process.

The committee and the consultant discussed height requirements, residential over retail/sales, and the step back process. The Town will play an important role in stormwater drainage. The committee discussed a need for private investment cooperation in dealing with stormwater drainage. The committee discussed a performance standard vs. base standard. Dealing with stormwater requirements is particularly challenging in this area. Mr. Cousins and the committee discussed the need to not create additional nonconformities. They also discussed parking. The committee stated that parking should be flagged for further review.

I-MX-Shelter Cove Island Activity Center Mixed Use Subdistrict

Purpose: Support well-connected island center for arts, cultural, retail, entertainment, business, living, and guest accommodation activities for both islanders and guests, in location that serves as “the creek to the ocean”. **Location:** Lands ‘outside the gate’ of the Palmetto Dunes Plantation PUD, where Shelter Cove Mall and Plaza at Shelter Cove are located, as well as lands between Shelter Cove Lane and Broad Creek. **General/flexible approach to uses:** Wide range of retail sales/services, eating establishments (with drive-thrus), offices, banks (with drive thrus) assisted living facilities, institutional and civic uses, recreation and entertainment, health/medical offices, assisted living facilities, and residential (including interval occupancy).

Street Buffers: Carry forward along Highway 278, but reduce in interior to approximately 15-feet, consistent with Shelter Cove Mall development agreement. **Use Buffers:** Modify to allow performance-based standards. **Development Form:** Encourage sidewalks/pedestrian ways on both sides of street beyond Highway 278. Encourage street trees. Require cross access; Densities/intensities similar to current CC district (4 and ½ dwelling units/acre, 10,000 sf/acre for office/institutional and 8,000 sf/acre for other nonresidential, max. impervious coverage of 40% for residential and 65% for non-residential, max. height of 45/feet 3 stories for nonresidential and 35 feet/2 stories for residential, except 75-ft/5 stories in Harbourside condominium area (require step downs in this area); modernize parking standards, but recognize parking is for more auto-oriented development and add bicycle parking requirements.

The committee discussed density with regard to apartments. The committee discussed the unique arts/cultural aspect of Shelter Cove. Mr. Ames stated that the committee may consider the flexibility of allowing a ‘boutique hotel’ - a low-impact hotel in the area. Mr. Cousins and the committee discussed the definition of a ‘boutique hotel’ (something like the Main Street Inn). The committee discussed the thought of having an educational component to the Shelter Cove area. The committee will consider these issues at a later time. Mr. Cousins and the committee discussed the size and the location of apartments (4-stories located behind the mall). The consultant and the committee discussed parking and street buffers. The wetland buffers along Broad Creek need to be considered.

I-MX-Mathews Island Activity Center Mixed Use Subdistrict

Purpose: Provide lands for community-scale commercial and mixed use activity center that attracts people from island and mainland. More auto-oriented in nature. Provide lands for large retail developments that have been locating on mainland. Provide opportunities for limited vehicles sales. **Location:** Current CC district lands along Mathews Drive, which includes Port Royal Plaza, Pineland Station Shopping Center, Northridge Plaza, and Mid Island Plaza. **General/flexible approach to uses:** Wide range of retail sales/services (including large retail), eating establishments (with drive-thrus), institutional and civic uses, recreational and

entertainment businesses, hotels/motels, limited vehicular sales and services (gas sales, auto rental, auto sales and repairs) and residential.

Street Buffers: Carry forward. Use Buffers: Modify to apply performance-based standards.

Development Form: Require pedestrian features and cross access; Densities/intensities that are similar to and possibly a little more intense than CC district. Modernize parking standards, but recognize parking is for more auto-oriented development. Establish standards to increase functionality and reduce visual impact of large parking lots. Establish specific standards for large retail developments (mini big-box development.)

Mr. Bachelder reviewed some of his marketing experience dealing with commercial real estate. Many local businesses have relocated to Bluffton so they can attract business from both Hilton Head Island and Bluffton. The reverse is not true for businesses located on Hilton Head Island.

Mr. Cousins and the committee discussed the possibility of having a scaled down 'big box' shopping center that would be appropriately sized for Hilton Head Island. The committee discussed the idea of allowing a business convention center on the island. Mr. Bachelder and several other committee members supported the idea of a business convention center. This would be a huge business incentive. The committee discussed its potential size and its potential location.

The committee identified two issues for a business convention center: (1) allow the use; and (2) encourage the use. The committee discussed a stand-alone convention center versus one affiliated with a hotel. Based on traffic impacts, an affiliation with hotels probably makes better sense.

The committee and the consultant discussed efforts to facilitate development in the Mathews area. The committee feels that a lot seems to be carried forward. The consultant discussed the issue with the committee. The committee discussed sites that do not meet street buffer standards. The consultant stated that a tiered structure is set up to deal with nonconformities. The committee stated that a good opportunity exists for the Town to reinforce development opportunities.

I-MX-C Island Activity Center Mixed Use Commercial Subdistrict

Purpose: Provide lands for commercial and mixed use development at moderate to relatively high intensities. In Main Street area carry forward development currently "outside the gate" of Hilton Head Island PUD. Location: Sea Pines Circle area and Main Street area (lands "outside the gate" of the Hilton Head Island Plantation PUD.) General/flexible approach to uses: Wide range of retail sales/services, eating establishments, offices, banks (with drive thrus), recreational and entertainment businesses, hotels/motels, medical offices, assisted living facilities, institutional and civic uses, limited vehicular sales and services, and residential. Drive-thrus allowed.

Street Buffers: Carry forward; Use Buffers: Modify to apply performance-based standards.

Development Form: Require pedestrian features and cross access. Densities/intensities similar to the CC district; modernize parking standards and recognize parking is for more auto-oriented development.

COM-MX-Community Mixed Use District

Purpose: Provide lands for office, banking, restaurant, lower intensity retail sales and services, and residential uses that are auto-oriented and easily accessed. Location: Consolidates OL, OM, NC, and OCIL districts. General/flexible approach to uses: Wide range of retail sales/services that are lower in intensity, eating establishments (with drive-thrus), offices, banks (with drive-thrus), religious institutions, day care, government facilities, civic uses, residential, and mixed use.

Street Buffers: Carry forward; Use Buffers: Modify to apply performance-based standards. Development Form: Require pedestrian features and cross access; Densities/intensities consistent with OM district (4 dwelling units/acre for residential and 8,000 sf/acre for non-residential), max. building height of 35 feet/2 stories. Modernize parking standards, but parking is for more auto-oriented development.

The committee and the staff discussed the issue of small technology. Mr. Cousins stated his concern with vacancies in the Commercial Center District. Perhaps some of this space can be made available for small technology. Mr. Cousins and the committee discussed the economic development of this area. They discussed the range of retail sales/services that are lower in intensity.

SMU-Stoney Mixed Use District: More flexibility is needed in Stoney but it is also important to maintain the character of this community.

Purpose: Carry forward in current form, with refinements to allow more flexibility while ensuring island character maintained. Allowed Uses: Carry forward (single family, multifamily, day care, religious institutions, parks, mixed uses, eating establishments, medical, real estate/other offices, inns, hotels (as special exception), banks, retail and service uses (including shopping centers), and limited vehicle sales and service uses. Street Buffers: Carry forward along Highway 278. Beyond 278 allow reduction up to 30% (with added tree planting) and administrative adjustments or waivers. Use Buffers: Modify to apply performance standards; Development Form: (1) Require pedestrian features and cross access; (2) Carry forward current densities/intensities (10 dwelling uses/acre for residential, 20 rooms/acre for hotels, and 7,000 sf/acre for nonresidential, max. building height of 45 feet/3 stories for residential/mixed use and 35 feet/2 stories for nonresidential, max. impervious surface coverage of 45% for residential and nonresidential, and 50% for mixed use; (3) Modernize parking standards, but parking is for more auto-oriented development.

HP Hotel and Resort District (New District)

Purpose: Provide lands for development of moderate density/intensity resort-oriented development that includes range of resort housing choices in a pedestrian-friendly environment and small-scale, neighborhood-oriented retail and service uses in close in proximity to the resort housing choices. Location: Consolidates CFB Central Forest Beach and RD Resort districts. General/flexible approach to uses: Allowed uses include single family, multifamily, interval ownership (in form of multifamily), group living, mixed use, government facilities, religious institutions, eating establishments (w/o drive-thrus, real estate/professional offices, indoor recreation, inns, hotels/motels (with interval ownership as special exception), banks (w/drive thrus), small-scale, shopping centers, other small-scale retail sales and service uses, and auto rentals.

Street Buffers: Carry forward, but use administrative adjustments and waivers to encourage redevelopment where there are nonconforming street buffers. Use Buffers: Modify to apply performance standards. Development Form: (1) Require pedestrian features and cross access; (2) Development parameters generally consistent with CFB and RD districts, except increase density from 8 to 15 dwelling units/acre for residential. Other densities would be 25 rooms/acre for inns/hotels, (RD currently allows 25/acre and CFB allows 20 rooms/acre), and 8,000 square feet/acre for nonresidential, max. building height of 75 feet/5 stories within 600 feet of beach and 45 feet/3 stories beyond this point; max. impervious surface coverage of 50% (current standard in RD district, CFB is 55%). Modernize parking standards, but recognize parking is for more auto-oriented development. Basic building form standards for nonresidential development to ensure it is small-scale, and building facades broken up.

The committee discussed buffers as related to landscaping. The consultant does not recommend making any changes to buffers on Highway 278. The consultant and the committee discussed the concept of 'Complete Streets'. The consultant defined the concept of Complete Streets (creating a street that is safe and pleasant for all traffic - vehicular, bike, pedestrian). Hilton Head Island already has many of the elements of Complete Streets.

Public Comments: Chester C. Williams, Esq., and Ms. Jocelyn Staigar presented public comments on a couple of issues.

Chairman Crews stated that due to the time, the committee and the consultant will continue their discussion of the HP Hotel and Resort District tomorrow morning. Tomorrow's committee meeting begins at 9:00a.m in Council Chambers.

6) **ADJOURNMENT**

Following final comments, the meeting was adjourned at 12:05pm.

Submitted by:

Approved by:

July 19, 2012

Kathleen Carlin
Administrative Assistant

Tom Crews
Chairman