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Special thanks to Leadership Hilton Head for assistance with the housing survey; John Curry for assistance with aerial reconnaissance; and Palmetto Electric, Mt. Calvary Baptist Church, Hilton Head Elementary, and the Coastal Discovery Museum for the use of their facilities for public meetings.

# PREFACE

This document is the culmination of discussions, plans and studies that have occurred over the past several years concerning the future of the native islander neighborhoods on Hilton Head Island, referred to collectively as Ward One. Although concerns about the provision of adequate public services to Ward One extend back prior to the time of incorporation of the Town in 1983 and the adoption of a posture of "limited services government," it was the Neighborhood Planning and Improvement Program (NPIP) and the Regional/Urban Design Assistance Team (R/UDAT) reports of 1995 which triggered a period of active engagement of the Town and Ward One residents. Both reports served to provoke a constructive dialog and to set in motion a series of subsequent studies and documents including the Response to R/UDAT written by the Resource Committee for Native Island Affairs, a report by the Affordable Housing Task Force, and other documents and studies related in some fashion to the problems and opportunities evident in Ward One.

The Ward One Plan deals with the specifics of land use and public facilities. But more fundamentally it deals with the need for equity in addressing the aspirations of a community whose roots on Hilton Head Island go back many generations; a community that has often felt left out of the economic progress enjoyed by relative newcomers and left out of the life of a community that now largely exists within PUD's.

This Plan makes liberal use of the ideas and approaches developed in preceding efforts. It seeks not to duplicate this prior work, but to move forward with a new shared sense of direction and collaboration between the Town and Ward One residents. The Plan seeks to establish not only new policies for Ward One, but also to follow through with specific actions including more appropriate zoning and development regulations as well as targeted investments to stimulate economic development and enhance community character.

Although this Plan is a call for action and for a new collaborative relationship between the Town and Ward One, it is not a typical "Master Plan." The idea that Ward One needs a definitive master plan, comparable to the plans developed for the PUD's, where precise uses and activities are directed to specific properties, is only appropriate in instances where there is unified control of land and a singular vision of the future. Although many Ward One stakeholders share similar views about needs and directions for the future, there exist among the families in Ward One, strong attachments to family properties and an independent spirit that resists intervention and restrictions imposed by government. Therefore, the appropriate plan for Ward One is one which is "loose fitting," providing property owners considerable flexibility in the future use of property, and offering appropriate incentives, while correcting deficiencies in facilities and services in the short range.

# EXECUTIVE SUMMARY

## PURPOSE

The purpose of the Ward One Master Land Use Plan is to develop land use strategies for the undeveloped Ward One area. Although its focus is on the future pattern and density of land uses and the related implications for economic development, property rights, and development regulations, additional components deal with issues of public services and facilities and housing.

## PROJECT AREA

The Town of Hilton Head Island is comprised of six voting districts or wards. This Plan focuses on the area of Ward One, which includes most of the historic native islander neighborhoods. In some instances, the study area extends beyond the actual Ward One boundary in order to address land issues in a coordinated fashion.

## PLAN SUMMARY

### Land Use Element

#### *Replacement of CMU (M-2) Zoning*

The Ward One Plan proposes the elimination of CMU (M-2) zoning and its replacement with Low-Moderate Density Residential and Moderate-High Density Residential zones. The Low-Moderate Density Residential category provides for flexible "tiered" densities from four (4) to eight (8) dwelling units per acre, depending on certain performance criteria. The Moderate-High Density Residential category permits densities of up to 12 units per acre. Both categories provide for commercial uses which are compatible with residential communities. This approach responds directly to expressed neighborhood desires to

- Provide greater flexibility for residential use and density,
- Restrict commercial uses which are not desired in residential areas, and
- Encourage, through incentives, greater coordination among neighboring property owners to achieve more efficient development patterns.

#### *Waterfront Mixed Use*

Certain waterfront areas in Ward One are among the most scenic anywhere on Hilton Head Island. Most of these areas are appropriate for, and should accommodate, higher density residential uses as well as water-related uses such as marinas, restaurants, entertainment activities, compatible motels/inns, timeshares, and public spaces. Where appropriate, the Town should encourage and/or invest in the creation of waterfront boardwalks to link waterfront activities and public spaces.

#### *Initiative Areas*

Two "Initiative Areas" along Highway 278 are designated in this plan: at the island entrance in the Stoney neighborhood and mid-island in the Chaplin neighborhood. Investments by the Town in these areas will be

targeted for revitalization that will enhance economic development opportunities, while improving community character and facilitating safe, efficient traffic circulation.

#### *Regulatory Modifications*

The Ward One Plan recognizes that some existing development requirements may be difficult to meet for some small or poorly configured Ward One properties. These include setbacks and access drive right of way dimensions. Specific recommendations are made to lessen the restrictions on certain churches, particularly those in the Airport Hazard Overlay zoning district and the Light Industrial zoning district near the Hilton Head Island Airport. Similarly, recommendations are made to recognize the hardships imposed by the configuration of some heirs property, and to waive or relax such standards where there is no threat to public health or safety.

### Public Services and Facilities Element

The Ward One Plan recognizes that in many respects public facilities in Ward One are inadequate. The Town continues to move forward in addressing these concerns with the completion of water system extensions, an area-wide pathway program, and a drainage master plan. The Plan calls for a new collaborative effort with Hilton Head No. 1 Public Service District to secure funding necessary to extend sewer service where it is most needed and to make sewer system connections affordable. The Plan calls for similar efforts to correct deficiencies and safety concerns regarding local roads and pathways.

### Housing Element

The Ward One Plan recognizes the importance of housing to the future of Ward One. The Plan commits to expanding options for affordable housing, replacing all dwellings which are in deteriorated condition.

## SUMMARY OF POLICY INITIATIVES

Since a primary purpose of the Ward One Plan is to refocus and, in some cases, redirect Town policy to address the development of Ward One, it is necessary to clearly articulate such changes in direction. Identified in summary form below are policy directions on which the plan is based.

## Land Use

- Within the predominantly residential areas of Ward One, provide for flexible, "tiered" residential densities, while encouraging land assemblies, and reducing commercial influences.

- Develop waterfront areas with a mix of complimentary water-related commercial, entertainment, hospitality, and residential uses with expanded opportunities for public waterfront access.

- Lessen the effects of development regulations which unreasonably limit development of heirs properties, churches, and other conditions which predate the Town of Hilton Head Island through variance procedures, revised zoning requirements, and/or use of creative development practices including cluster developments and planned unit developments.

- Foster land use patterns in Ward One neighborhoods which respond to natural and scenic resources, access and infrastructure, neighborhood character, and public desires.

- Within Stoney, create an island gateway, consider the creation of a community amenity or town center, and improve Highway 278 capacity through the creation of an Initiative Area.

- Within Chaplin, improve the scenic character of Highway 278, resolve development constraints, and enhance public access and enjoyment of the Broad Creek and Atlantic Ocean waterfronts through the creation of an Initiative Area.

- Encourage the provision of technical expertise and financial resources in support of Ward One development initiatives through creation of a Community Development Corporation.

- Encourage land assembly, pooling of land holdings, land leases, planned developments, and other innovative development mechanisms to expand opportunities to fully and creatively utilize the land resources in Ward One.

## Economic Development

Pursue the creation of jobs and the enhancement of property values in ways which directly benefit Ward One residents, encourage local entrepreneurs, retain community character, and transmit development and financial know-how.

## Community Character

Pursue forms of development which respect the rural community character while (1) correcting deficiencies to the network of pathways, local roads, and parks, (2) enhancing the character of Highway 278, and (3) providing greater public access to the waterfront. Facilitate beautification of the Highway 278 corridor and scenic waterfronts with an island gateway along Jarvis Creek in Stoney and with scenic corridor enhancement of the Broad Creek waterfront in Chaplin.

## Cultural Resources

Protect the integrity of cultural resources including historic structures and archaeological sites using techniques that avoid burdens on property owners.

## Natural Resources

Retain and apply existing local, state, and federal protections afforded to wetlands, natural areas, and vegetation while expanding public access to waterfronts and natural areas under public ownership.

## Public Services and Facilities

***Water Service***

- Encourage all residents remaining on private well systems to connect into the public water system, relying as necessary on connection fee financing by the Hilton Head No. 1 Public Service District or grants available from the Hilton Head Island Water Task Force.

***Sewer Service***

- Seek grant funding sources in priority need areas including areas where soil conditions are not suitable for septic systems or where existing septic systems are not functioning properly due to soil, water table, or drainage systems.

- In areas where sewer systems are needed to support higher densities than can be served by septic systems, assist in the creation of special benefit districts or similar mechanisms to distribute costs fairly among multiple beneficiaries in one or more neighborhoods.

***Parks and Recreation***

- Develop facilities and acquire properties necessary to expand public access and enjoyment of the waterfront, including but not limited to:
  - Cultural and archaeological sites
  - Marina, pier, and beach access sites
  - Broad Creek / Atlantic Ocean boardwalk (Chaplin neighborhood)

- Develop and apply a process to seek public input in assessing the optimum use of properties acquired by the Town of Hilton Head Island.

***Roads and Pathways***

- Expedite actions to mitigate pedestrian-vehicular safety problems at key locations on Highway 278 and other high volume, high speed locations

- Remove pedestrian vehicular conflicts through an interconnected system of pathways and sidewalks.

- Pursue traffic calming techniques such as roundabouts.

***Housing***

- In collaboration with non-profit agencies, seek to remove and replace all deteriorated housing in Ward One within ten years.

- Support the creation of locally based community organizations to provide technical and financial assistance to Ward One property owners.

- Support the expansion of affordable housing by waiving traffic study requirements and associated fees to the extent permitted by State Law.

## NEXT STEPS

Initial actions aimed at plan implementation include the following:

1. *LMO Modifications*: Draft, review, and adopt new zoning districts and development standards as recommended herein.

2. *Capital Improvements Programming*: Expedite completion of improvements to planned roads, pathways, drainage, and sewer improvements.

3. *Initiative Area Plans*: Prepare and act upon more detailed initiative area plans as identified herein.

4. *Suppport Community Initiatives*: Support local neighborhood planning initiatives and alliances including the Community Development Corporation and Habitat for Humanity.

# I. INTRODUCTION

## PURPOSE

A principal purpose of the Ward One Master Land Use Plan is to develop land use strategies for the undeveloped Ward One area. Although the Plan's focus is on the future pattern and density of land uses and the related implications for economic development, property rights, and development regulations, additional components deal with issues of public services and facilities and housing.

## PROJECT AREA

The Town of Hilton Head Island is divided into six voting districts or wards. This Plan focuses on the area of Ward One, which includes most of the neighborhoods located outside the PUDs including the historic native islander neighborhoods. These historic neighborhoods reflect a rural community character and the residents share a strong sense of family heritage and attachment to the land.

The Ward One study area is illustrated in Figure 1. In some instances, the study area extends beyond the actual Ward One boundary in order to address land use issues in a coordinated fashion.

Of the 3,360 acres in Ward One, some 1465 acres, or nearly 44% of the land area, remained undeveloped as of December 1996, a substantial proportion of the total developable land on Hilton Head Island. The chart below indicates the relative variability in land use mix among the four neighborhood planning subareas. For example, Spanish Wells is unique in its orientation to lower density residential use and the absence of large retail commercial developments. In contrast, the Chaplin/Marshland/Gardner subarea contains large concentrations of commercial uses, particularly in the Mathews Drive area, while the area near Hilton Head Island Airport contains much of the Island's heavy commercial and warehouse uses. Also of note is that, except in Spanish Wells, multifamily is now the predominant housing type, and there exist nearly as many mobile homes/manufactured housing units as permanent single family dwellings.

## Existing Ward One Development Patterns

| SUBAREA | RESIDENTIAL UNITS | | | | Retail Sq. Ft. | Office/Bank Sq. Ft. | Heavy Commercial/ Light Industrial Sq. Ft. | Institutional Sq. Ft. |
|---|---|---|---|---|---|---|---|---|
| | Single Family | Multi-family | Mobile Homes | Hotel | | | | |
| Stoney… | 223 | 408 | 253 | 0 | 138,000 | 9,000 | 19,000 | 414,000 |
| Mitchelville… | 61 | 559 | 57 | 125 | 321,000 | 84,000 | 523,000 | 73,000 |
| Chaplin… | 163 | 500 | 135 | 0 | 678,000 | 45,000 | 98,000 | 101,000 |
| Spanish Wells… | 207 | 0 | 159 | 0 | 19,000 | 600 | 106,000 | 4,000 |
| Total Ward One | 664 | 1467 | 604 | 125 | 1,156,000 | 139,000 | 746,000 | 592,000 |

Source: Town of Hilton Head Island Planning Department, December 1996 Data

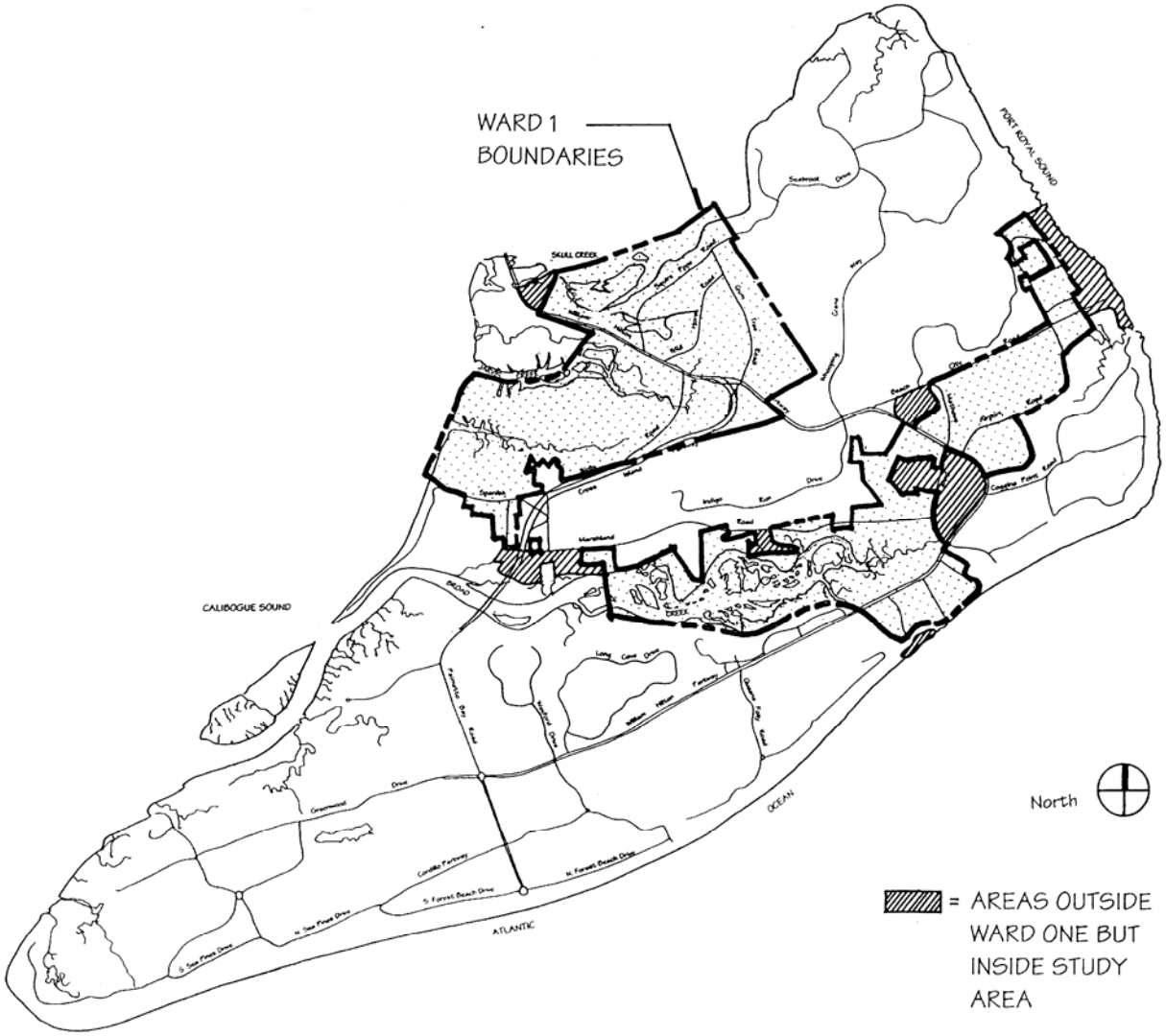



Fig. 1 Ward One Study Area

## THE PLANNING CHALLENGE

The challenge to plan the future of Ward One is reflective of a broader challenge to reconcile the interests of those in Ward One, i.e. those who are not part of a "planned community," with the residents of the many PUD's that make up most of the developed portion of Hilton Head Island. As these communities approach "buildout," public perceptions and concerns have tended to focus on issues of quality of life including traffic congestion, overcrowding, noise, and other by-products of the rapid growth and development of Hilton Head Island.

Thus, a fundamental challenge of planning and community consensus-building on Hilton Head Island is to reconcile (a) the legitimate aspirations of Ward One stakeholders for development and for the remediation of neighborhood deficiencies with (b) island-wide concerns about the amount of growth that can be accommodated. The approach to meeting this challenge begins with the fundamental concept of equity for Ward One and proceeds to new Town policies for Ward One and, finally, to a series of actions. This willingness of the Town to implement concrete actions reflects a commitment to meet the needs of current and future residents for basic services and facilities, for affordable, quality housing, for economic opportunities, and for the opportunity to retain a rich cultural heritage and attachment to the land. But this strategy also exists within a posture which recognizes that development within Ward One must contribute positively to the character and quality of the entire community. In a parallel effort, studies and projections of future traffic conditions confirm that the buildout of Ward One consistent with this plan will not produce unacceptable levels of traffic congestion. With future improvements to key intersections and to Highway 278 at the entrance to the island, the Cross Island Parkway is expected to relieve much of the traffic congestion which now plagues Highway 278, particularly within Ward One. Thus, with the foreseeable resolution of traffic and growth capacity questions there is an opportunity to shift attention from issues of the quantity of future growth to issues of the quality of the community.

## ELEMENTS OF A VISION OF WARD ONE

The native islander neighborhoods of Ward One share a rich sense of history and family roots. While the plan for Ward One must respect the past, it must also look forward and envision the future, a future that reflects the shared aspirations and values of the people. For this reason the planning process began with broad input from residents to begin to establish a vision; a sense of direction which inspires and motivates the planning process.

Based on the input of the many Ward One residents who actively participated in the planning process, and particularly the work of the Resource Committee for Native Island Affairs, three basic principles have emerged as elements of a vision for Ward One: Equity, Reconciliation and Quality of Life. These guiding principles, derived directly from public input, are further elaborated as follows:

### Equity

- Encouraging Ward One residents to enter the economic mainstream of Hilton Head Island
- Forging new community-wide partnerships
- Finding ways to overcome development constraints
- Achieving greater representation in civic affairs

## Reconciliation

- Accommodating Ward One development aspirations, as well as island-wide concerns about development capacity, growth impacts and scenic character

## Quality of Life

- Retaining and transmitting native islander values and heritage
- Retaining and enhancing neighborhood identity and historic features
- Correcting deficiencies in basic services
- Moving toward a shared sense of community and identity as the Town of Hilton Head Island

## THE PLANNING PROCESS

The process of developing the plan for Ward One consisted of three steps, as follows:

*Phase One* defined the "parameters of the plan"; the issues, problems and opportunities that need attention in Ward One. These issues were derived from extensive interviews with persons throughout Ward One, as well as analyses of physical conditions and the prior work of the Neighborhood Planning and Improvement Program, R/UDAT, and the Resource Committee for Native Island Affairs.

*Phase Two* posed alternative concepts concerning issues of land use patterns, densities, public facilities, and environmental resources. Three very different concepts were presented which reflected maximum economic development, maximum resource and open space protection, and a balance of economic development and protection of community character. Although a clear consensus existed for the "balanced" approach, a much greater level of attention to particular neighborhood concerns led to an expansion of the planning process. An additional series of eight neighborhood workshops were held to gather input needed to further refine the plan.

*Phase Three* incorporated neighborhood input in refining the concept plan, producing (1) the future land use map and (2) recommendations for actions to amend development regulations and to make key improvements within Ward One neighborhoods, described herein.

# II. LAND USE ELEMENT

## PROPOSED LAND USE CATEGORIES

At present a large portion of Ward One is designated as Community Mixed Use CMU (M-2) in the Land Management Ordinance. While the intent of this zoning district is to maintain a predominantly residential character, a wide range of retail businesses are also permitted, including mini-warehouses and others which may be considered by many Ward One residents to be inappropriate in stable residential areas. Thus, it is the intent of the Ward One Plan, Land Use Element to more specifically define uses and densities which protect residential character while affording reasonable flexibility and opportunities for economic development. Eight specific land use categories are proposed, as discussed below.

### Residential: Low-Moderate Density

This land use category is intended to accommodate and maintain the large area of relatively low-density residential development found throughout Ward One. Base densities are set at four (4) dwellings per acre. It is recognized however, that in areas where sewer service is not available the applicable regulations governing the installation of septic systems may effectively lower densities below the baseline of four (4) dwellings per acre.

In order to accommodate reasonable expectations for higher densities, the following are tentative criteria for the allocation of an additional two (2) dwellings per acre, subject to refinement during the process to revise the LMO. Bonus criteria will be reviewed and refined during the drafting of ordinances and may be expanded to address affordable housing, hardships to property owners, heirs property, or other factors.

1. *Sewer Availability:* Densities above the baseline of four dwelling units per acre cannot be accommodated with septic systems. Consequently, sanitary sewer connections must be available at the time requests for bonus densities are made.

2. *Lot Size:* In order to reduce fragmentation of lower density neighborhoods and encourage the assembly of properties into larger, more developable properties, only sites three (3) acres in size or larger may apply for density bonuses. Such "sites" would include properties under single ownership or multiple properties under unified control among two or more owners and developed in a unified manner as a planned development. This concept of "pooling" of properties allows present owners to retain ownership while taking advantage of higher density, more efficient development which is possible on larger properties.

3. *Neighborhood Notifications:* Because development at higher densities can, in some cases, have a disruptive impact on lower density neighborhoods, property owners and residents should have the opportunity to be heard prior to the granting of bonus densities. Prior to taking action on a bonus density request, the Board of Zoning Appeals will consider both public comments received at a public hearing as well as staff recommendations in a process comparable to the review of a Special Exception. Key criteria for ruling on requests for density bonuses should include likely effects on nearby low-density areas and the effectiveness of buffers and other mitigating actions.

Tentative criteria for a bonus density of up to eight (8) dwellings per acre are as follows:

*Lot Size:* Minimum five (5) acres and

*Waterfront Location:* Broad Creek, Jarvis Creek, Skull Creek, Atlantic Ocean, Port Royal Sound

Uses permitted by right in the Residential: Low-Moderate Density category include the following:

- Single family detached dwellings
- Duplexes, townhouses, and other forms of "attached" dwellings i.e., those built with one or more common walls
- Home occupations *
- Churches and Cemeteries
- Park and Recreation Facilities
- Agriculture
- Schools

* businesses conducted indoors, with low traffic generation associated with service type businesses as specified in Sec. 16-4-1002 of the Land Management Ordinance. Examples include typing and drafting services, bookkeepers, seamstresses, etc.

Uses which may be permitted by meeting special exception review criteria include those uses permitted by right in the neighborhood commercial land use district (p. II-5). These would be permitted within 750 feet of major intersections.

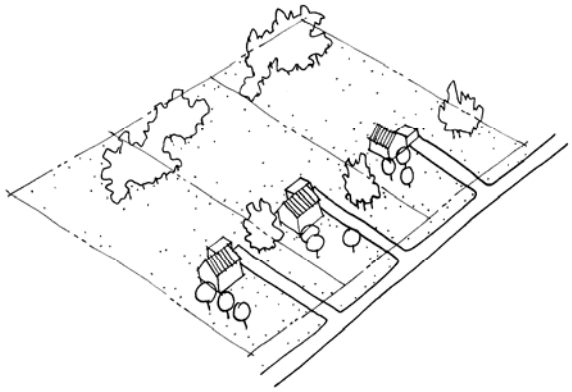


Fig. 2a. Conventional single family development

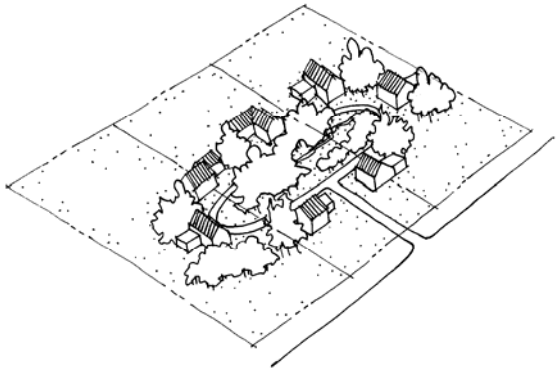


Fig. 2b. Encouraging development on larger properties through increased densities will improve land use efficiency

## Residential: Moderate-High Density

The purpose of this land use district is to accommodate higher residential densities associated with multifamily development on sites five (5) acres and larger. Maximum residential densities are twelve (12) units per acre, except for affordable housing which has a maximum density of fifteen (15) units per acre, pursuant to the Affordable Housing Overlay Zoning District in the Land Management Ordinance.

Uses permitted by right and by special exception include multi-family development and those uses applicable to the Residential: Low-Moderate Density Land Use Category. In the case of properties included in the Residential: Moderate-High Density category which are less than five (5) acres, permitted uses and densities include those provided under the Residential: Low-Moderate Density category.

## Waterfront Mixed Use

The purpose of the Waterfront Mixed Use designation is to retain water-related and water-dependent activities necessary to sustain fishing, seafood and boating activities, while providing opportunities for compatible waterfront housing, hospitality and entertainment functions. Uses permitted by right or by special exception include moderate-high density residential (including timeshares) along with the following commercial and service uses:

- Commercial fishing / seafood processing
- Excursion cruises
- Watercraft service facilities
- Boat dealers
- Marine and boating supply stores
- Bait and tackle shops
- Laundromat
- Convenience food store (without auto fuel sales)
- Restaurants / eating – drinking
- Hotels, Motels or Inns

Fig. 3 Ward One waterfronts should accommodate a lively mix of uses.

## Institutional

The Institutional land use category is intended to accommodate public facilities and those of non-profit organizations including the following:

- Government services and facilities
- Schools
- Daycare facilities
- Public utilities and related facilities
- Churches
- Cemeteries
- Service clubs and civic organizations

## General Commercial

The General Commercial land use designation provides for moderate to high intensity commercial development appropriate for locations near major roadways and intersections. Such designations are not appropriate near or within stable residential neighborhoods which could be impacted by excess traffic. Depending on location permitted uses may include a broad range of retail businesses and personal services, banks, hotels with full service restaurants and conference facilities, restaurants, entertainment, automobile services and other uses.

Fig. 4 Neighborhood retail serves the daily convenience needs of residents

## Neighborhood Commercial

The Neighborhood Commercial land use designation comprises clusters of retail businesses and services which serve the daily needs of nearby residential areas. Such uses includes small grocery, drug and convenience retail stores, personal services such as barber shops and dry cleaners as well as non-fast food restaurants and other uses permitted in the CL (C-1) Neighborhood Commercial Zoning District. Such uses should not include major "chain" retail centers or other high traffic uses. Uses permitted within the Low - Moderate Density Residential category would also be permitted.

## Office / Light Industrial

The most permissive land use category, the Office / Light Industrial designation provides for developments of light industrial character including those with outdoor storage and repair operations. The bulk of such uses are clustered near the Hilton Head Island Airport. Permitted uses should include those allowed under the present IL (C-7) Light Industrial and Commercial Distribution zoning district, as well as churches. Consistent with the recommendations which emerged from the Ward One planning process, churches are now a permitted use in this land use district in the new Land Management Ordinance.

## Park / Open Space / Public Property

The Park/Open Space/Public Property land use designation is intended to accommodate all areas reserved as public open space, park and recreation areas, excluding tidal wetlands and other areas below the South Carolina Coastal Council Critical Line. Also included in this category are properties purchased through the Town of Hilton Head Island Land Acquisition Program, as well as those owned by Beaufort County.

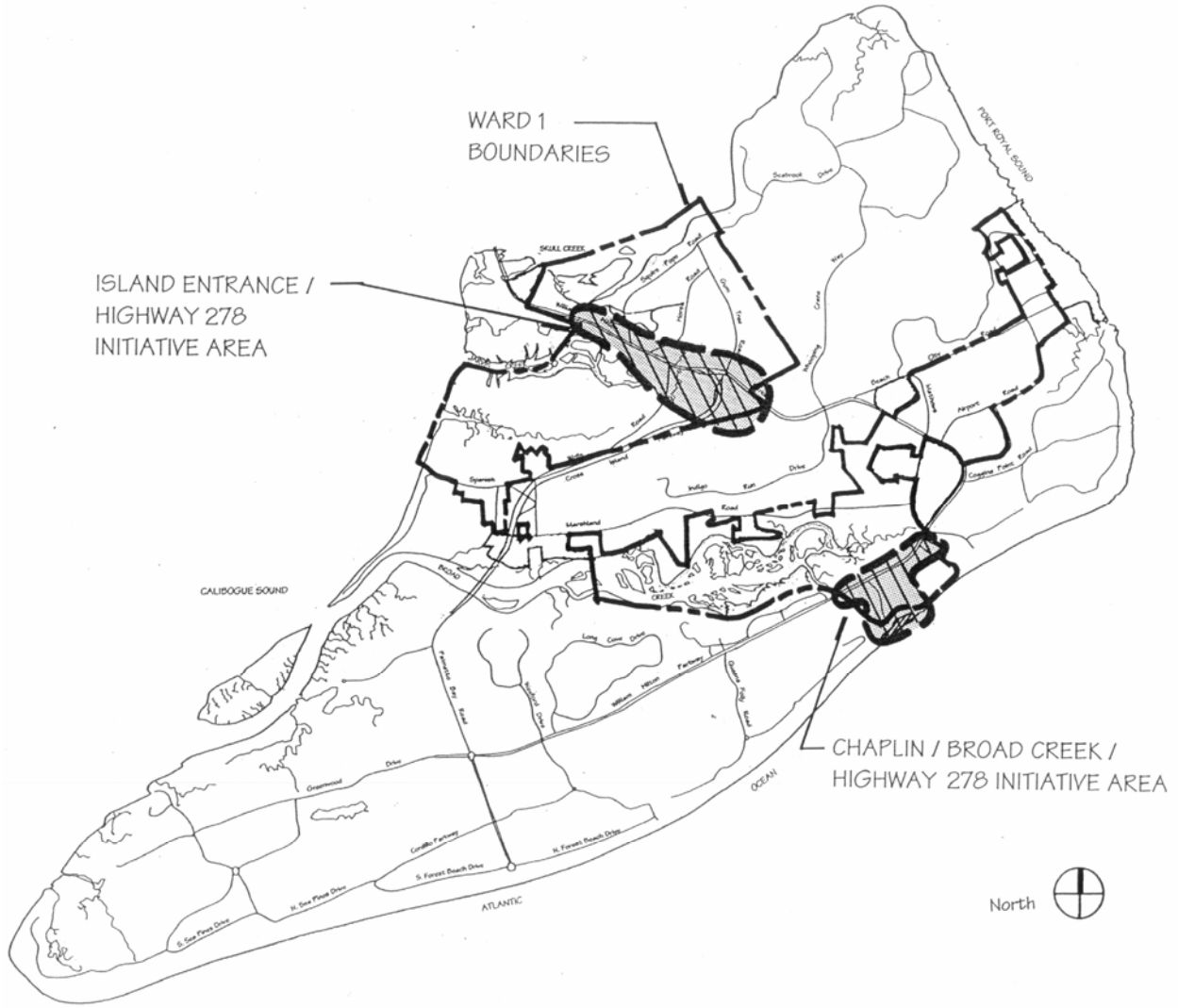
In addition to the basic land use categories described above, the future land use map depicts a number of special features and site specific landmarks, as follows:

## Initiative Areas

Initiative areas are designated where there exists a need for detailed development planning at the level of individual sites as necessary to plan major public investments or to guide redevelopment. Two such areas are proposed. Along William Hilton Parkway from the bridge to the entrance to the Cross Island Parkway there exists a need to plan future roadway capacity improvements, as well as an opportunity to resolve access conflicts with existing uses and create a more desirable "gateway" experience. In addition, at the southeast quadrant of the intersection of Highway 278 and the Cross Island Parkway lies a strategically important property (Honey Horn) which warrants the Town's direct participation in planning its future. As discussed further in the neighborhood plan for Stoney, this area has the potential to be developed as a significant public amenity and civic activity center, perhaps one possible opportunity to create a true Town Center for Hilton Head Island.

The second initiative area is proposed along William Hilton Parkway in the Chaplin area. In this area there exists a need to address severe constraints on highway frontage development, link recently acquired public properties, and enhance the character of one of the most scenic areas of Hilton Head Island. This initiative area must also address the need for safer pedestrian crossings and the creation of a waterfront boardwalk/trail system linking beach access points, the scenic resources of the Ferguson-Singleton Tract, and the marshes of Broad Creek with existing pathways. Properties along the north side of Highway 278 should be considered for additional development options including multifamily residential and waterfront restaurants (except fast food, drive-thru's, and other highway "strip" type uses). Hotels should be considered in the Initiative Areas.

Within both areas persons owning property in close proximity to the highway will have the opportunity to be active participants in planning public improvements and development policies which will balance economic




development, community enhancement, traffic efficiency, and property rights.
Fig. 5 Proposed Initiative Areas

## Community Landmarks

Community landmarks noted on the future land use map include historic and cultural resources such as tabby ruins, civic activity centers such as the Boys & Girls Club and commercial landmarks such as the Gullah Market.

## Water Access

Water access facilities include public beach access locations, marinas, and boat ramps.

## Pedestrian Safety Improvements

Recommended pedestrian safety improvements are noted for a number of locations along William Hilton Parkway where the potential for pedestrian vehicular accidents is high.

## Churches / Cemeteries

All existing churches and cemeteries are noted for reference.

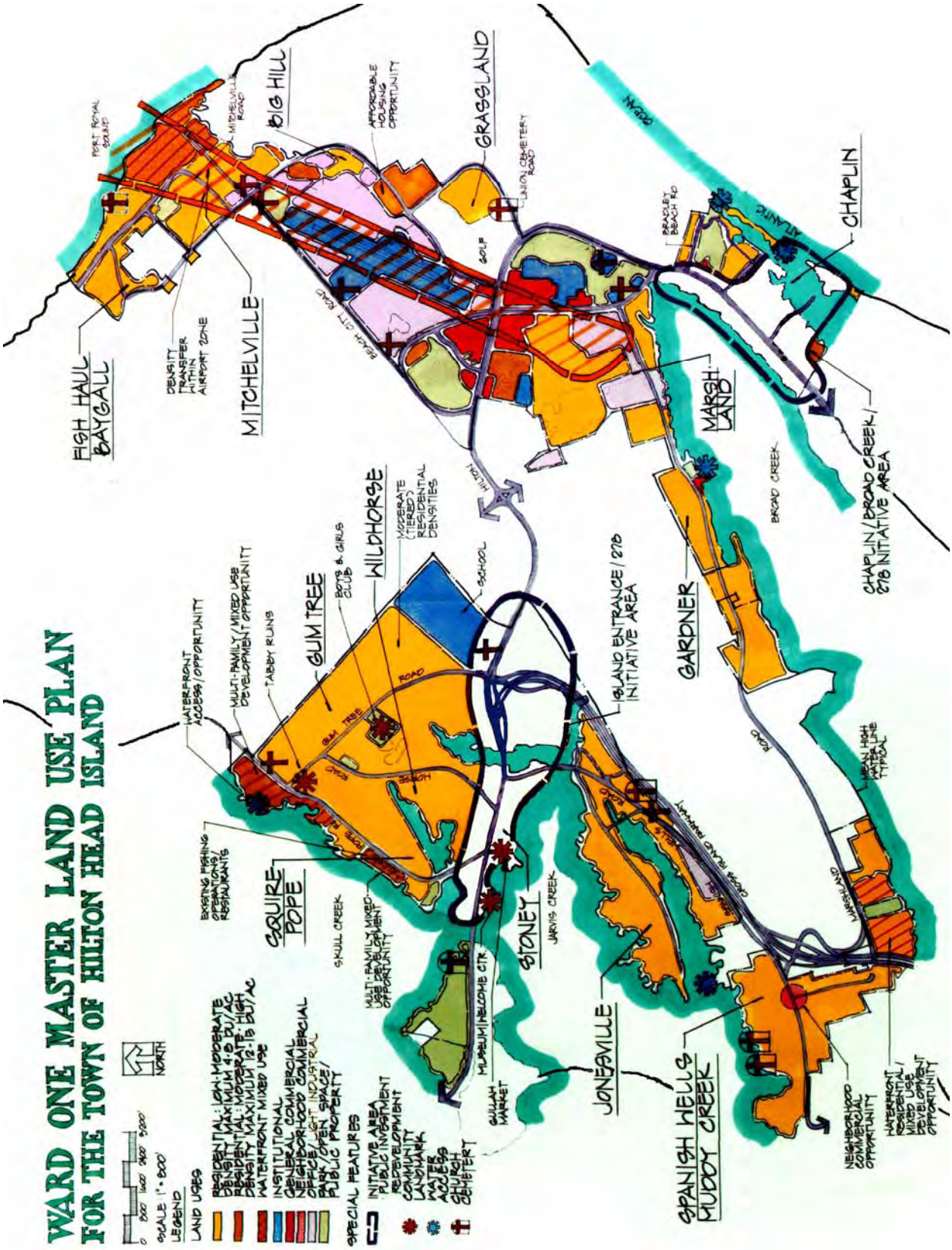

WARD ONE MASTER LAND USE PLAN
FOR THE TOWN OF HILTON HEAD ISLAND
SCALE: 1" = 800'
0 800' 1600' 2400' 3200'
NORTH
LEGEND
LAND USES
RESIDENTIAL: LOW-MODERATE
RESIDENTIAL: MAXIMUM 4.5 DU/AC
RESIDENTIAL: MODERATE-HIGH
RESIDENTIAL: MAXIMUM 12.15 DU/AC
WATERFRONT MIXED USE
INSTITUTIONAL
GENERAL COMMERCIAL
NEIGHBORHOOD COMMERCIAL
OFFICE/LIGHT INDUSTRIAL
PARK/OPEN SPACE/
PUBLIC PROPERTY
SPECIAL FEATURES
INITIATIVE AREA
PUBLIC INVESTMENT
REDEVELOPMENT
COMMUNITY
LANDMARK
WATER
ACCESS
CHURCH
CEMETERY
FISH HAUL
BAYGALL
PORT ROYAL SOUND
DENSITY TRANSFER WITHIN AIRPORT ZONE
MITCHELVILLE
MITCHELVILLE ROAD
BIG HILL
AFFORDABLE HOUSING OPPORTUNITY
GRASSLAND
UNION CEMETERY ROAD
OCEAN
ATLANTIC
CHAPLIN
BEACH CITY ROAD
GOLF
BRADLEY BEACH RD
MARSH-LAND
HILTON
CHAPLIN/BROAD CREEK/
278 INITIATIVE AREA
BROAD CREEK
WILDHORSE
MODERATE OTHERED RESIDENTIAL DENSITIES
SCHOOL
BOYS & GIRLS CLUB
GUM TREE
TABBY RUINS
MULTI-FAMILY/MIXED USE DEVELOPMENT OPPORTUNITY
WATERFRONT ACCESS/OPPORTUNITY
ISLAND ENTRANCE/278 INITIATIVE AREA
GARDNER
ROAD
MEAN HIGH WATER LINE TYPICAL
EXISTING FISHING OPERATIONS/ RESTAURANTS
SQUIRE POPE
SKULL CREEK
MULTI-FAMILY MIXED USE DEVELOPMENT OPPORTUNITY
STONEY
JARVIS CREEK
HILTON HEAD CTR.
GULLAH MARKET
JONESVILLE
SPANISH WELLS
MUDDY CREEK
NEIGHBORHOOD COMMERCIAL OPPORTUNITY
WATERFRONT RESIDENTIAL/ MIXED USE DEVELOPMENT OPPORTUNITY

Fig. 6

## NEIGHBORHOOD LAND USE CONCEPTS

It is well recognized that the area of Hilton Head Island known as Ward One is a diverse community, consisting of multiple neighborhoods, each with a unique heritage, traditions, churches, cemeteries and family associations. Although many Ward One residents are united by a common African-American and native islander identity, Ward One neighborhoods comprise several quite distinct cultural traditions, including fishing and oystering, as well as farming and hunting. Consequently, it is not surprising that the outlook, opinions, and priorities about the future of Ward One vary considerably from neighborhood to neighborhood. A basic tenet of the plan, therefore, is to recognize and embrace this diversity of traditions and perceptions by tailoring each neighborhood plan to reflect local issues, physical conditions, and expressed ideas. In particular, the proposed land use concepts for each cluster of neighborhoods is designed to respond to three factors:

Fig. 7 Native islander traditions are diverse, including fishing and shrimping.....

Fig. 8 .....as well as farming

*Existing Land Use Patterns* indicate the predominant pattern of homes and businesses, as well as roadways and patterns of property ownership.

*Assets and Deficiencies* reflect those problems that should be remedied, as well as opportunities to enhance quality of life and provide for economic development. There are certain assets and deficiencies that are key factors that influence land uses and densities in each neighborhood area. These factors include areas of vacant or developable property, the influence of planned and proposed projects, cultural resources to be protected, as well as sewer system availability and soil conditions which directly affect permissible densities. Likewise, there exist conditions in all areas which do not directly influence land use decisions, such as the need for improved drainage, roadway or pathway enhancements. Finally, in each neighborhood area there exist unique conditions which affect appropriate land uses. Such unique influences include the "gateway" location of Stoney, the Airport Hazard Overlay and inventory of light industrial land surrounding the Hilton Head Island Airport, the severe pedestrian safety problem at Highway 278 in Chaplin and the influence of the Cross Island Parkway interchanges in Spanish Wells and Stoney. Consequently, the discussion of assets and deficiencies which most directly influence land use decisions vary from neighborhood to neighborhood.

*Resident Desires* are expressions of priorities for future improvements made by a variety of citizen participants in the planning process.

In order to give maximum opportunity for residents of different neighborhoods and from different backgrounds to speak out during the planning process, community workshops were held in each of the following neighborhood subareas. Likewise the land use plan for Ward One is articulated as a composite of plans tailored to each of these neighborhood subareas.

Stoney/Squire Pope/Wild Horse/Gum Tree
Chaplin/Marshland/Gardner
Mitchelville/Fish Haul/Baygall/Grassland/Big Hill
Spanish Wells/Jonesville/Jarvis/Muddy Creek

## STONEY / SQUIRE POPE / WILD HORSE / GUM TREE

### Existing Land Use Patterns

The Squire Pope community retains strong evidence of its maritime and fishing heritage with a mix of marinas, seafood/fishing operations, and restaurants, together with residential uses along Squire Pope Road facing scenic Skull Creek. This area is also rich in history with Green's and Ford's Shell Rings and tabby ruins. The Gum Tree and Wild Horse areas contain a wide variety of housing types and densities including newer subdivisions, multifamily developments, family compounds, stick built homes, manufactured homes, and mobile homes. This area also includes much of the developable vacant land in Ward One. The Stoney area, because of its orientation to Highway 278, faces a different set of influences. It contains a mix of both commercial uses which benefit from highway access and visibility, as well as residential uses which become less viable with ever-increasing traffic on William Hilton Parkway. With the presence of parks, schools, the planned Boys and Girls Club, as well as the waterfront marinas and restaurants, this area is increasingly becoming a destination within Ward One, bringing more and more non-local traffic onto neighborhood roads.

### Assets and Deficiencies

The Skull Creek waterfront represents not only a significant development opportunity for waterfront residential, hospitality or marine-related uses, it also represents a strong cultural tie to the fishing traditions of native islanders. Specific opportunities exist to link related uses such as waterfront restaurants and to introduce appropriately scaled visitor accommodations, while retaining the character of a "working" waterfront.

#### *Developable Property*

The Gum Tree and Wild Horse neighborhoods contain a large proportion of the vacant land in Ward One, many of which are large, and therefore more easily developable properties.

#### *Gateway Location*

Highway 278 through the Stoney neighborhood is the gateway to all of Hilton Head Island. This gateway condition presents multiple opportunities: an opportunity for economic development for Ward One; an opportunity for an attractive entrance to the island; and an opportunity to showcase native islander history and heritage. At the intersection of Highway 278 and the Cross Island Parkway, the Honey Horn Tract represents one of the most significant development opportunities remaining on all of Hilton Head Island. While this site's high visibility and strategic location give it tremendous commercial value, exploiting only its commercial potential could exacerbate traffic congestion at the island's most critical intersection. A preferred concept may be to accommodate future civic uses to be enjoyed by all residents, new business opportunities to showcase native islander heritage along with a scenic, public waterfront along Jarvis Creek, linking Jarvis Park to the Welcome Center/Museum.

Future transportation improvements include a pathway on Wild Horse Road, as well as the longer range need to redevelop Highway 278 in the Stoney area.

### *Sewage System*

Only a small portion of this neighborhood area contains sewer service, mostly residential developments in the vicinity of Gum Tree and Wild Horse Roads and Highway 278. Because much of this area contains soils which are less permeable and, therefore, are not conducive to septic systems, the absence of areawide sewer service is a significant development constraint.

### *Cultural Resources*

This area of Ward One is rich in cultural resources and includes sites of archaeological significance such as tabby ruins, Green's and Ford's Shell Rings, the Amelia White, Jenkins Island, and Honey Horn cemeteries, as well as the Island Museum, the site of the Old Elementary School, the Jenkins Island Dock, and Mt. Calvary Baptist Church.

### *Planned / Proposed Projects*

Numerous planned or proposed projects will exert significant influence on the future of this neighborhood. These include civic activities such as the Boys and Girls Club and planned school expansion, as well as several private residential developments.

### *Housing Conditions*

Nearly one third of all of the dwellings in Ward One which may be in poor condition lie in this neighborhood area, particularly along Gum Tree Road. In contrast, this area also has expanded its housing stock in newer subdivisions. In addition, mobile homes occur throughout this area, particularly along Squire Pope Road and Wild Horse Road.

### *Summary*

This area contains many of the basic ingredients for a stable, cohesive community: well established neighborhoods and residential areas, schools, churches, retail establishments, and areas suitable for business development. What is missing is a defined direction for the future and strategy to address key deficiencies and take advantage of development opportunities.

## Resident Desires

The views and priorities of Ward One residents were solicited through a series of stakeholder interviews, as well as public workshops held to review conclusions of the planning analyses and alternative concepts. In addition, community workshops were held in the last week of August 1997 to gather input from each of the four neighborhood areas. Finally, during the second week in November 1997, a second sequence of neighborhood meetings was held to gain public reaction to draft neighborhood plans. Although comments were often divergent, the following is a representative sampling of public opinion from the Stoney / Squire Pope / Wild Horse / Gum Tree Neighborhood area.

- Low residential densities and single family is preferred at present, but with flexibility to convert to higher densities in the future (for increased economic value or to house future heirs).

- Mobile homes are less desirable than permanent construction. Individual mobile homes are more acceptable than commercial mobile home parks.

- Affordable housing alternatives to mobile homes should be encouraged.

- There is a perception that present CMU(M-2) zoning is more restrictive than that applied to resorts and PUD's PD-1 (M-1).

- There is a perceived need to reduce the cost and difficulty of complying with Town development regulations.

- Commercial uses in neighborhoods and commercial re-use of homes should be restricted in some locations. Objectionable uses include:
  - nightclubs
  - liquor stores
  - mini-warehouses
  - large hotels / resorts
  - commercial mobile home parks
  (most of which are permitted in existing CMU M-2 zoning)

- Preferences for development along Skull Creek include low scale multifamily residential, motels or inns, bed and breakfasts, quality restaurants and commercial buildings that "blend" with the neighborhood. Large hotels and resorts are not desired.

- Identified neighborhood service / facility needs include:
  - "equal" access to water and sewer
  - lighting
  - pedestrian safety / paths
  - parks and playgrounds
  - community / senior citizens center
  - water access (Bluewater Marina / beach)
  - neighborhood convenience services (markets, daycare, medical, etc.)

## Proposed Land Use Plan

### *Low-Moderate Density Residential*

The proposed pattern of future land use, as depicted in the Master Land Use Plan, designates the bulk of the land area as Low-Moderate Density Residential. Particularly concentrated in the Gum Tree and Wild Horse neighborhoods, this designation provides for "tiered densities," affording the flexibility to increase from four (4) to six (6) to up to eight (8) dwellings per acre depending on such factors as property size, neighborhood compatibility, availability of sewer service, or water frontage.

### *Moderate-High Density Residential*

This higher density residential land use designation is placed to coincide with existing concentrations of multifamily developments between Gum Tree and Wild Horse Roads near Highway 278, as well as along Squire Pope Road.

### *Waterfront Mixed Use*

The Waterfront Mixed Use designation is made for properties fronting on Skull Creek where there is an opportunity to expand water-related uses such as commercial fishing, seafood processing and marina operations, while affording opportunities for economic development compatible with and complimentary to, present fishing, marina, residential uses and restaurants. Appropriate additional developments include low scale inns and hotels, as well as restaurants, timeshares, and multifamily residential uses with a waterfront orientation. Where feasible, new and existing visitor-oriented and entertainment uses should be linked by continuous boardwalks to expand public enjoyment of Skull Creek. The Waterfront Mixed Use designation is made along the Jarvis Creek/Highway 278 corridor to provide an appropriate array of waterfront uses.

***Park / Open Space***

Designated "green" areas on the Master Land Use Plan include all existing public parks and recreation areas plus proposed park and recreation facilities at the Boys and Girls Club and Jarvis Park. In addition all properties recently acquired by the Town are depicted in this category. Ultimately, the park and open space system should evolve as a linked network of environmental, recreational, and cultural resources.

***Highway 278 Initiative Area***

The conceptual land use designations proposed for the Highway 278 corridor at the island entrance is subject to refinement as part of a more detailed initiative area plan to follow. In addition to modifications to land use designations, specific "initiatives" proposed in this area are as follows:

- ***Highway 278 Traffic Capacity Enhancements***

  The recently completed island-wide traffic modeling indicates the need for expanded traffic capacity through Highway 278 from the entrance to the island to Squire Pope Road. Whether this expanded capacity takes the form of additional travel lanes, frontage roads, or reconfigured or relocated intersections will have a tremendous impact upon existing homes and businesses, and a significant influence on future development potential along the corridor. For this reason future highway corridor planning must be broadened beyond mere traffic engineering and access management issues to encompass land use, economic development, pedestrian safety, and aesthetic issues, as well as impacts to existing residents along the corridor.

- ***General (Parkway) Commercial***

  Depending on the ultimate configuration of Highway 278 at the island entrance, frontage properties are appropriate for a combination of uses presently permitted in the Parkway Light category. However, single family homes on half acre lots, as permitted in CL (C-2), are inappropriate for such highway corridor frontage. Consequently, this land use designation should permit attached or multifamily dwellings up to eight (8) dwellings per acre or hotel use.

- ***Island Gateway / Waterfront Character***

Fig. 9 Landscape improvements to Highway 278 can create an island gateway in Stoney

The development of a well landscaped and developed island entrance experience is an undertaking of interest to all Hilton Head Islanders as well as Ward One residents. To coincide with transportation improvements, there exists the need to plan for future beautification of this corridor as well. Similarly, there exists the opportunity to expand public enjoyment of scenic Jarvis Creek by providing a pedestrian link along the waterfront extending from the Welcome Center / Island Museum to Gullah Market and on to the undeveloped Honey Horn Tracts and Jarvis Park.

- ***Honey Horn Tract***

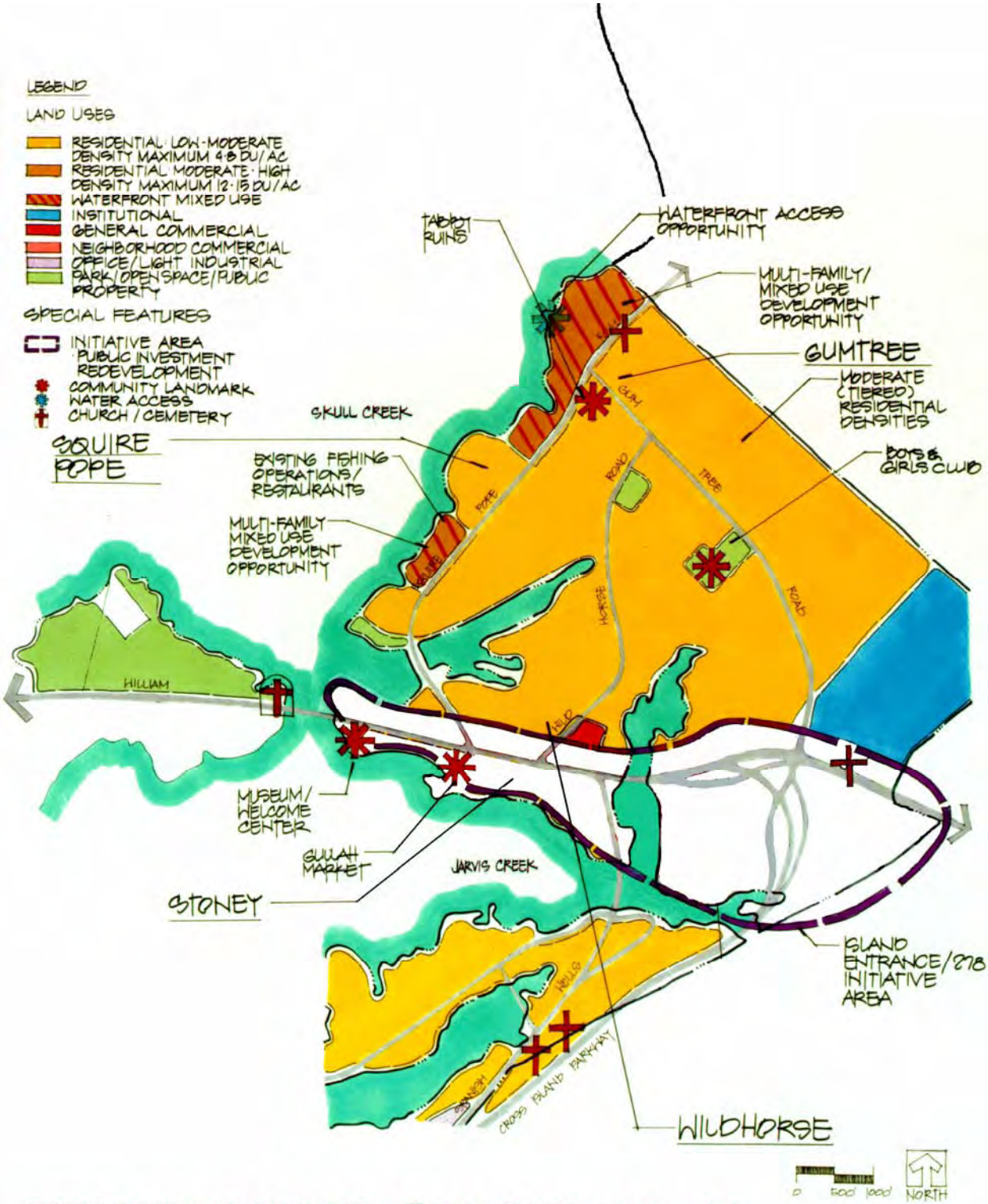
It has long been recognized that Hilton Head Island developed as a series of PUD's which tend to be isolated from each other and from the historic neighborhoods of Ward One. As a result, Hilton Head Island continues to lack both a shared community identity and a symbol of that identity in the form of some civic and social heart of the community. The Honey Horn Tract, due to its size, visibility, and strategic location at Highway 278 and the Cross Island Parkway, represents one of several potential locations which should be considered for development of a "Town Center" of the community. Although Harbour Town and the Coligny / Pope Avenue area have developed some of the characteristics of "town center," they afford fewer opportunities to develop a civic and social heart of the community in a fully inclusive fashion, than exist at the Honey Horn Tract. The definition of what constitutes a "town center" can vary from an entirely public or "civic" complex of activities and amenities, to a mix of civic and commercial activities appropriate for the scale, character and lifestyles of Hilton Head Island. As has been achieved in such "new communities" as Reston, Va. and Columbia, Md., town centers serve to create a sense of shared identity in an otherwise suburban development pattern where the only community identity is often one's gated development.

The fact is that this property, if built-out under its present zoning designation, would become one of the island's most concentrated commercial / office centers, a scenario that could pose serious questions of traffic circulation and represent a major missed opportunity for an enhanced community character. The direct participation by the Town in creating some form of community amenity is necessary to help to temper pressure for traffic-generating commercial development by introducing "civic" and open space elements. The development of civic activities serving all island residents, could have multiple advantages, including:

- Creating a new center for community cultural, civic, or recreational activities;
- Creating an outdoor social gathering space ("Town Green") and the focus of a shared, island-wide community identity;
- Opportunities to relocate businesses impacted by the widening of Highway 278;

- Creating a market for native-islander entrepreneurs to showcase “gullah” heritage;
- Providing for scenic public open space and enjoyment of the Jarvis Creek waterfront, linked for pedestrians to the Coastal Discovery Museum and Welcome Center.

In short, the planning for the Highway 278 Island Gateway Initiative Area will comprise issues of traffic engineering, corridor landscaping, economic development of frontage properties and public waterfront access. Direct benefits to Ward One include enhanced economic development of properties, while the entire community benefits from a beautified island entrance, free of traffic gridlock and a new civic “heart” of the Hilton Head Island community.




# NEIGHBORHOOD CONCEPT PLAN STONEY SQUIRE POPE WILD HORSE AND GUM TREE

Fig. 10

## MITCHELVILLE / FISH HAUL / BAYGALL / GRASSLAND / BIG HILL

### Existing Land Use Patterns

This neighborhood subarea is one in which the historic low density residential land use pattern has been heavily influenced by the Hilton Head Island Airport, Highway 278 and the value represented by Port Royal Sound waterfront. The Fish Haul / Mitchelville areas remain relatively sparsely developed with scattered single-family homes and family compounds with large expanses of vacant land. Three small commercial uses are clustered near the Beach City Road / Dillon Road Intersection. In addition, several multifamily developments are arrayed north and east of the airport including the Spa on Port Royal Sound, Cotton Hope Plantation, 90 Dillon and Sylby Tub Apartments in Grassland, adjacent to the Planters Row Golf Course. Within the vicinity of the airport, land use patterns shift dramatically toward a heavy commercial, rather than residential orientation, with frontages on Highway 278, Beach City Road and Dillon Road. In this area several churches exist in close proximity to the airport along with several parks including Barker Field, undeveloped property owned by Beaufort County and open space (Northridge Tract) acquired by the Town.

### Assets and Deficiencies

#### *Developable Property*

A large proportion of this neighborhood subarea consists of vacant land, particularly in the area north and east of the airport and is designated for heavy commercial development. In addition, substantial additional residential development potential exists along both Fish Haul Road and between Fish Haul Road and Port Royal Sound.

#### *Economic Development*

As the subarea which contains the largest single concentration of undeveloped property designated for office and light industrial development on Hilton Head Island, this area has the potential to create hundreds of new jobs for local residents. With proper technical and financial assistance through the Federal Small Business Administration and / or a local Community Development Corporation (CDC) this area should accommodate new business start-ups among Ward One aspiring entrepreneurs.

#### *Varied Housing Types and Densities*

Unlike the Gum Tree, Wild Horse and Squire Pope areas which retain much of their low-density residential character and a large population base, this neighborhood subarea is no longer predominantly low density residential in character. Sandwiched between Port Royal PUD on the south and Hilton Head PUD on the north and with more than half the subarea impacted by the airport overlay or airport-related commercial development, this area is destined to continue to develop as a concentration of employment. In addition, multifamily housing will continue to be built in the existing low-moderate density residential areas.

#### *Sewage System*

Because of its commercial orientation and proximity to two PUD's, this area is largely served by available sewer service. Only the area near Port Royal Sound north of the Airport Hazard Overlay Zoning District is without sewer service and contains soils potentially unsuitable for septic systems.

#### *Cultural Resources*

Mitchelville is regarded as one of the most historically significant landmarks on Hilton Head Island, although little remains of the historic community. In addition the Union Cemetery and Drayton Cemetery remain

important landmarks. Most significant, however, are the existing churches along Beach City Road and near the intersection with Dillon Road (First African Baptist, Queen Chapel AME and St. James). Recent changes to the IL (C-7) zoning have made these as permitted uses and thus can now make alterations and expansions. The Planning Commission's Land Management Ordinance Committee is currently reviewing the appropriateness of the airport overlay regulations on St. James Church as well as other land uses in the area.

### *Planned / Proposed Projects*

Significant planned or proposed projects which will influence the area include the continued phased commercial development of the Headlands and Beach City Business Centers and the proposed development of a neighborhood park at Barker Field.

### *Airport Hazard Overlay Zoning District*

The Airport Hazard Overlay Zoning District was established to protect public safety with respect to airport traffic operations at Hilton Head Island Airport. In particular, three potential conflicts exist here, and at any other airport functioning near a developed area; namely noise, conflicts posed by tall buildings to landing and departing aircraft, and the special risks present just beyond the extended runway approach paths where disabled aircraft pose collision risks, whether on takeoff or on final approach. As a result the "at risk" population in these areas is minimized by prohibiting public assembly facilities and by mandating low residential densities and low commercial development intensities.

### *Housing Conditions*

Housing conditions within this area remain largely sound but with growing concentrations of mobile homes/manufactured housing units particularly along Dillon Road and near Port Royal Sound.

## Resident Desires

The following summarizes and paraphrases the predominant expressions of public perceptions and preferences in this neighborhood subarea.

- General preference to retain low-moderate residential densities, single family in character.
- Encourage retention of "family properties" with flexibility to develop at higher densities.
- Commercial, recreational or high density residential or resort uses which increase traffic and conflict with low density character should be discouraged, including active parks, boat ramps, etc.
- "Compatible" or desired commercial uses are limited to home businesses, convenience stories, produce stands, neighborhood banks and restaurants.
- Vacation / resort uses should be limited to Beach City Road near the Spa.
- Agriculture uses are compatible except those that involve livestock.
- "Clean up" the area by addressing illegal dump sites.
- Desire to remove the airport or lessen airport restrictions.

- Allow churches to expand by relaxing zoning, airport restrictions, flood elevations, etc. Control conflicting (commercial) uses around churches.

- Priority public facility needs:
  - Pave local roads (Mitchelville extension, Fish Haul Road )
  - Extend pathway to Port Royal Sound
  - Provide access to sewer

## Proposed Land Use Plan

### *Low-Moderate Residential Density*

Because of the significant flexibility in density afforded by this land use category, it can accommodate single family subdivisions as well as multifamily development of up to 8 dwellings per acre with bonus provisions. Consequently, this designation is applied in virtually all areas presently designated for, or utilized for, residential uses except Port Royal Sound frontage outside the Airport Hazard Overlay Zoning District.

### *Moderate-High Density Residential*

This higher density residential category coincides with the higher value Port Royal Sound water frontage, including the Spa and contiguous waterfront property extending to the south.

### *Office / Light Industrial*

This designation applies in areas adjacent to the airport and designated as IL (C-7) zoning with the exception of some areas with frontage on Dillon Road that are utilized for either residential or service/retail areas. This category is also intended to accommodate churches.

### *General Commercial*

This designation is made where commercial development is oriented to Highway 278, or elsewhere along Dillon Road to accommodate the present mix of commercial uses in the airport office-industrial district.

### *Park / Open Space*

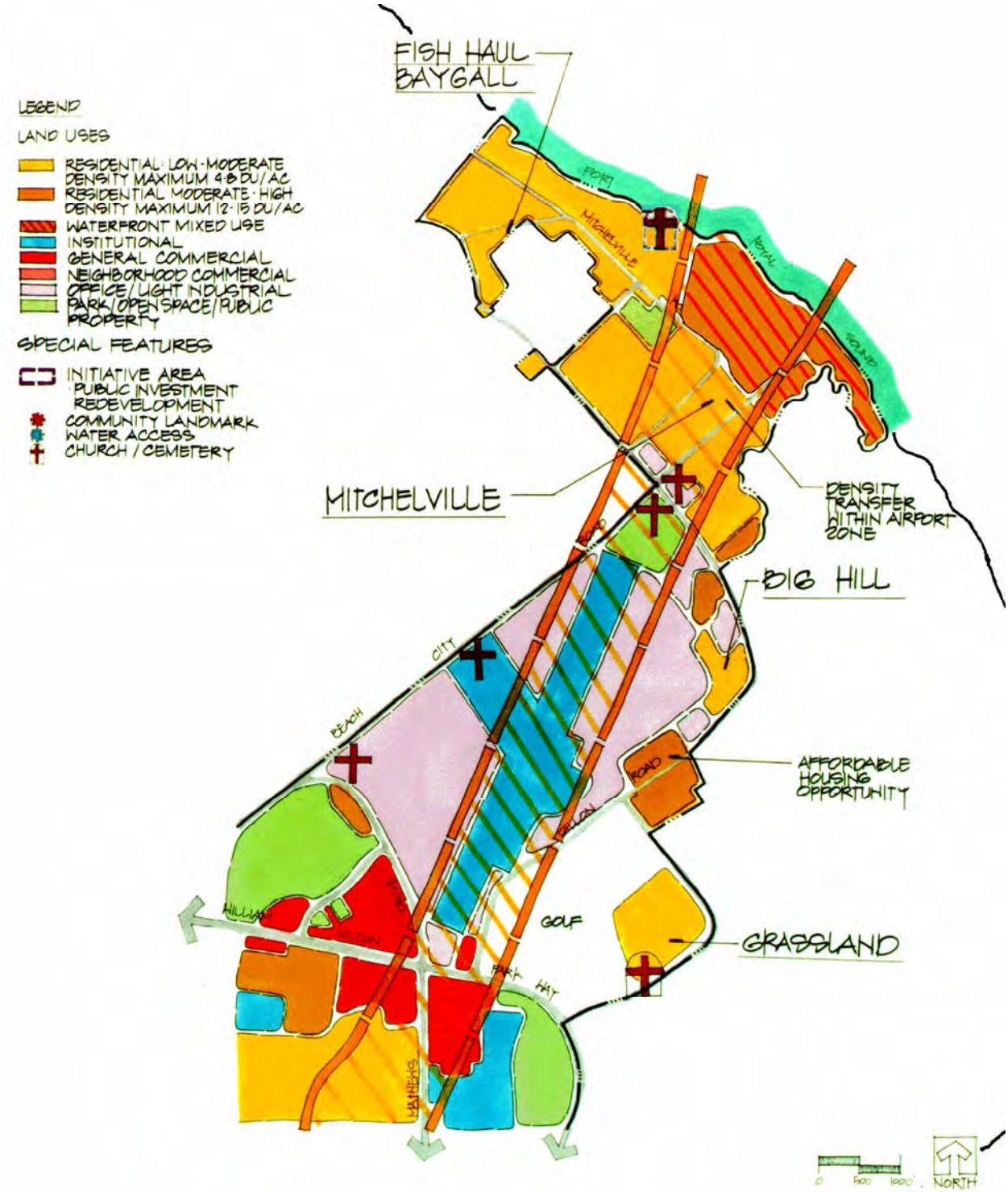
Three sites are designated in the Park / Open Space category: the Town-owned Northridge Tract, Barker Field, and the County-owned property in the northern airport approach zone.

### *Airport Overlay*

The Land Management Ordinance Committee of the Planning Commission is currently researching the problems involved with the Airport Hazard Overlay Zone. One of their recommendations is that the St. James Church should be able to rebuild as a by-right use in case of a catastrophic disaster.

### *Waterfront Mixed Use*

The Waterfront Mixed Use designation is made for properties fronting on Port Royal Sound where there is an opportunity to expand water-related uses while affording economic development opportuntities. Apprpriate developments include timeshares, restaurants, motels, inns, hotels, and multifamily residential uses with a waterfront orientation.




# NEIGHBORHOOD CONCEPT PLAN MITCHELVILLE FISH HAUL BAYGALL GRASSLAND AND BIG HILL

Fig. 11

## CHAPLIN / MARSHLAND / GARDNER / MATHEWS DRIVE

### Existing Land Use Patterns

Functioning as an extension of the commercial / office / light industrial concentration surrounding Hilton Head Island Airport, the Mathews Drive area contains major concentrations of commercial uses oriented to Highway 278. Within this dominant pattern of heavy commercial uses, however, are stable, single family residential areas, particularly south of the Mathews Drive / Marshland Road intersection facing Broad Creek, and in an area virtually surrounded by heavy commercial uses west of Island Drive. Because these residential enclaves are designated in the CMU(M-2) zoning district which permits commercial uses, the long term stability of these areas as residential in use is not assured. Whether this potential for conversion to commercial use is viewed as a risk or an opportunity is subject to the perceptions of those directly affected. In addition, within Marshland there exist properties appropriate for new residential development, compatible with the present low to moderate densities, as well as room for expansion of office / industrial uses.

The Gardner neighborhood is a relatively narrow strip of low density single family residential uses intermingled with a substantial number of mobile homes, located between Indigo Run (which extends into the neighborhood) and Broad Creek. In addition, at the eastern portion of the corridor are non-residential uses including the Old Oyster Factory Restaurant, the County boat ramp, and one light industrial activity.

The Chaplin area land use pattern is heavily influenced by traffic along Highway 278, as well as the environmental, scenic and public use of land that extends from Highway 278 to the Atlantic Ocean. Properties on the north side enjoy highway visibility as well as scenic views of Broad Creek marshes, but many are constrained by property depths inadequate for efficient development. Present uses include a mix of older residential and unrelated commercial uses; paint store, convenience retail, gas stations, etc. Presently zoned for commercial development, this area faces multiple development constraints as noted below. The bulk of the area to the south of Highway 278 is designated for resort development including residences, hotels, and tourist-related development. However existing development remains relatively low-density single family residential uses. Much of the area is highly constrained by beach and wetland conditions and / or has been acquired by the Town (Ferguson-Singleton Tract). Additional uses in this area include public beach access and parking areas, as well as the very high-density Four Seasons condominiums at the southern edge of Chaplin.

### Assets and Deficiencies

#### *Developable Property*

Within the Mathews Drive / Marshland area there are few vacant areas suitable for residential subdivision or office - industrial development. The potential to redevelop existing residential areas as commercial uses does exist under present zoning.

In Gardner no large developable tracts exist other than Parcel 10 of Indigo Run PUD which is currently planned as a single-family subdivision. However, the existing relatively low density, predominately mobile home residential areas in Marshland, particularly those along Broad Creek, represent opportunities for higher density, higher value residential redevelopment.

In Chaplin, although much of this area had been designated for resort development, continued Town ownership and utilization of the Ferguson-Singleton tract for environmental / scenic preservation purposes

will preclude Chaplin from becoming a major development opportunity by limiting the land area available for development . A number of properties remain vacant along the north side of Highway 278, designated for CL (C-2) (Parkway Light) commercial uses.

### *Sewage System*

Throughout Gardner and elsewhere along Marshland and Broad Creek where sewer systems do exist, soil conditions are less than ideal for the use of septic systems. Similar conditions exist in the Bradley Beach area of Chaplin extending into the Ferguson-Singleton tract.

### *Traffic / Pedestrian Safety*

The stretch of Highway 278 through Chaplin is one of the most dangerous sections of roadway on Hilton Head Island, where pedestrians-vehicular accidents have resulted in fatalities. Although the Cross Island Parkway may divert some traffic from Highway 278 through this area, high traffic speeds, and the width of the roadway will continue to make pedestrian crossings a risky proposition. Specific recommended improvements, as described more fully in chapter three, are as follows:

- Repaint crosswalks at Bradley Beach Road and Singleton Beach Road and install more visible pedestrian crossing signs.
- Construct raised medians to provide a pedestrian "refuge."
- Construct drop-off lanes.
- Consider speed reductions or stepped-up enforcement.

Because there is no guarantee that all pedestrians will use designated crosswalks, or that all motorists will yield at protected crossings, there is ample justification to consider discouraging land uses which contribute to the motivation for pedestrians to cross to the north side of Highway 278.

### *Related Highway 278 / Broad Creek Constraints and Opportunities*

In addition to the pedestrian safety issues noted above, the Highway 278 / Broad Creek corridor is affected by a number of other development constraints, namely:

- Limited Land Use Options: Present CL (C-2) regulations limit residential densities to 2 dwellings per acre, well below that which may be marketable or suitable to a highway corridor. Similarly, permitted commercial uses, such as convenience stores, are those which likely contribute to pedestrian crossings. Uses that could exist as "stand-alone" drive-to activities, such as restaurants which could take advantage of scenic water views are permitted only by special exception.

- Property Depths: Several properties are rendered virtually unbuildable by their narrow depth, presence of Broad Creek wetlands and Highway 278 setback requirements. However, variances are, and will remain, available to ease hardships on property owners.

- Scenic Characteristics: The Chaplin area of Ward One is arguably the most scenic neighborhoods in Ward One, with views of Broad Creek, the Atlantic Ocean and associated tidal marshes. This irreplaceable scenic and environmental value has been, and should continue to be, recognized by the Town and by individual owners as a key asset that should be protected as a means of enhancing both economic development potentials, as well as community character. Such properties should be linked by a boardwalk/trail system to provide continuous public access on both the Ocean and Broad Creek

sides of Highway 278. Such an amenity may enhance development opportunities for restaurants and similar uses.

### *Cultural Resources*

Cultural resources within this area include Pinefield Cemetery in Gardner, Central Oak Grove Baptist Church in Marshland, Old Oyster Factory Site in Gardner, and the Zion Chapel of Ease Cemetery.

### *Planned / Proposed Projects*

In addition to the widening of Mathews Drive in Marshland, virtually all of the planned and proposed projects involve park and recreation development proposals. These include the beach access improvements at the Driessen Tract, the R/UDAT proposals for a Broad Creek boardwalk and "celebration" pavilion on the Ferguson-Singleton tract, and the recreation complex proposed in the Town Recreational and Open Space Plan.

### *Housing Conditions*

Within this neighborhood area, housing conditions include the large proportion of mobile homes throughout Gardner and the concentration of deteriorated housing in the vicinity of Mathews Drive and Marshland Road.

## Resident Desires

The following summarizes and paraphrases the predominant expressions of public preferences in the Chaplin, Marshland, and Gardner neighborhoods.

- General preference for low-moderate density residential - but adjustable to higher densities to provide all heirs with a home. Four (4) dwellings per acre may not be enough.
- Apartments / condos may be appropriate for waterfront (Chaplin).
- Agricultural uses and produce stands are desired in some areas.
- Only neighborhood scale retail is desired (dry cleaners, video).
- Family oriented restaurants and entertainment are desired.
- Developments should remain small scale to match smaller property sizes.
- Consider development of "family condos."
- Maintain neighborhood historic identity, character, and sense of place. Even save some "shacks" to remind us of the past.
- "Newcomer" communities should not be gated.
- No commercial or higher density residential use desired of any type in Gardner, except home businesses.
- Desired public facilities:

- Active neighborhood park at Ferguson-Singleton Tract
- Passive parks elsewhere (no outside traffic)
- Bike path (Marshland Road)
- Clean ditches

## Proposed Land Use Plan

### *Low-Moderate Density Residential*

This category of residential land use is predominant throughout this neighborhood subarea:

- Throughout Gardner on both sides of Marshland Road except for the site of the Old Oyster Factory.

- In Marshland in all areas that are presently in predominantly residential use including areas presently designated RS-4 (R-4) and CMU (M-2).

### *Moderate-High Density Residential*

This designation occurs in Chaplin at the Four Seasons condominium. Permitted consistent with the more liberal regulations which pre-existed the incorporation of the Town, additional development at this density level is not contemplated, nor appropriate due to impacts on existing residential neighborhoods and potential traffic conflicts.

### *Office / Light Industrial*

This designation is applied in Marshland in areas which are predominantly heavy commercial / office / industrial in use and are designated as IL (C-7) Light Industrial and Commercial Distribution. Contiguous areas designated CMU (M-2) and which remain residential in character will revert to the Low-Moderate Residential Density category.

### *Institutional*

The institutional use designation is made in various locations in Mathews / Marshland including Palmetto Electric, a day care center and two churches.

### *Park / Open Space*

This designation is made to coincide with open space acquisitions by the Town of Hilton Head Island.

### *Chaplin / Broad Creek - Highway 278 Initiative Area*

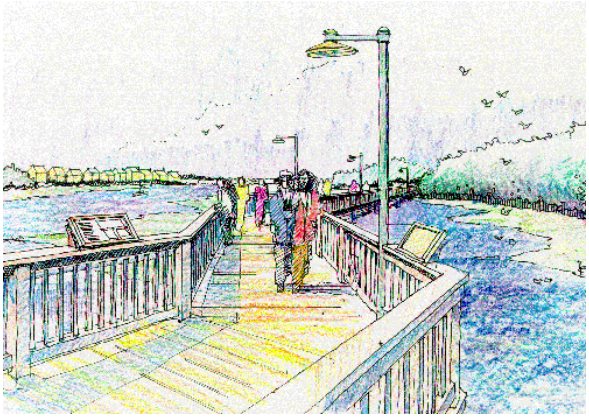


Fig. 12 A boardwalk/trail system expands waterfront access and enhances value

Three factors in the Highway 278 area in Chaplin necessitate concentrated attention and investment by the Town, as well as a "master plan." (This type of master plan would address issues such as access, pedestrian crossings, site design, public waterfront access, and development criteria at the scale of individual sites.) These factors include (1) the severe problem of pedestrian vehicular conflicts, (2) the development constraints on some properties lying between the Broad Creek wetlands and Highway 278, with its associated corridor setbacks, and (3) the existence of major properties now owned by the Town which are generally contiguous and are designated to become a recreational complex for the Town.

#### *Waterfront Mixed Use*

This category is proposed to replace the present CL (C-2) zoning designation to the north of Highway 278 through Chaplin. The result of this designation will be to increase permitted residential densities. In addition, water-related restaurants, timeshares, hotels, or entertainment activities are permitted to take advantage of the scenic Broad Creek views. However, in order to reduce vehicular ingress-egress conflicts and pedestrian-vehicular safety problems on Highway 278, the array of small, low intensity commercial uses, now permitted by right in CL (C-2) Parkway Light commercial, will not be permitted.

#### *General Commercial*

This liberal commercial use designation is given to those areas which are presently zoned CC (C-5) Commercial Center.

Specific opportunities exist to link public open spaces and beach access points on the ocean side to publicly owned wetland sites on the Broad Creek side via pathways, boardwalks and protected pedestrian crossings of Highway 278. Such a walkway system would not only reduce pedestrian accidents, it would also add a valuable public amenity which would, in turn increase the potential market for waterfront uses such as restaurants and entertainment activities. Likewise, investments should be made in this area to improve highway corridor landscaping and open up vistas to Broad Creek. The opportunity to expand the range of appropriate uses to include waterfront multifamily housing, hotels and restaurants, linked by one of the island's most scenic trail systems greatly increases the economic, as well as, the scenic and public use value of the Chaplin area. The opportunity to link appropriate new uses including multifamily housing and restaurants with a scenic waterfront trail system will greatly increase the economic value of private property as well as the scenic and public use value of this unique waterfront/highway corridor. Land use designations within the initiative area are preliminary, conceptual, and subject to revision as part of the Initiative Area Plan.

# NEIGHBORHOOD CONCEPT PLAN CHAPLIN MARSHLAND GARDNER AND MATHEWS DRIVE

Fig. 13

## SPANISH WELLS / JONESVILLE / JARVIS / MUDDY CREEK

### Existing Land Use Patterns

This neighborhood area is the least developed of any area of Ward One, owning partly to its relative isolation. The Jonesville area in particular is unique in its very low density, rural agricultural character. Although it benefits from the scenic character of its waterfront, its peninsula configuration and relative isolation makes it less suitable for high-density development. Likewise, the Spanish Wells area retains its relatively stable, low-density residential orientation, remaining reasonably compatible with the commercial / light industrial uses in the Spanish Wells Business Park. However, close proximity to the Cross Island Parkway presents a potential disruptive influence. Short run detrimental impacts of construction of the Cross Island Parkway have included deterioration of Spanish Wells Road by construction vehicles, as well as the devastating loss of vegetation along the corridor.

To the west in the vicinity of the Spanish Wells / Marshland Road intersection lies the Muddy Creek neighborhood; low density in character, but with significant proportions of mobile homes and exhibiting evidence of deterioration. The portion of Muddy Creek along Marshland Road facing Broad Creek includes large areas of vacant land as well as numerous mobile homes. However, east of Simmons Fish Camp lies a small, reasonably stable single family residential enclave. The only non-residential use in this area is the marina / fish camp. Although zoned for neighborhood commercial use, the intersection of Spanish Wells and Marshland Roads presently accommodates only a produce stand.

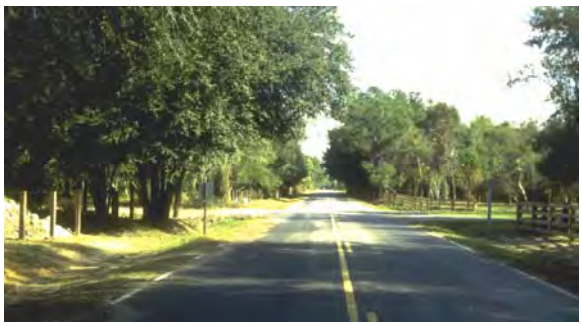


Fig. 14 Much of this neighborhood area retains its rural character

### Assets and Deficiencies

#### *Developable Property*

As previously noted, Jonesville remains sparsely developed, with large areas of undeveloped properties in Spanish Wells and Muddy Creek as well.

#### *Cross Island Parkway Access*

One probable reason for the historic sparse development in this area is its relative isolation and distance from the island's major arterial, Highway 278. This will change dramatically with the opening of the Marshland Road interchange of the Cross Island Parkway. While this could be considered an enhancement of the potential for commercial or multifamily waterfront development, it could be a threat to the stability of what has been a quiet, low-density residential area.

#### *Sewage System*

Sewer hookups are only possible in the vicinity of Spanish Wells Road and, due to proximity to water bodies and the associated wet soil conditions, permeability and groundwater conditions may not be suitable for the use of septic systems.

#### *Cultural Resources*

This area contains a number of cultural resources located in the vicinity of Spanish Wells Road and Old House Creek including the Oak Marsh and Spanish Wells Cemeteries, New Church of Christ and its cemetery, and the Farmer's Club Funeral Home on Jonesville Road.

#### *Planned / Proposed Projects*

This area is targeted for incremental expansion of single family subdivision development. Other planned improvements of significance include the proposed development of a neighborhood park and fire station on an 18 acre tract recently acquired by the Town to the west of Hilton Head Marina, as well as drainage improvements planned for Marshland Road in Muddy Creek and in several locations in Spanish Wells and Jonesville.

#### *Housing Conditions*

The Spanish Wells and Muddy Creek areas have experienced the spread of mobile homes and contain a large proportion of all of the housing in Ward One considered in need of housing rehabilitation.

## Resident Desires

Comments from residents of Spanish Wells, Jonesville, Jarvis, and Muddy Creek are summarized and paraphrased as follows.

- Area should remain single family in orientation, up to 4 dwellings per acre. Minority opinion wants 8 or more dwellings per acre.

- Maintain existing, stable neighborhood character.

- Rural character should be maintained in Jonesville and Jarvis.

- Uses which should be discouraged or prohibited:
  - Apartments, condos, timeshares
  - Shopping Centers (non-local retail)

- Compatible and/or desired uses
  - Agriculture (non-livestock) and produce
  - Local Businesses (beauty parlor, bank, etc.)

- Improve or remove recycling plant

- Needed public facilities and services:
  - Pathways
  - Passive park (for locals only)
  - Public pier and/or boat ramp
  - Sound barrier along Cross Island Parkway
  - Police presence / security

## Proposed Land Use Plan

#### *Low-Moderate Density Residential*

Virtually all of the areas presently utilized or designated for residential use throughout Jonesville, Spanish Wells or Muddy Creek are depicted on the future land use map as Low-Moderate Density Residential. Although this designation would provide for tiered densities of up to six (6) or eight (8) dwellings per acre, in general most areas of Jonesville and Spanish Wells should remain at no more than four (4) dwellings per acre if the area is retain its traditional rural character.

### *Waterfront Mixed Use*

The portion of Muddy Creek with Broad Creek frontage, east of the Cross Island Parkway bridge, is suitable for higher density waterfront multifamily residential use along with water-related commercial - entertainment uses including restaurants, marinas, hotels, timeshares, etc. Such uses could take advantage of the convenient island-wide access from the Cross Island Parkway interchange without loading additional traffic onto local roads.

### *Neighborhood Commercial*

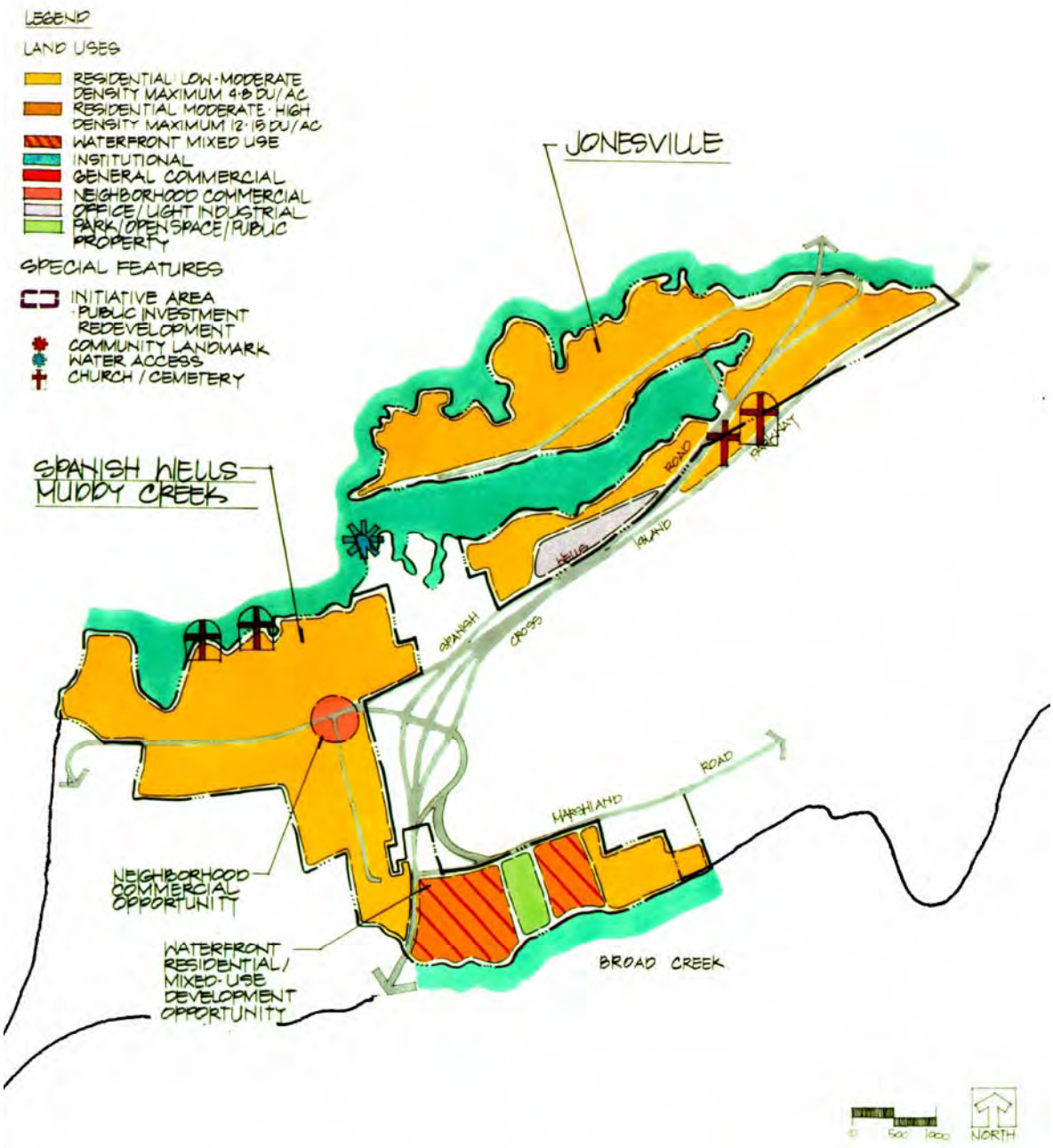
The present neighborhood commercial designation is proposed to remain at the intersection of Spanish Wells Road and Muddy Creek Road. Although largely undeveloped at present, the opening of the Cross Island Parkway interchange could generate development pressures for auto-related uses (gas stations, fast food etc.) which could be disruptive to the present quiet residential development. With increased population in the area, demand will grow sufficient to support neighborhood convenience retail and service uses which are more appropriate for this location.

### *Office / Light Industrial*

This designation is made at the existing Spanish Wells Business Center, which is presently designated IL (C-7).

### *Institutional*

This designation is made for the 18 acre tract acquired by the Town along Marshland Road and proposed for a neighborhood park and fire station.




# NEIGHBORHOOD CONCEPT PLAN SPANISH WELLS JONESVILLE JARVIS AND MUDDY CREEK

Fig. 15

## COMMUNITY CHARACTER AND QUALITY OF LIFE

In addition to land use, economic development potentials, housing, and public services and facilities which are discussed at length herein, four other factors are key to the character and quality of life in Ward One.

***Natural Resource Protection***: the retention of marshes, waterfronts and large forested areas for the maintenance of wildlife habitat, and clean in-shore water quality, as well as for scenic enhancement and public access.

***Cultural Resource Protection***: the protection of and access to specific sites (churches, cemeteries, archaeological sites) as well as the means to record and transmit Gullah culture and history.

***Local Roadways and Pathways***: the need to provide for efficient traffic circulation and safety for pedestrians and bicyclists, particularly children.

***Urban Design Character***: retaining elements of the historic rural character and way of life while accommodating progress and economic development.

Fig. 16 Ward One possesses some of the most scenic natural areas on Hilton Head Island

### Natural Resource Protection

Because Ward One contains much of the undeveloped land on Hilton Head Island, it is not surprising that many of the island's most scenic natural areas exist here. However, unlike most PUD's which set aside natural areas for permanent protection, other than wetlands, parks and publicly owned land, Ward One has a relatively small proportion of its land permanently set aside for open space or natural area preservation. Nevertheless, the maintenance of the tree canopy and waterfront vistas remains important to maintaining the historic character of Ward One.

In order to avoid additional restrictions on the use of Ward One properties no additional regulatory protections are proposed. Rather, local, state and federal protections will remain on wetland and waterfront areas while existing Town regulations will continue to protect the tree canopy. The Town's land acquisition program should be judiciously applied in Ward One to acquire properties of unique natural resource value and scenic beauty.

### Cultural Resource Protection

Ward One contains a wealth of physical evidence of the history of native island culture, as well as previous native American settlements. Preserving these churches, cemeteries, shell rings and tabby ruins is a high priority for most Ward One residents. However, as with natural resources, additional regulatory controls are not deemed to be necessary or appropriate. Rather, selective public acquisition of endangered sites is preferred to additional prohibitions on the use of historic sites. At minimum, a local registry of historic and cultural resources should be assembled through a collaboration of the Town and the Resource Committee for Native Island Affairs, along with the State Historic Preservation Officer. In addition, the Town should provide research assistance for grants available from state, federal and foundation sources for the purchase and preservation of historic native island structures and artifacts. Similarly, it is important to secure funds necessary for the creation of in depth video-recorded interviews to create a living oral record of native islander family histories.

Fig. 17 A balance should be maintained between preservation, public access and property rights

## Local Roadways And Pathways

One of the unpleasant consequences of the gradual buildout of Ward One is that what once were peaceful country roads are now "collector" roads carrying significant traffic at relatively high speeds. Along such corridors as Gum Tree Road, Spanish Wells Road, Beach City Road and Marshland Road, traffic speeds and volumes are in conflict with the quiet neighborhood environment previously enjoyed. Where homes exist in close proximity to such roadways and where sidewalks, pathways and lighting are inadequate, serious public safety problems are being experienced. While some residents may call for lower speeds or other efforts to reduce traffic impacts on neighborhoods, the sheer growth of population in Ward One will mean that higher traffic volumes and demand for efficient vehicular circulation will remain a fact of life. The Town's continuing, first order of business should be to complete the planned network of safe pedestrian/bicycle pathways on all collector roads throughout Ward One. Secondly, reasonable means of "traffic calming" should be considered for all Ward One collector roads. Specific elements should include four way stops, particularly in the vicinity of schools, parks and other speed sensitive areas as well as "round-abouts" at key intersections.

## Urban Design Character

The rural character of Ward One reflects the historic rural way of life of native islanders. The positive aspects of this rural character, the open spaces, tree canopy and scenic views of waterfronts and natural areas, need not be sacrificed to achieve economic progress and population growth. The maintenance of a desired character of Ward One is an objective which carries through all elements of the Ward One Plan. Specific actions which are aimed at protecting or enhancing the character of Ward one include the following:

Fig. 18 Historic community character can be retained even at higher densities

- The encouragement of creative planned development techniques to improve development quality and retain open space, while achieving higher densities and greater flexibility for property owners (as depicted on p. II-41).

- The scenic enhancement of Highway 278 at the "island gateway" in Stoney and the Broad Creek waterfront in Chaplin.

- The creation of waterfront boardwalks and public open spaces to expand public enjoyment of the outstanding scenic environment of Ward One.

- The encouragement of opportunities to rehabilitate housing and provide appropriate and compatible infill housing.

## LAND USE IMPLEMENTATION

Implementation of the more appropriate land use patterns described herein for Ward One is the mutual responsibility of the Town of Hilton Head Island and individual property owners working in their own self-interest and in coordination with their neighbors. Although in some cases major capital improvements such as sewer systems will be necessary to serve new forms of development, the "next steps" toward accommodating appropriate land uses are threefold:

### 1. Regulatory Modifications

In certain cases major changes to the Land Management Ordinance are necessary such as the replacement of CMU (M-2) zoning with zoning districts more closely related to neighborhood characteristics and preferences.

### 2. Financial and Technical Assistance

While it is the Town's responsibility to create appropriate opportunities for suitable development, it is the responsibility of property owners to act to take advantage of those opportunities. The fact is that many Ward One property owners may require technical and or financial advice regarding development practices. Because it is not appropriate for the Town to take on both an "advisory" as well as a "regulatory" function, there is a need for a community-based organization that can act as a repository of technical and financial expertise to aid Ward One residents regarding the development of their properties. Organizations such as the newly formed Community Development Corporation (CDC) and the Native Island Business and Community Affairs Association are well suited to the task.

### 3. New Planning Approaches

As Hilton Head Island moves towards implementation of the Ward One Plan, the community is challenged to develop new approaches, attitudes, and techniques concerning development planning. Three specific "new directions" are called for:

- Greater focus on grass roots neighborhood planning,
- Greater levels of coordination and collaboration among multiple adjacent property owners, including the "pooling of land resources, and
- As buildout occurs, shifting attention away from "growth management" and towards quality of life and community revitalization and redevelopment within targeted "initiative areas.

There is a need to consider new ways of approaching development planning on Hilton Head Island. The great advantage enjoyed by the PUD's is not in more favorable zoning, but rather in the unified control of large land areas and the high degree of efficiency which results. Historically, properties in Ward One (particularly "heirs" properties) were laid out with little thought of development efficiencies. In many cases properties are either too small or poorly configured to accommodate efficient development patterns, particularly at higher densities. Owners of property are to be encouraged to take advantage of the mutual benefit of coordinating their development planning. Such coordination could be as limited as two owners of narrow lots sharing a common access drive easement at the property line. More significantly, it could be multiple owners pooling their properties so as to qualify for density bonuses and to lower their combined development costs of roads, sewer, and drainage. Beyond even multiple owner planned developments are the opportunities for neighborhoods to "take charge" of the continued planning at the grass-roots level. Local organizations representing Ward One, such as the newly formed neighborhood associations, are encouraged to act as the vehicle for a

renewed emphasis on grass-roots planning at the neighborhood level and as the vehicle for the development planning of "pooled" land resources by multiple owners.

Finally, the Town is also called on to apply new techniques to planning for improvements in Ward One. One of these new techniques is to link the planning for major capital improvements (roadway widenings, landscaping, land acquisition, waterfront access, etc.) with the effects of those improvements on the development of specific privately owned properties. This "Initiative Area" approach recognizes that several shifts in attitudes about development planning are in order. As Hilton Head Island approaches buildout, the Town must begin to focus its attention to initiating community enhancement through targeted redevelopment. Finally, Hilton Head Island is entering a period where attention should begin to shift from a focus on the quantity of development to the enhancement of quality of life. Specifically, this means redirecting attention away from issues of "growth management" and towards investments which will enhance community character and quality of life.

## REGULATORY MODIFICATIONS

### Replacement of CMU (M-2) Community Mixed Land Use

A number of modifications to present zoning contained in the Land Management Ordinance of the Town of Hilton Head Island will be necessary to implement the Ward One Land Use Plan. Of these changes, the most significant is the elimination of the present CMU(M-2) Community Mixed Use zoning designation, which is, by far, the predominant zoning designation in Ward One. Areas presently zoned CMU(M-2) will need to be redesignated into one of several replacement zoning districts as follows:

### Residential: Low-Moderate Density

As described previously in "Proposed Land Use Categories" the Residential: Low-Moderate Density Land Use designation is intended to accommodate baseline residential densities of four (4) dwellings per acre with the flexibility to increase densities to six (6) or eight (8) units per acre based on criteria pertaining to sewer availability, lot size, waterfront location, and other factors. In order to implement this land use concept a new zoning district must be created: Residential: Low-Moderate Density.

This new district will provide for single family detached and attached dwellings. Subject to the criteria pertaining to lot size and water frontage, densities can be increased to six (6) or eight (8) dwellings per acre. While this provision provides the desired greater flexibility in residential density it also encourages assembly of larger parcels, and waterfront development, while discouraging commercial uses other than agriculture and home businesses. In addition to the large area designated CMU(M-2), other existing zoning districts which will shift to the Low-Moderate Density residential district include areas currently designated RS-3(R-3) in Marshland, as well as areas of RS-4(R-4) in Spanish Wells, Muddy Creek, Grassland and Chaplin.

Non-residential uses which may be permitted by meeting special exception review criteria include those commercial businesses, offices and institutional uses which although not necessarily neighborhood-serving retail, have few undesirable impacts, such as traffic generation, noise, outdoor storage/sales, signage, etc. These would be permitted within 750 feet of major intersections.

### Residential: Moderate-High Density

This new zoning category specifies multifamily residential densities of up to twelve (12) dwelling units per acre by right. Such designations are made for the indicated Skull Creek and Port Royal Sound waterfront areas where higher density multifamily apartments or condominiums reflect the high property values associated with waterfront areas.

In order to avoid fragmentation of higher density developments among small sites, minimum lot sizes of five (5) acres apply. Uses approved by right include all such uses approved for Residential Low-Moderate Density. The bulk of the areas designated in this category are in fact already developed at such densities. However, the modification of the present CMU(M-2) zoning will reduce the potential for inappropriate commercial development.

### Highway (Parkway Light) Commercial

At present the CL (C-2) Parkway Light Commercial designation is made at only one location on Hilton Head Island, the portion of the Highway 278 corridor in Chaplin along Broad Creek. When the initiative areas are developed, the CL zoning will need to be revised. Also, CL zones may be appropriate in the Stoney community. This will be investigated during the initiative area planning.

Fig. 19 Residential, hospitality, entertainment and compatible commercial uses should activate Ward One waterfronts

## Waterfront Mixed Use

In order to permit greater development flexibility at higher value waterfront areas, a new Waterfront Mixed Use district is proposed. This designation is applied for portions of the Skull Creek, Jarvis Creek and Broad Creek waterfronts where either moderate or high density residential can be compatibly accommodated along with a variety of waterfront commercial uses including entertainment facilities, restaurants, small motels, hotels or inns, timeshares, marinas and marine supplies and services as well as the older commercial fishing / seafood operations.

## Parks, Recreation and Public Facilities

Although Ward One has numerous parks, schools, and other public or institutional uses few have zoning district designation as such. In order to reflect the unique use and site design criteria appropriate for public facilities, it is recommended that all such facilities be redesignated as this zoning category, including the many sites recently acquired by the Town for parks or public facilities which retain their prior commercial or CMU(M-2) designations. It is noted that such redesignations could only take effect after the debt associated with such acquisitions is retired. In addition consideration should be given to modifying this zoning district to include non-governmental, non-profit institutions including public utilities, churches or civic organizations.

## Regulatory Relief to Churches

In the Airport Hazard Overlay District, the creation of new or expanded churches (or other public assembly facilities) should continue to be prohibited. However, provisions should be made for conditional review and approval of capital improvements to public assembly facilities which do not expand the total population at risk, which is normally determined by the size of a church sanctuary.

## FINANCIAL AND TECHNICAL ASSISTANCE

Even with new, more flexible zoning approaches and the correction of infrastructure and title deficiencies, many Ward One residents with development aspirations lack the necessary technical or financial expertise necessary to develop their properties. It is desirable for the Town to create a more "user friendly" interface with Ward One development applicants, and perhaps, even waive development standards where no threat to public health or safety is involved. However, the Town staff cannot be reasonably expected to act as development "advisors" or otherwise simultaneously act as both "advocate" and "regulator." Therefore, there is a need for a third party entity to provide the necessary technical and financial expertise, and as appropriate, sources of low-cost financing.

### Community Development Corporation

In many economically distressed communities throughout the nation, non-profit Community Development Corporations (CDCs) are created to facilitate public-private partnerships in encouraging investments in community revitalization. The work of CDCs can cover a broad spectrum including the following:

- Providing low interest (revolving loan) financing for residential or commercial development.

- Providing technical expertise and advocacy assistance regarding development feasibility, project planning and permitting, as well as for business start-ups.

- Acting as "developer" of affordable housing, neighborhood commercial centers or entrepreneur business parks.

- Acting as liaison between multiple property owners seeking to coordinate the planning of multiple-owner planned developments or PUDs.

- Acting as liaison between local property owners and outside development interests.

With seed money from the Hilton Head Island Foundation, the creation of such a Community Development Corporation has begun. Established in 1998, the CDC has established a focus in three areas; housing rehabilitation, infrastructure systems, and job training. As the CDC matures, it is anticipated that its focus could expand to encompass the financial and technical roles outlined above. Such efforts should complement similar activities such as those sponsored by the Native Island Business and Community Affairs Association.

Specific techniques to be explored in assisting Ward One property owners in taking advantage of the "latent value" of their land holdings include the following:

- Low Interest Loan Pools: Local banks are obligated by the Federal Community Reinvestment Act (CRA) to demonstrate direct investments in economically challenged areas of their community. This responsibility should translate into a sizable pool of funds for low interest loans to prospective Ward One entrepreneurs and housing developers.

- Long Term Land Leases: Some property owners may simply wish to tap the value of their property, avoiding the risks and complexity of development, while retaining control and ownership of land. This can be accomplished through long term leases to developers who would take full legal and financial

responsibility for development, but provide a revenue stream to the owner in the form of land lease payments. The CDC could play a role in facilitating such relationships.

- Multiple Owner Planned Unit Developments (PUDs) - As noted in the Land Use Element, in some areas higher densities can be achieved only with larger property sizes, in order to promote more efficient development patterns including large areas reserved as open space or natural areas. While this could mean fee simple voluntary acquisitions and assembly of properties, many residents are unwilling to part with their family land holdings. In such instances, multiple owners should be encouraged to pool their land in the fashion of a PUD in which control is unified, but with several ownership interests or shares. In simple terms, large properties suitable for planned developments can be assembled in one of three ways: through property sales, by multiple owners leasing their land to a single developer, or by multiple owners forming a new legal entity such as a partnership or corporation in which each is a co-owner. Again, the CDC could be the instrument for providing the technical, legal and financial expertise necessary to exploit such innovative approaches to development in Ward One.

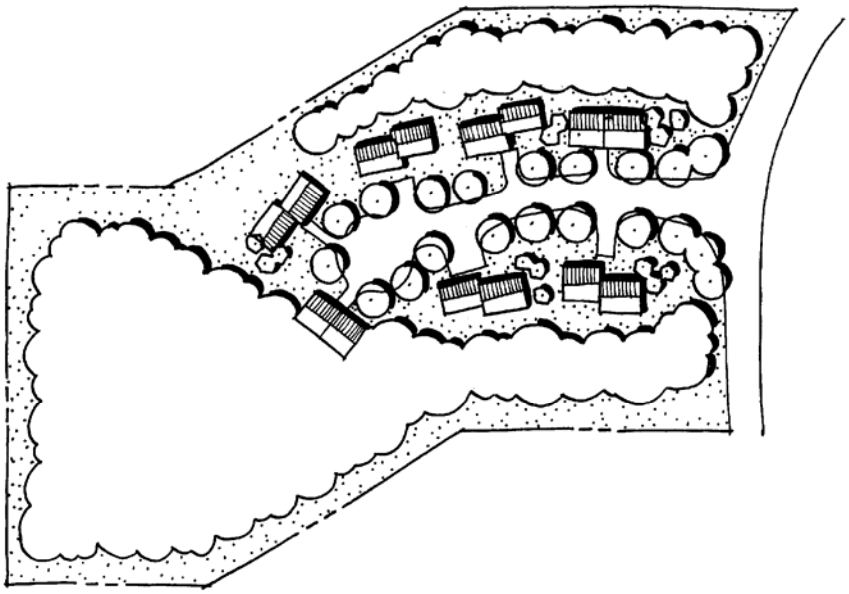


Fig. 20 Planned developments improve development efficiency, conserve open space and raise densities and values

## NEW PLANNING APPROACHES

In states such as California, planning is practiced at three scales: at the scale of the entire City (Comprehensive or General Plans), the scale of the community (neighborhood or area plans), and the scale of a particular district (or specific plan). While the Ward One Plan could be considered a "Community Plan," also needed are "specific plans" at two particular locations where serious problems, as well as exciting opportunities exist.

### Initiative Area Plans

Upon adoption, the Town of Hilton Head Island should expedite the Ward One Plan implementation by initiating plans for the two recommended Initiative Areas in Stoney and Chaplin. Plan elements should include the following:

- Traffic capacity studies and alternative highway configurations
- Pedestrian crossing engineering design
- Gateway and corridor landscape design
- Design of pathways and waterfront boardwalks
- "Town Center" alternative concepts and locations
- Capital improvement scheduling and budgeting
- Possible establishment of a redevelopment area, redevelopment authority, and a tax increment financing area.

### Neighborhood Planning

One of the positive effects of the Ward One planning process is to encourage residents to "take charge" of planning the future of their neighborhoods. While the Resource Committee for Native Island Affairs has been instrumental in raising public consciousness for the need for citizen involvement, individual Ward One neighborhoods should now be challenged to come forward to further articulate aspirations for specific areas of Ward One. To do so neighborhood associations are encouraged to sponsor efforts to better define planning needs at the neighborhood level. Ultimately, such neighborhood associations should be encouraged to be the vehicle, along with a Community Development Corporation, for residents and property owners who share common development interests to join together and plan for sewer, local roads and paths, parks and other facilities that are needed at the neighborhood level.

# III. PUBLIC SERVICES AND FACILITIES

## WATER, SEWER AND DRAINAGE

The Town of Hilton Head Island has a unique history in that town government was formed well after the development pattern of most of the island was set in the form of master planned communities. Each of these communities incorporates a full array of public services and amenities including water, sewer, drainage, roads, recreation, etc., all of which were financed by private development investors largely without governmental assistance or intervention. Thus, at the time of incorporation there was a well established attitude that water, sewer, drainage and similar improvements are "market driven," i.e. the responsibility of development interests. The administrative structure of Public Service Districts was organized to reflect those essentially private jurisdictions which exist within each PUD. Thus, at the time of incorporation the concept of "limited service government" became official policy. While such a policy was sufficient for the needs of the PUD's, Ward One, which previously relied on Beaufort County for public facility improvements, was left without the means or the resources to address the then existing deficiencies to water, sewer, and drainage systems. While the Hilton Head No. 1 Public Service District (PSD-1) is charged with the provision of water and sewer service in Ward One, it is not required to pay for such improvements. Previous plans have called on the Town to abandon its "limited services government policy," including the Town's own 1991 Comprehensive Plan, and the more recent 1995 R/UDAT Report.

### Water Service

At present public water is available to all Ward One residents from water line extensions completed by PSD-1, with assistance from the Town, in June 1997. This availability resolves a long-standing deficiency in the infrastructure system of Ward One. Residents are required to pay the costs of connecting into the system which can total $800 dollars or more for the tap fee, back flow valve and pipe installation. In order to encourage all residents to connect to the public water supply, PSD-1 is currently offering no interest loans to finance hook-up costs. In addition, through funding made available from Hilton Head Island Foundation, grants are available to low income residents for 85% to 100% of the cost of connection through an application process administered by the Hilton Head Island Water Task Force. Due to recent estimates by the South Carolina Department of Health and Environmental Control that some ten percent of the remaining wells are contaminated, the Town should coordinate with PSD- 1 and the Water Task Force to encourage all residents to connect to the public water system without delay.

### Sewer Service

The bulk of the Ward One land area which remains in primarily low density residential use does not have sewer. Sewer lines exist in areas where higher density residential and commercial uses preclude the use of septic (on-site treatment) systems. Such systems are concentrated along Highway 278, roughly from Spanish Wells Road to Bradley Beach Road and in the areas of heavy commercial development including Mathews Drive, Beach City Road, Dillon Road and Hilton Head Island Airport.[1]

The following chart summarizes the availability of sewer and septic system soil suitability in Ward One.

| | |
|---|---|
| Total Area - Ward One | 3,360 acres |
| Sewered Area | 1,447 acres |
| Without Area | 1,913 acres |
| • Soils Suitable for Septic | 305 acres |
| • Soils Not Suitable for Septic | 1,608 acres |

Even more significant than the 1,913 acres in Ward One without available sewer, some 1,608 acres, or fully 84% of the land area without sewer service has soil conditions which may not be suitable for the use of septic systems, due to low permeability.[2]

Even though predominant soil conditions in most areas do not lend themselves to septic systems, septic systems are functioning in many such areas and in some cases soil modifications can be made to improve percolation and filtration characteristics. Nevertheless, for much of Ward One the absence of sewers coupled with poor soil conditions poses a serious development constraint. Similarly for developments over 3-4 dwellings per acre, or with lot sizes smaller than that permitted with use of septic systems by SCDHEC, the absence of sewer poses an absolute development constraint. Such constraints are most apparent in Squire Pope, Gum Tree, Wild Horse, Spanish Wells, Chaplin and along portions of Marshland Road.

In anticipation of the future extension of sewer service throughout Ward One, PSD-1 commissioned a master plan for the extension of sewer service. Although conceptual in nature, the study provides an order of magnitude of the cost involved, estimated to be some 38 million dollars. The study divides sewer improvements into six principal areas as follows:

[1]See Planning Memo 2, Neighborhood Assets and Deficiencies/Opportunities and Constraints for sewer system needs overview.
[2]According to interpretation of soil surveys conducted by Conner Associates, Inc.

1. Spanish Wells / Jonesville Road
2. Marshland Road
3. Burkes Beach
4. Ben White Drive
5. Mitchelville / Fish Haul Roads
6. Squire Pope Road / Gum Tree Road / Wild Horse Road

As previously noted, several prior planning documents have called on the Town of Hilton Head Island to take greater responsibility for providing for sewer service in Ward One. These included the 1991 Comprehensive Plan, R/UDAT report, the Neighborhood Planning and Improvement Program report and the Response to Hilton Head Island R/UDAT Report by the Resource Committee for Native Island Affairs. While this plan does not commit the Town to take over the responsibility for sewer service from PSD-1, it does suggest the Town take a more proactive stance in seeking to establish in cooperation with PSD-1, the following:

1. Priorities for sewer service within Ward One
2. Financial resources for sewer system expansion
3. Mechanisms to make sewer connections affordable to all residents of Ward One

It is recognized that these objectives will need to be accomplished without increasing the tax burden on the residents outside Ward One, who are already paying for their own sewer service, or who remain on septic systems. It is also recognized that areas of Ward One that are presently served by adequately functioning septic systems and that do not require densities in excess of approximately 3-4 dwellings per acre, are not in need of sewer service. To mandate sewer service in such areas represents an unnecessary cost to property owners and to sewer service providers.

It should also be acknowledged that areas which require sewer service for the purpose of supporting higher densities of residential or commercial development, or to otherwise support higher development or land values, should be self-financed. That is, high density, profit motivated development should not rely on PSD-1 or Town (taxpayer) subsidies but, rather, should consider the cost to extend sewer a necessary development cost. Recognizing that only very large developments can afford the substantial costs to lay long sewer lines, the Town and the PSD-1 should coordinate with prospective developers to establish one or more Special Benefit Taxing Districts (S.B.T.D.). In such areas revenue bonds could be issued and retired by an additional tax or fee paid by each benefiting property owner.

In addition to areas where the extension of sewer service should be market (developer) driven and self-financed, there are many areas of Ward One where there is a legitimate need for sewer, but where there are not sufficient financial resources. Whereas, in some "full service" governments infrastructure improvements are financed by general obligation (G.O.) bonds and paid for by all taxpayers, this structure is not in place in Hilton Head Island, and in fact may not be necessary nor practical to meet priority needs for sewer service in Ward One. While the policy discussion concerning the expansion of the Town's legal responsibility may likely continue through the current comprehensive planning exercise, certain priorities can be established to begin to act on priority needs. These needs are as follows:

1. To expedite the creation of sewer systems in areas where septic systems are failing due to high water tables, or poor soil conditions. Such areas may be considered a public health threat, although hard documentary data has not been developed.

2. To expedite extensions of sewer service in areas where poor soil conditions preclude the use of septic systems and where soil modifications are not practical.

3. To expedite extensions of sewer service in areas which where development opportunities exist for higher density residential or commercial uses which are not suitable for the use of septic systems.

Because much of the land area in Ward One is owned by persons of modest economic means, some form of subsidy is appropriate. The Town and the Hilton Head Island No.1 Public Service District should establish an aggressive posture for the solicitation of grant funding including funding available from the South Carolina State Budget and Control Board, Office of Local Government (OLG). The Office of Local Government (OLG) serves as a source for financial and technical assistance to local governments and other public entities to aid in providing the water, sewer, and related infrastructure facilities necessary for economic development, environmental protection, and public health. It conducts the following from funding programs.

The State Water Pollution Control Revolving Fund (CWSRF), initiated in 1989, provides local communities with affordable financing in the form of long-term, low-interest loans for the construction of publicly owned wastewater treatment facilities. It is capitalized by the Federal Environmental Protection Agency (EPA) under the Clean Water Act and a required state match. OLG conducts the financial management functions of this loan program while the Department of Health and Environmental Control (DHEC) is responsible for its technical and environmental aspects.

The South Carolina Infrastructure Revolving Fund (SIRF) is a new state funded loan program for the construction of publicly-owned water and sewer facilities. The fund has no federal requirements. Created under the South Carolina Infrastructure Facilities Authority Act, the SIRF provides communities financial assistance through low-interest loans for projects that protect the environment and enable economic expansion. Emphasis is placed on communities where access to private financing may not be readily available or affordable.

The State Drinking Water Revolving Fund (DWSRF), a new program for 1997, provides long-term low-interest loans to assist public water systems finance the cost of facilities necessary to achieve or maintain compliance with the Safe Drinking Water Act (SDWA). It is capitalized by EPA under the SDWA and a required state match. OLG conducts the financial management functions of this loan program while DHEC is responsible for its technical and environmental activities.

The Budget and Control Board Grant Program supported by state funds, provides financial assistance in the form of grants to local governments for economic development, water, and sewer related purposes. It also directs local officials to the appropriate state and/or federal agency or department in connection with specific problems.

Where such funds are not sufficient to cover the complete front-end capital improvement costs, the Town of Hilton Head Island should consider creative financing solutions such as the establishment of a Tax

Increment Financing District. By demonstrating the need for revitalization throughout Ward One, revenue bonds could be issued with debt service being paid by the increase (increment) in the tax base and revenue derived in Ward One from new development and rising property values. Unlike the S.B.T.D. mechanism which adds an additional tax burden, residents pay the same tax rate.

Even with use of grant funds or tax increment to finance the up-front cost of constructing sewer mains, many residents will likely find the connection fees prohibitive. Therefore the Town should facilitate a continued collaboration between the Hilton Head Island Foundation and PSD-1 for the provision of no interest loans as well as grants for qualifying low income Ward One residents.

Finally, although some portion of Ward One can continue to operate in a satisfactory manner on septic systems, ultimately most of Ward one will need sewer hook-ups in order to realize the land use plan described herein. Consequently, it is necessary for PSD-1 and the Town to engineer incremental improvements to the sewer system in anticipation that ultimately most residents and businesses will connect. Specifically, this means extending gravity flow lines rather than sewer force mains to new developments. Similarly, the engineering practices of the Town in planning sewer service to public facilities should be to size lines so as to facilitate connections by all area property owners.

## Drainage

It is well documented that many of the drainage systems in Ward One are deficient. They are comprised of fragmented networks of older, poorly maintained ditches, and newer piecemeal piped and retention systems. In recognition of the drainage deficiencies that exist island-wide, the Town of Hilton Head Island completed in 1995 a Drainage Study to address remedies in a comprehensive fashion. This study identified and prioritized capital improvements necessary to correct deficiencies throughout the island, including Ward One. These improvements have been scheduled for implementation through the Town's Capital Improvements Program. However, even with the construction of additional drainage improvements, the present system of swales and ditches which are overgrown with vegetation and filled with sediment is essentially non-functioning.

To expedite the remediation of drainage deficiencies, the Town has developed an implementation schedule and budget for drainage projects in the Ward One area. These plans are consistent with the island-wide drainage study completed by Thomas & Hutton Engineering Company in 1995. Several projects have been initiated since the initial study in 1995. Other projects are in various stages of planning and design. The drainage projects resulting from the 1995 study, which are located in or adjacent to the Ward One area are identified below along with associated construction costs. Timely implementation of these improvements will require a cooperative relationship with Ward One residents in making available drainage easements.

### *Planned Drainage Improvements*

| PROJECT | COST |
|---|---|
| Pineland Mall | $185,000 |
| Fish Haul/Mitchelville Road | $165,000 |

| | |
|---|---|
| Hilton Head Plantation Ditch to Jarvis Creek | $1,600,000 |
| Gum Tree/Squire Pope Road | $840,000 |
| Matthews Drive/Port Royal Outfall | $335,000 |
| Unaffiliated Areas (including Spanish Wells Road, Marshland Road, and Palmetto Headlands) | $1,695,000 |

These individual projects serve to clean, improve, link, and prepare for maintenance existing, ineffective systems and natural drainage features in these areas. The scope of these projects will be beyond routine facility maintenance. Planning and design of these projects are being conducted with consideration of area-wide present and future drainage requirements.

To ensure ongoing routine maintenance of these existing facilities the Town should continue to define responsibilities for remedial maintenance between the Town, South Carolina Department of Transportation and Beaufort County.

## WATER QUALITY

Because of the low lying conditions which exist throughout Ward One adjacent to the many creeks, tributaries, and other surface water bodies, the maintenance of water quality is a matter of public health as well as habitat protection. Ineffective and poorly maintained septic and drainage systems, particularly in areas of poor soil percolation are potential sources of surface water pollution although recent studies of water quality in Ward One did not pinpoint such specific sources of pollution. Nevertheless, continued progress in implementing improved drainage and in extending server service in low lying areas of poor soils will remove the threat to water quality.

## ROADS AND PATHWAYS

A poorly developed neighborhood system of roads and pathways has long been considered a major inadequacy in Ward One. Specific past deficiencies included:

- Unpaved, poorly maintained local roads (many of which are privately owned)
- Inadequate sidewalks and pathways for bicyclists and pedestrians
- Inadequate street lighting
- Pedestrian-vehicular safety on major roads due to travel speeds and the absence of crosswalks and/or pathways

One key factor is that older residential development (single family homes) remains in very close proximity to roads such as Marshland Road, Spanish Wells Road, Squire Pope Road, Gum Tree Road, Beach City Road, and Highway 278. Such roads now carry heavy traffic volumes at speeds which constitute a neighborhood safety hazard, particularly where lighting and pathways are inadequate.

In recent years the Town and Beaufort County have made major capital improvements in the form of road paving and the staged implementation of an area-wide pathway network. All such priorities are scheduled to be remedied over the plan horizon, with the exception of safety concerns regarding Highway 278.

Specific short term pathway improvements are scheduled for Beach City Road, Union Cemetery Road and Wild Horse Road.

While efforts should continue to ensure that the Beaufort County Transportation Committee continues to provide properly prioritized funding for road paving in Ward One, the Town's immediate priority is to address traffic pedestrian safety, particularly along Highway 278. This issue appeared as the Number One community priority in the 1995 Neighborhood Planning and Improvement Program.

To address this issue a preliminary action plan has addressed the need for pedestrian safety enhancements at eight (8) key locations within Ward One and elsewhere on the island.

***Highway 278 / Squire Pope Road***

- Pedestrian activated signal, signage and crosswalk

***Highway 278 / Palmetto Parkway***

- Pedestrian crossing signs and crosswalk

***Mathews Drive / Port Royal Plaza***

- Crossing signs and crosswalk

***Highway 278: Four Seasons to Bradley Beach Road (3 locations)***

(Most Severe)
Short Term Actions:

- Crossing signs, longitudinal crosswalks, median "refuges," consider speed reductions
- Create drop off lane (bus stops)

Long Term Actions:

- Redevelopment as part of Initiative Area Master Plan

***Palmetto Bay Road / Cross Island Parkway***

- Pedestrian activated signal, signage and crosswalk

***Pope Avenue / Cordillo Parkway***

- Modify pedestrian activated signal

These action items should be expedited without delay as priority items in the Town's Capital Improvement Program.

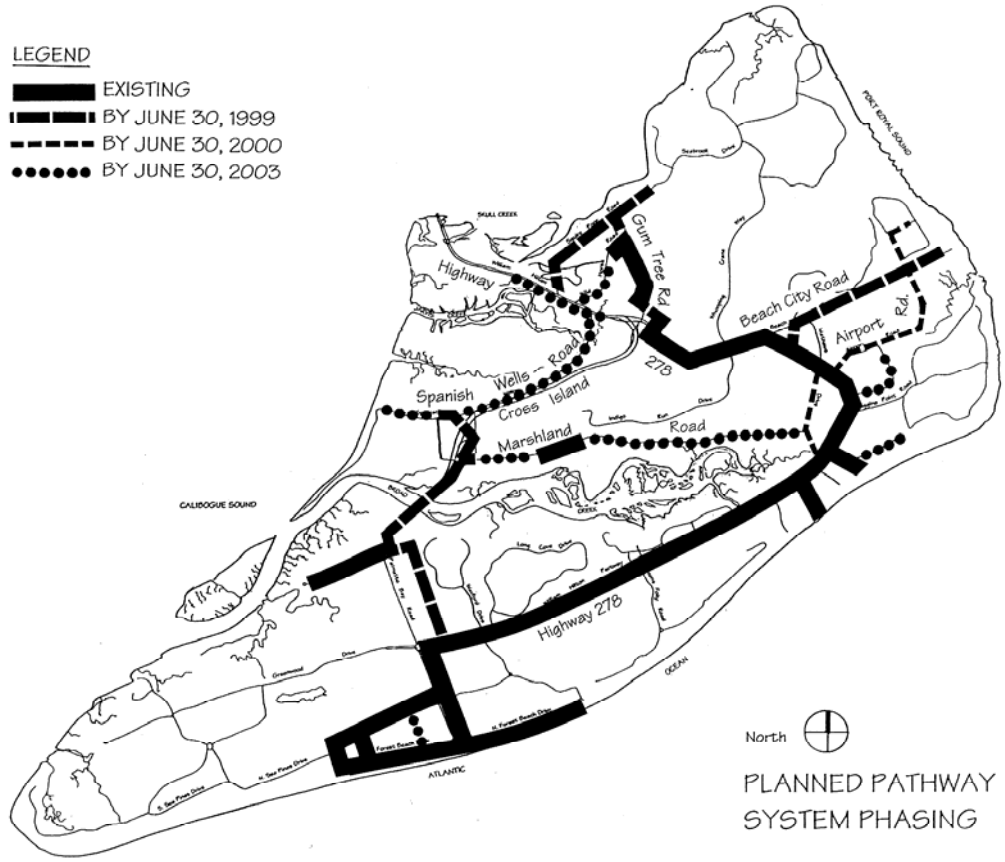



Fig. 21 Planned Pathway System Phasing

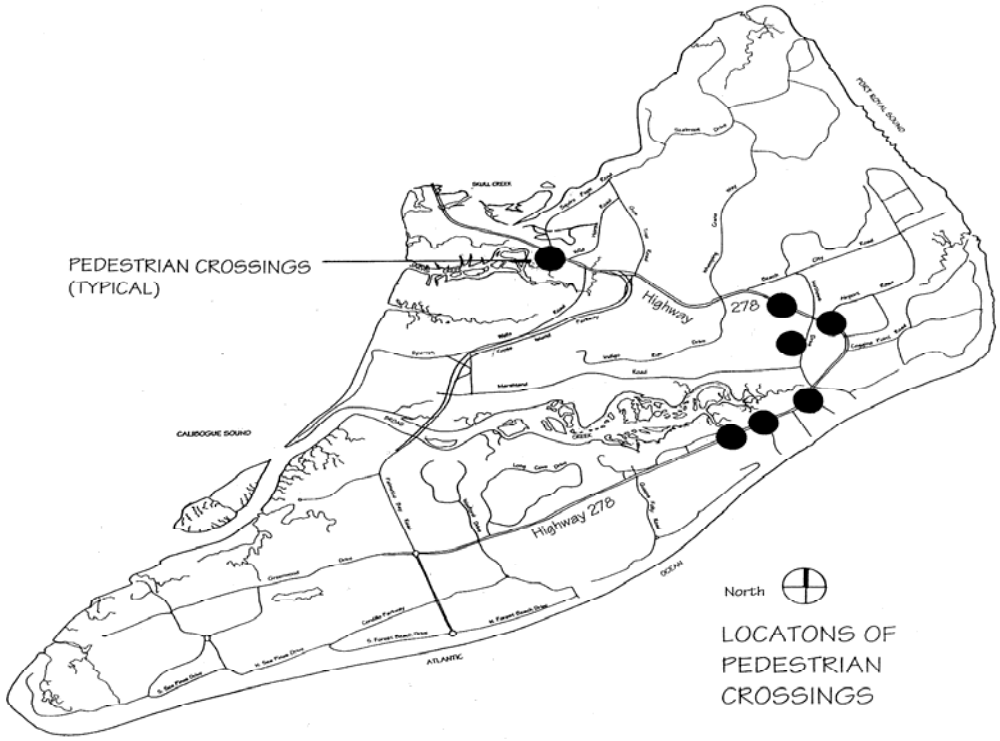



Fig. 22 Proposed Pedestrian Crossings

## PARKS AND RECREATION

The Town of Hilton Head Island has an adopted Recreation and Open Space Plan which identifies priority recreation needs and programs throughout the island, including Ward One. At present, Ward One contains the following existing, planned and proposed public recreation facility types:

### Neighborhood Parks

- Old Elementary School Park
- Taylor Memorial Park (proposed)
- Green's Shell Enclosure
- Driessen Park (proposed)
- Marshland Road Park (planned)

### Recreation Complexes

- Barker Field
- Island Recreation Center
- Boys and Girls Club (planned)

### Special Purpose and Community Parks

- Beaufort County Boat Ramp (Marshland Road)
- Old House Creek Landing
- Driessen Beach Park
- Jarvis Park (planned)
- Collier Beach Park (planned)
- Jenkins Island Dock

In addition to these existing and planned facilities, the Ward One master planning process uncovered the need and/or opportunity to expand the array of recreation and open space amenities in Ward One including the following priority items.

- *Community Center* - develop one or more community center facility to serve a variety of youth, family and senior activities as well as community meetings and special events.

- *Acquisition Opportunities* - acquire and program public access at appropriate waterfront sites.

- *Waterfront Walkways* - along the Jarvis Creek waterfront in Stoney and the Broad Creek and Oceanside/salt marsh waterfront in Chaplin there exist opportunities to create unique waterfront pathway systems. These boardwalks and paths will serve to expand public access to the water for passive enjoyment as well as fishing, and will serve to link together multiple existing or planned recreational and cultural activities.

- *Program Publicly Owned Properties* - Scattered throughout Ward One as well as elsewhere on Hilton Head Island are properties recently acquired by the Town, but for which there are no designated uses. While many such properties may be environmentally sensitive, others represent opportunities to

meet a variety of community needs including active or passive parks, community facilities (fire stations, libraries, community centers) and affordable housing. To avoid spontaneous decision-making concerning the use of these sites the Town should institute a participatory planning process to identify the optimum use of each property in a process outlined as follows:

***Step 1: Assess / Map Site Characteristics***

- Natural Features (wetlands, vegetation, soils, etc.)
- Location and Access
- Neighborhood Context
- Summary: Development / Use Suitabilities

***Step 2: Assess Needs / Alternative Use Concepts***

- Park / Open Space
- Recreation Facilities
- Community / Civic Facilities
- Affordable Housing
- Planned Retail Facilities
- Conceptual Use Alternatives
- Site Concept Sketches
- Development Program Options
- Preliminary Development Costs / Revenues

***Step 3: Define Preferred Concept and Development Plan***

- Preferred Plan Concept
- Development Program and Identified uses
- Capital Improvement Plan
- Capital / Operating Finance Sources

# IV. HOUSING ELEMENT

The Housing Element of the Ward One Plan addresses four basic challenges, as follows:

- The replacement of unsafe or deteriorated housing conditions with sound, quality housing units.
- The expansion of the supply of affordable housing.
- Provisions to facilitate the utilization of heirs property for appropriate, quality housing.

## Housing Condition

With volunteer assistance from members of Leadership Hilton Head, a survey of housing conditions was conducted throughout Ward One to measure and locate problems of deteriorated, unsafe or otherwise uninhabitable dwellings. While this survey was non-scientific and did not involve interior inspections of structural, electrical or plumbing systems, it does indicate the magnitude of the problem. Generally, housing conditions are ranked in one of the following categories:

*Sound* - No visible deficiencies
*Minor Deterioration* - Minor or cosmetic defects indicating inadequate maintenance
*Major Deterioration* - Evidence of structural deterioration or multiple minor defects
*Dilapidated* - Multiple major defects that render a structure unsafe for habitation

In all Ward One neighborhoods, the large majority of housing is sound and adequately maintained, with quality housing in evidence throughout. Nevertheless, the problem of housing condition is one which requires attention. As depicted in the chart below, there are an estimated sixty-four (64) homes considered to be in need of repair, representing roughly three percent of single family homes and seven percent of mobile homes. While the overwhelming majority of both single family and mobile homes in Ward One are in sound condition, the survey indicates that the problem of deteriorated housing in Ward One is both limited and "solve-able" and that mobile homes are significantly more vulnerable to deterioration than single family homes.

Summary of Housing Conditions[1]

| | Single Family | | Mobile Homes | |
|---|---|---|---|---|
| SUBAREA | Total | Deteriorated | Total | Deteriorated |
| Stoney / Squire Pope / Gum Tree / Wildhorse | 223 | 7 / 3.1% | 253 | 17 / 6.7% |
| Mitchellville / Fish Haul / Grassland | 61 | 1 / 1.6% | 57 | 2 / 3.5% |
| Chaplin / Marshland / Gardner | 163 | 8 / 14.9% | 135 | 10 / 7.4% |
| Spanish Wells / Muddy Creek /Jonesville | 207 | 5 / 2.4% | 159 | 14 / 8.8% |
| TOTAL | 654 | 21 / 3.2% | 604 | 43 / 7.1% |

[1]Field survey conducted by volunteers from Leadership Hilton Head.

In response to this problem, the Ward One Master Plan takes the policy position that the Town of Hilton Head Island should seek to remove all seriously deteriorated or dilapidated housing and provide replacement housing to residents of such structures within ten years. This task is proposed to be accomplished in a collaborative relationship with Habitat for Humanity of Beaufort County, an affiliate of Habitat for Humanity International and any future Community Development Corporation (CDC) which may be created. Habitat for Humanity utilizes donated funding, labor and materials to provide sound single family housing to the working poor, made affordable through no interest loans. Habitat for Humanity of Beaufort County has tentatively agreed to commit itself to funding and building five (5) replacement single family homes in Ward One annually until the problem of deteriorated housing on Hilton Head Island is

eliminated. It is expected that much of this replacement housing will occur on "heirs" property for residents who may not own their own land, but who otherwise meet Habitat criteria for need, income, credit worthiness, etc. The Town should support this effort through land acquisition and infrastructure, where necessary, or through utilization of publicly owned land which may be suitable. Specifically, such assistance could include land purchases and funding for roads, drainage and water and sewer hookups.

Churches within Ward One should be called upon by Habit for Humanity to participate in the effort through distribution of information concerning the availability of Habitat housing and criteria for participation. Churches, businesses and civic organizations throughout Hilton Head Island should be encouraged to provide financial support, house sponsorships, material donation and volunteer labor.

## Affordable Housing

While the collaborative effort with Habitat for Humanity will strive to eliminate the problem of housing dilapidation a much greater effort will be necessary to meet the need for affordable housing. As has been well documented by the Affordable Housing Task Force and staff studies, there exists a scarcity of housing affordable for middle income professionals, as well as for low and moderate income residents and employees of local businesses. The need also exists to facilitate the development of affordable rental or owner-occupied single family housing on "heirs" property, the constraints on which have contributed to the popularity of mobile homes. The purpose of this brief section is to complement and accelerate (rather than duplicate) the recommendations of the Affordable Housing Task Force.

.

The following efforts are being initiated to improve the supply of affordable housing.

### *Community Development Corporation*

A Community Development Corporation (CDC) was formed in 1998 by a group of Hilton Head residents and civic leaders as a means of addressing a range of housing, infrastructure, and economic issues in Ward One. The focus of the CDC will be in three specific areas; housing rehabilitation, infrastructure systems (water, drainage, and roadway improvements) and the creation of job training programs in association with other agencies.

### *NAACP Housing Initiative Program*

The local chapter of the NAACP has initiated a unique collaboration with local banks, resorts, and other businesses to offer assistance to home-buyers in making a down-payment and obtaining a mortgage.

### *Housing Assistance Funding Sources*

In addition to Habitat for Humanity noted above, other sources of funding for affordable housing include the South Carolina State Housing Finance Development Authority (SHFDA) as well as the Federal Community Reinvestment Act (CRA). The latter program requires local banking and lending institutions to demonstrate efforts to invest in economically disadvantaged areas to finance improved housing, as well as economic development initiatives.

### *Zoning*

The present Affordable Housing Overlay District provides a flexible vehicle to raise densities up to fifteen (15) dwellings per acre in virtually any zoning district, as well as to relax development standards. As a

result, unit costs of housing construction are reduced. However, a key constraint on the use of this mechanism has been the lack of sewer systems necessary to support development at this density and the fact that it applies only to rental housing.

### *Creative Sewer System Funding*

As described in Section III Public Services and Facilities, the Town should aggressively pursue Federal grants for sewer system expansion. In addition the Town should take a leadership position with Hilton Head No. 1 PSD and a future CDC or CHDO to create one or more Special Benefit Taxing Districts (S.B.T.D.). In a S.B.T.D. the financial burden of providing sewer service can be distributed equitably throughout a neighborhood, or portion thereof, with a debt service and term which makes it affordable for development interests as well as resident beneficiaries.

### *Fee Waivers*

As has been recommended by the Affordable Housing Task Force, the waiving of fees by the Town can improve housing affordability. However, legal considerations may preclude such waivers. The waiver of traffic studies, which was recently put into effect, is particularly appropriate since the expansion of housing opportunities for those who work on Hilton Head Island will mean fewer commuter trips on local roads and, indirectly, lower labor costs for local businesses.

### *Land Acquisition*

With the Town's recently approved bond issue for land acquisition, the Town will soon have a sizable inventory of land, some of which may be appropriate for the development of affordable housing. It is recommended that the Town initiate a defined procedure to assess the suitability of each parcel acquired for uses that would include environmental preservation, passive recreation, active recreation, civic uses (fire stations, libraries) and affordable housing. Sites found suitable for affordable housing should then be offered to either a future CDC or CHDO for their development activity or, alternatively, offered to private sector housing developers of affordable housing through a competitive Request for Development Proposal process.

## "Heirs" Property Development

The problem of "heirs" property is pervasive throughout South Carolina coastal areas and has been widely studied and discussed for several decades. [1] The constraints on the utilization of "heirs" property are actually threefold.

First, because heirs properties have been passed down undivided from generation to generation, ownership is fragmented among a multitude of heirs, many of whom are geographically dispersed or unknown. As a consequence, control/ownership is often at issue and titles are clouded. As a direct result conventional mortgages are unobtainable, thus contributing to the spread of mobile homes; financing for which can be obtained irrespective of title defects.

Second, because of the tradition of retaining property for the purpose of providing all current and future heirs with homes, the expectation exists that densities can and should be adjusted to accommodate whatever number of heirs may desire housing. Such density expectations may conflict with underlying zoned densities and necessitate the provision of sewer service.

[1] 'HEIRS PROPERTY' THE PROBLEM, PITFALLS AND POSSIBLE SOLUTIONS, South Carolina Law Review, Vol. 25, 1973

Third, because heirs properties were originally configured as small farmsteads, based on the use of a mule for cultivation practices, many heirs properties are extremely long and narrow and restricted in size. Such configurations are often not compatible with efficient development, thus making compliance with normal development standards pertaining to setbacks, right-of-way dedications, etc. quite burdensome.

For the resolution of title problems, there is no substitute for professional legal assistance. The cost of this is often prohibitive, approaching the value of the land in some instances. To address this problem local banks, the Hilton Head Foundation, the Hilton Head Bar Association and Penn Center are collaborating to provide subsidized legal assistance and family lineage research.

The second and third problems, pertaining to densities and development standards can best be addressed by first recognizing that many small, poorly configured heirs properties simply do not lend themselves to efficient development even at modest densities. Similarly, development standards which are appropriate and customary in most areas of the community may indeed pose hardships for heirs properties. To address these issues the following policy recommendations apply:

- Owners of small properties should be encouraged to pool their land resources through the incentive of density bonuses tied to increased property sizes. This is the basis for the proposed Residential Low-Moderate "Tiered" Density Land Use Concept. This could be accomplished by the assembly of larger properties by fee simple acquisition. Alternately, owners could pool their land resources under unified control and thereby develop multiple family holdings in the fashion of a PUD. By pooling land resources property owners gain additional density and the site flexibility necessary to meet development standards. Likewise the entire community gains improved community character and public safety.

- The development standards contained in the Town's Land Management ordinance set a high standard for community character by virtue of guidelines for setbacks, landscaping, open space, etc. These standards are considered sound, reasonable, and applicable in Ward One, as well as all other parts of the community. However, some property owners face difficulties in meeting these requirements due to small, narrow, or otherwise poorly configured properties. The Town should exercise reasonable discretion in exercising variance procedures pertaining to setbacks and right of way dimensions where hardships can be demonstrated and where there is no substantial threat to public health or safety or to community character. (See Fig. 23 and 24.)

Specifically, it is noted that in some cases narrow property dimensions do not permit the accommodation of the fifty foot right-of-way/twenty foot cartway requirements for access streets, as provided by the Street Hierarchy and Design Standards contained in the Town of Hilton Head Island Land Management Ordinance. To overcome such hardship situations consideration should be given to incorporating provisions to locate access streets on property lines to be shared by neighbors. Alternatively, in the most constrained situations, consideration should be given to permitting narrow 'one lane' access streets with provisions for "turnouts" to enable the passing of vehicles particularly emergency vehicles.

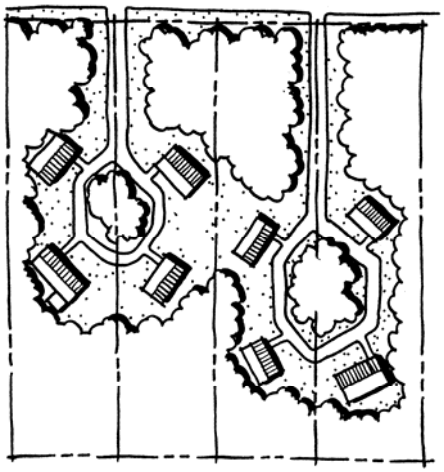


Fig. 23 Shared access drives reduce development costs and add flexibility for difficult sites

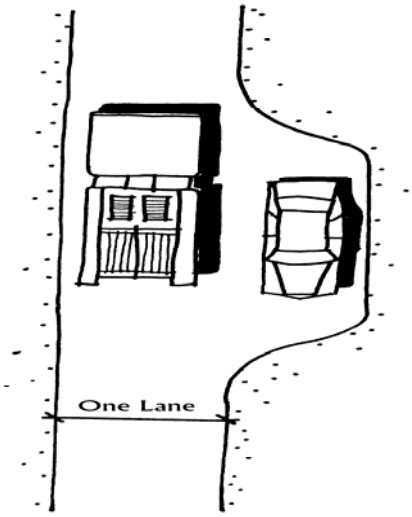



Fig. 24 Use of "turnouts" for passing vehicles may allow narrower access drives on difficult sites

# V. CONCLUSIONS AND NEXT STEPS

The adoption of the Ward One Master Land Use Plan is an important milestone in the history of Hilton Head Island; both a "beginning" and an "end"; an "end" of years of dialog necessary to put in place such a plan. Plan adoption also represents a beginning of a new era of cooperation and participation in the civic affairs of Hilton Head Island and also the beginning of a new era in which Ward One residents and property owners can exert greater control over their future; achieve greater value from their properties and enjoy an improved quality of life.

The process to prepare this plan was one of honest dialog; one in which misunderstanding gave way to understanding, myths gave way to facts. One myth that has been exposed is that Ward One has less development potential or greater restrictions than other areas of the island. In fact, Ward One currently has and will continue to have considerably greater flexibility in the form of higher permitted densities than any large planned community. Another myth is that, with a Master Plan, Ward One can accommodate the characteristics of the PUD's. The plan process revealed that, unlike the unified control which exists in a large master planned development, Ward One represents many points of view and many different development aspirations. Thus, the hallmark of the Ward One Plan is the provision of greater flexibility in the use of private property, while mandating greater cooperation between property owners and between Ward One and the Town of Hilton Head Island.

The Ward One Master Land Use Plan, of course, is not a panacea. Problems such as those associated with heirs properties have been generations in the making and will take time and hard work to resolve. Indeed, time will tell that the Ward One Plan will be only as effective as the efforts put forward to implement it. It will not be easy or inexpensive, nor will the process of implementation always produce harmony.

The plan concludes with an appeal to the public imagination: a call to imagine Ward One in ten years, contemplating ten years of hard work and the results which can be achieved.

## *ENVISION THE FUTURE*

*Ward One enjoys not just greater representation, but leadership on the Planning Commission and Town Council.*

*Ward One neighborhoods have an improved quality of life - a complete pathway system is in place, local traffic is safer and more neighborhood friendly, localized flooding is a thing of the past and residents can afford to hook up to new sewer systems.*

*An island gateway creates a positive welcome to the Island and to Ward One.*

*A new civic amenity at Honey Horn accommodates public open spaces, civic buildings, native islander businesses and hosts festivals and celebrations.*

*Residents and visitors explore waterfront trails and boardwalks and enjoy beaches, marinas and other waterfront recreation opportunities.*

*New quality housing abounds with affordable, single family, and multi-family comprising well designed liveable communities, accommodated within historic neighborhoods.*

*Ward One neighborhood and property owner associations have focused attention on remaining Ward One needs and have produced positive results in the form of coordinated neighborhood developments.*

*Entrepreneurs and property owners receive the technical and financial skills to act on their initiatives in opening new businesses and tapping the value of their properties.*

*Property owners who once faced insurmountable obstacles have overcome them with more flexible zoning, creative collaboration with neighbors and focused attention to neighborhood planning.*

*New generations of native islanders have the opportunity and the desire to stay, just as older generations of native islanders are welcomed home on their return.*

The next steps toward plan implementation are fourfold:

## 1. LMO Modifications

- Draft, review and adopt new or revised zoning districts based on the future land use designations described herein. Utilize tax parcel maps when determining zoning districts.

## 2. Capital Improvements Programming

- Continue moving forward with the implementation of the planned improvements to the pathway system and drainage improvements in Ward One.

- Coordinate with the Planning Commission and Ward One neighborhood associations to monitor progress and review and revise priorities.

- Expedite the submission of grant applications for sewer system construction in priority need areas, in coordination with Hilton Head Island PSD-1.

- Coordinate with major property owners, development interests and neighborhood organizations for the creation of self-financing sewer improvement districts in Ward One where sewer will facilitate higher density development.

- Set up a collaborative planning process to define appropriate uses of properties purchased by the Town in Ward One.

## 3. Initiative Area Plans

- Secure necessary funding for initiative area plans and establish schedules and define plan elements.

- Establish public input mechanism in coordination with neighborhood organizations and affected property owners.

- Secure funding for capital improvements to roadways, corridor landscaping, property acquisition, public paths and boardwalks.

- Develop and evaluate uses and options on the Honey Horn Tract.

## 4. Support Ward One Community Initiatives

- Nurture the formation of neighborhood organizations.

- Form a partnering agreement with Habitat for Humanity of Beaufort County for the provision of land and other support for the replacement of all deteriorated housing on Hilton Head Island.

- Support the formation of a Community Development Corporation serving Ward One, in collaboration with the Hilton Head Foundation, local lending institutions and neighborhood organizations.