

## Town of Hilton Head Island

# **Gullah Geechee Land & Cultural Preservation Task Force Meeting**

Monday, September 12, 2022, 1:00 p.m.

# **A**GENDA

The Gullah Geechee Land & Cultural Preservation Task Force Meeting will be held in person in the Benjamin M. Racusin Council Chambers. The meeting will be broadcast and can be viewed at: <u>Beaufort County Channel</u>, the <u>Town of Hilton Head Island Public Meetings</u> Facebook Page and Spectrum Channel 1304.

### 1. Call to Order

- 2. FOIA Compliance Public notification of this meeting has been published, posted, and distributed in compliance with the South Carolina Freedom of Information Act and the requirements of the Town of Hilton Head Island.
- 3. Roll Call
- 4. Approval of Agenda
- 5. Approval of Minutes
  - a. Regular Meeting of July 11, 2022

### 6. Appearance by Citizens

Citizens may submit written comments via the <u>Town's Open Town Hall Portal</u>. The portal will close at 4:30 p.m. on Friday, September 9, 2022. Comments submitted through the portal will be provided to the Task Force and made part of the official record.

### 7. Discussion Items

- a. Critical Path Discussion on Gullah Geechee Report All Recommendations
- **b.** Update on Historic Districts Overlay District

## 8. Staff Report

- a. Mid-Island Redevelopment District Update
- **b.** Historic Neighborhood Design Studio Report
- c. Town Open Positions Update
- d. Home Safety and Repair Program Update
- e. Sewer Connection Program Update

# 9. Adjournment

Please note that a quorum of Town Council may result if four (4) or more of their members attend this meeting.

Please note that a quorum of the Planning Commission may result if five (5) or more of their members attend this meeting.



# The Town of Hilton Head Island

# Gullah Geechee Land & Cultural Preservation Task Force Meeting Minutes

July 11, 2022, 1:00 p.m.

Present from the Task Force: Chairman Lavon Stevens, Vice Chairman Palmer E.

Simmons, John Campbell, Ibrahim Abdul-Malik, Shani Green

Absent from the Task Force: Tom Henz (excused)

Present from Town Council: Alex Brown, Tamara Becker

**Present from Town Staff:** Angie Stone, Assistant Town Manager; Missy Luick, Community Planning Manager; Carolyn Grant, Communications Director; Karen Knox, Senior

Administrative Assistant

- 1. Call to Order Chairman Stevens called the meeting to order at 1:00 p.m.
- 2. FOIA Compliance Public notification of this meeting has been published, posted, and distributed in compliance with the South Carolina Freedom of Information Act and the requirements of the Town of Hilton Head Island.
- 3. Roll Call as noted above.

# 4. Approval of Agenda

Chairman Stevens asked for a motion to approve the agenda as presented. Mr. Simmons moved to approve. Mr. Malik seconded. The motion passed unanimously by a vote of 5-0.

## 5. Approval of Minutes

a. Meeting of June 6, 2022

Chairman Stevens asked for a motion to approve the Minutes of June 6, 2022. Mr. Malik moved to approve. Mr. Campbell seconded. The Minutes of June 6, 2022, were unanimously approved by a vote of 5-0.

# 6. Appearance by Citizens

Public comments concerning agenda items were to be submitted electronically via the Open Town Hall HHI portal. There were no comments of record.

Mr. John Floyd spoke with the Committee regarding Waterway Gardens Townhomes encroachment on the Talbird Cemetery in Hilton Head Plantation and the fact that the survey markers for the next seven townhomes appear to overlap the current access to the Talbird Cemetery. Mt. Calvary Church has obtained legal counsel to help protect access to this cherished, historic cemetery that is part of Hilton Head Island's past and present. Chairman Stevens stated they are aware of this issue and the Town is addressing it.

### 7. Discussion Items

# a. Draft Gullah History and Cultural Education Program for Town Employees and Officials – Recommendation requested.

Missy Luick stated at last month's meeting there was discussion of adding some content into the syllabus. Economic Activities have been added within the topics of focus in the syllabus. Last month we also heard that the Task Force would like to hear the first presentation before it goes live to Town Employees and Officials which has been programmed into our implementation plan. Otherwise, the Program is the same as what was presented last month. Staff is asking the Task Force to review this and recommend its implementation. After a brief discussion, Mr. Malik moved that the Gullah Geechee Land & Cultural Preservation Task Force recommend the Program for implementation. Mr. Simmons seconded. The motion was unanimously approved by a vote of 5-0.

# b. Critical Path Discussion on Gullah Geechee Report 16 Top Priority Recommendations

Missy Luick stated in your packet was a memo that identified a schedule as well as a brief outline of a Critical Path to achieve implementation of all the Top 16 Recommendations within the Gullah Geechee Task Force Report. Handed out on your desk today is an updated Critical Path Workplan. Ms. Luick highlighted that this is going to be a living document so it will be updated and reviewed with the Task Force monthly. On our website, we have a resource area for some of the items that were mentioned in the Report. We would like to add content to this section to create a list of area of resources into more robust online Resource Center where we can have a descriptive line about what each of these organizations does and how it can help achieve some of the programs and ideas within the Task Force Report. We do have significant resource information already on our website. I believe if we repackaged that into a Resource Center and can show how it is one of the tools to help implement a variety of the programs within our Critical Path for completion. In the Memorandum, we included an Implementation Schedule. Each month we will go through the Critical Path updates. Next month we will work on all the non-priority projects and find a Critical Path Implementation Plan for those projects as well. Ms. Luick reviewed with the Committee the Implementation Schedule month by month. Chairman Stevens wanted to ensure that the all the Recommendations are on the Website as a separate item, so they are easily accessed.

Mr. Simmons questioned CP-14 Establish Open-Air Gullah Market and stated there have been comments that the Town only has regulations if it is an "Open Air Market" vs. "Pop-up Shop." One Applicant got turned around when she mentioned a Pop-up Shop which is no more than an Open-Air Market. Ms. Luick stated we can look at defining Open Air Market vs. Pop-Up Shop.

Ms. Green requested clarification on the Resource Center and whether it was only online or whether there was an actual building. Ms. Luick stated there are recommendations in the Plan to explore a brick-and-mortar office for resources, but also, we want to make sure the Town is providing an online resource center as well for those who wanted to access the information online or wanted to do some initial research. There are implementation steps to explore a satellite office with the Center for Heirs Property as well as coordinate with the Heritage Library and the USCB Campus to potentially provide an office space for a physical resource center.

# c. Update on Historic Districts Overlay District

Missy Luick directed the Committee to Page 9 of the Critical Path Workplan which gives a detail summary of where we are in the process. We are looking at Island Wide Conditions and Trends Assessment as well as the creation of the Growth Framework and Island-wide Master Plan in the 4th Quarter of 2022. Staff is analyzing if program elements can be accommodated by amending our Base Zoning Districts instead of through an Overlay District. There was some concern from the Committee that Zoning has always been the issue, and it looks like we are moving forward and then going backwards. Ms. Luick stated as we advance where we are headed with the Overlay item and how it could potentially be achieved with Base Zoning Changes, it will be mapped out a little easier once we have something on paper and can present it. We will, of course, bring it all before the Board for your review and comments and make sure that it is advancing the goals that were in that Project Report. Chairman Stevens stated when we started talking about Historic Overlay District, we were thinking about bringing in another Consultant or Legal Assistant to help us look at what an Overlay District would look at here on the Island and in the Community to make sure that it is going to be something that will serve what our intentions were. The things that I believe we need to be careful about is that we start trying to put these things into place, making sure that it is going to have the meaning of preserving the history, culture and people being able to use their properties the way it is intended without some unscrupulous developers who might come in and take advantage of something that is an Overlay District. I am anxious to hear either from staff or some other legal minds about the pros and cons of an Overlay District. Ms. Luick stated we do need an expert in land use and planning to help us identify a path forward for these critical issues within these areas someone who is an expert in heirs' property and the layers of development challenges that we have within our historic neighborhoods. We are going to seek outside help us navigate this implementation, whether it is an Overlay or Base Zoning Changes.

# d. Case Study Discussion

- Missy Luick stated Mr. John Floyd briefed the Committee regarding what is happening with Talbird Cemetery. The Town and all the relevant parties in the matter are working on a resolution to the access and the access will be greater than was originally approved in the Development Plan Review Process. It is being actively worked on and we will inform this group and body of the outcome when it comes. The Committee is very anxious to hear an update as to what the Town is doing to resolve this issue.
- Missy Luick stated this case study is a summary of a case which was shared with Chairman Stevens and a few folks on town staff. Chairman Stevens and asked that we have a Case Study Discussion at the Task Force. Ms. Luick explained that this case study example is as follows: a property owner has a parcel within the RM-4 zoning district that is just shy of .5 acres needed to add a second dwelling by .06 acres. The property owner was upset that he couldn't add a second dwelling unit to their property. He had concerns about how the Town calculates net acreage vs. gross acreage as well as our Work Force Housing Program and where it is applicable.

Ms. Luick stated this particular property is zoned RM-4. In an RM-4 district, the density is 4 dwelling units per net acre for properties that are 3 acres and under.

The gross site acreage is the total size of the parcel. If there is any tidal wetland, that gets subtracted out and the net acreage is what is used to calculate density. In this case, there were no tidal wetlands, so their parcel size was .44 acres. Staff reviewed their inquiry and informed the property owner that they needed to acquire .06 acres from an adjoining property to achieve the .5 acres of parcel size and corresponding density needed to add a second dwelling to the parcel. The property owner also indicated that they didn't think our Work Force Housing Program was applied equally throughout the Town and it seemed like most of the Work Force Housing and the Density Bonus Program are in the RM-4 areas. Ms. Luick indicated that Town Workforce Housing programs applies within the RM-4 zoned areas on properties that are 3 acres in size or larger. For properties that meet those criteria, then there are density bonuses available based on the percent of Work Force Housing within the project. The Workforce Housing program is not limited only to the RM-4 District but is allowed within our Commercial Districts as well through the commercial conversion program. Ms. Luick stated that in this particular case, the parcel itself had enough room physically for another unit, but it didn't meet the parcel size density requirement for another dwelling unit. That is hard to understand when you physically have enough room on your parcel. Chairman Stevens stated in previous discussions we talked about having more density per unit per acre. I hope that is something we can revisit and look at.

Chairman Stevens took a moment to acknowledge the presence of Council Member Tamara Becker and Alex Brown and thanked them for attending.

# 8. Staff Report

a. Mid-Island Redevelopment District Update

Missy Luick stated this update will be moved to the August Meeting and MKSK will be here in September.

**b.** Historic Neighborhood Design Studio Report

Missy Luick stated they have provided services to 36 residents since the program was incepted, 18 completed cases, 2 were withdrawn, 11 are waiting on an Applicant, 3 are waiting on Town CIP Program Implementation, 2 are currently actively under review – Design Studio Concept Drawings are being worked on. There are a variety of reasons we might be waiting on an Applicant. Sometimes it is to get further information or direction, what kind of home type they want, what kind of home footprint for the Concept Drawing. Some are working on getting a Survey. Ms. Luick reviewed the issues addressed or issues we discussed within these Design Studios. They are the same range of issues we talked about last month. We continue to work through both having Design Studios for applicants within Historic Neighborhoods, but also, we have meetings every other week among staff to advance the projects within the Historic Neighborhoods and we talk about these issues and work on creative solutions to move projects toward completion.

Chairman Stevens stated there are a lot of common themes even in this Design Studio Report when it comes to discussion about density and some of the challenges we are having with landscaping, etc.

Chairman Stevens submitted and read a Memorandum to Town Council regarding LMO Changes and asked that Staff forward it on to Town Council.

- c. Home Safety and Repair Program Update
- d. Sewer Connection Program Update

Missy Luick stated both the Home Safety and Repair Program and the Sewer Connection Program were launched last week. We have significant interest in the Home Safety and Repair Program. The Applicants for the Sewer Connect Program first come through Deep Well. If they do not meet the qualifications or are partially funded through Deep Well for a sewer connection, then they are going to be referred to the Town for an Application with the Sewer Connect Program. The Sewer Connection Program is a two-year program and applicants who either own or rent their home and meet the income qualifications for the Program can apply for assistance in installing a sewer connection. The Home Safety and Repair Program is also a two-year program, and it includes improvements to a home to keep a home safe and dry, hazardous tree removal, and demolitions of an unsafe structure. There is a limit of \$15,000 per applicant for the program. Staff looks forward to updating you on all of these projects as they advance through completion and hopefully, we will make a remarkable impact in the Community with both Programs.

# 9. Adjournment

The meeting adjourned at 2:17 p.m.

Submitted by: Karen Knox, Secretary

Approved: [DATE]



# TOWN OF HILTON HEAD ISLAND

# Staff Report Memo

TO: Gullah Geechee Land and Cultural Preservation Task Force

**FROM:** Missy Luick, Community Planning Manager

VIA: Shawn Colin, AICP, Assistant Town Manager – Community Development

**DATE:** September 2, 2022

**SUBJECT** Review of Critical Path for All Recommendations

### **Recommendation:**

That the Gullah Geechee Land & Cultural Preservation Task Force discuss an outline or identify an agreed upon critical path to advance the projects from the Gullah Geechee Preservation Project Report.

### Summary:

Staff would like to discuss establishing a critical path to advance <u>all</u> projects from the Gullah Geechee Preservation Project Report. At the meeting, staff will share updates on all recommendations and critical path action steps to achieve implementation or advancement of all projects.

### **Implementation Schedule:**

September 12<sup>th</sup> - Staff to review updates and discuss critical path on all projects.

October 10<sup>th</sup> - Consultant targeted to present update on Mid-Island Redevelopment district and park plans.

November 7<sup>th</sup> - Preview of Gullah History and Cultural Education Program. December 10<sup>th</sup> - Staff to update Task Force on critical path work plan progress.

### Background:

In 2019, Town Council approved 16 Top Priority Projects from the Gullah Geechee Preservation Project Report that were identified by the Gullah Geechee Land & Cultural Preservation Task Force.



### **Color Code:**

**Priority Recommendations Remaining Recommendations** 

# **Cultural Preservation**

# Research, Education, and Interpretation

**CP-1** Promote the use of the Heritage Library Foundation's resources with the Island's Gullah people to encourage them to research their history and genealogy.

Critical Town to promote the Heritage Library's resources and services. Heritage Library and

Path Heritage Library Genealogy Clinic will be included "Gullah Resource Center" information
page on the Town website.

Progress The Town's Gullah Geechee Culture and Land Preservation Task Force along with the Heritage Library of Hilton Head Island and the University of South Carolina Beaufort (USCB) launched the Heirs' Property Family Research Project in February of 2022. Operating from USCB's Hilton Head Island campus, the project will help families conduct genealogy research that may assist them in clearing title to heirs' property and obtaining valid land deeds

- **CP-2** Initiate a major fundraising effort to expand cultural programs that teach traditional Gullah ways and support the physical development of key interpretive sites.
- **Critical** Office of Cultural Affairs to continue implementation of the Heritage Tourism Strategy. **Path**
- **Progress** A Heritage Tourism Strategy was adopted as part of the Office of Cultural Affairs FY22-24 Strategic Plan. It is detailed in Appendix 1 of the plan.
- CP-3 Adapt and expand the interpretive themes from the Gullah Geechee Cultural Heritage Corridor (GGCHC) management plan as a framework for Gullah cultural interpretation on Hilton Head Island, and pursue accurate and consistent storytelling.
- **Critical** Office of Cultural Affairs to continue implementation of the Heritage Tourism Strategy. **Path**

**Progress** A Heritage Tourism Strategy was adopted as part of the Office of Cultural Affairs FY22-24 Strategic Plan. It is detailed in Appendix 1 of the plan.

The Office of Cultural Affairs is currently involved with historical panel representation aided by members of the Gullah Museum and the Mitchelville Freedom Park.



Develop a self-guided tour of the Island's Gullah sites utilizing multiple methods (hard copy CP-4 maps, site markers, digital technology, etc.) to supplement existing guided tours so that a broader range of interpretive experiences can be available.

Critical Path

Office of Cultural Affairs to continue to promote and enhance the Culture HHI Cultural Trail.

Progress The Culture HHI Website hosts the Cultural Trail Map, with hardcopy brochures distributed around the community. Gullah Heritage sites like churches, cemeteries, and other historic sites/structures are included. Implemented augmented reality experiences using QR Codes at Mitchelville and the Gullah Museum.

- Develop a graphically consistent wayfinding and wayside exhibit system throughout the CP-5 Island to highlight sites tied to Gullah history and culture and to better orient visitors.
- **Critical** This should be considered in the review of primary island corridors and reflected in the **Path** Capital Improvements Program recommendations as appropriate.

**Progress** The Office of Cultural Affairs has installed signs on the Cultural Trail, created a pamphlet of Gullah Cultural sites, and implemented augmented reality experiences (QR Codes at Mitchelville and the Gullah Museum). Cultural HHI Website outlines a culture trail that includes Gullah sites.

- Establish a program for local students to conduct oral history interviews of elderly Gullah CP-6 citizens to document their way of life in earlier eras before this important information is lost.
- **Critical** Coordinate interviews through local education programs and integrate into the school Path curriculum.

It is recommended that the Town's Office of Cultural Affairs initiate this project in partnership with the Gullah Museum. The first option should be to employ the Penn Center model, which would entail no significant costs. Utilizing StoryCorps for training should be the second option. Their training services start at \$7,000, plus expenses.

**Progress** TBD

- Establish a program to educate Town officials, area school teachers, and others on Gullah CP-7 culture so they can better understand the culture and more effectively interact with the Island's Gullah citizens.
- Staff will work to authorize and implement the Gullah History and Cultural Education program, including holding an initial orientation training in the third quarter of 2022



(which will be previewed first by the Gullah Task Force), creating a video of the initial orientation training, and scheduling an ongoing educational opportunity or event in the fourth quarter of 2022.

Resources to be included in the Gullah Resource Center.

Staff created a draft Gullah History and Cultural Education program for new hires, newly elected officials, and Board and Commission members. The program consists of an initial orientation training with ongoing educational opportunities and enrichment events. The initial orientation training focuses on the settlement of Gullah people, Gullah culture, the settlement of the 14 Historic Neighborhoods, challenges to Native Island land retention and sustainability, and public policy initiatives for Historic Neighborhoods. Staff proposes to hold the orientation training in person once each quarter, with a video recording of the training available for those who cannot attend in person. Additional educational opportunities and enrichment events will be offered at least once per quarter. Proposed opportunities include exploring the Historic Mitchelville Freedom Park and visiting the Gullah Museum. Resolution authorizing the Cultural Education Program to go to Town Council for consideration on September 20, 2022.

Utilize interactive approaches to interpretation to better engage current and potential CP-8 new audiences, particularly young people.

**Critical** Publicize availability of existing opportunities on the Office of Cultural Affairs website and Path Gullah Resource Center.

Develop implantation actions for Island Culture Project strategy in Office of Cultural Affairs Strategic Plan FY22 - FY24.

### **Progress**

The Office of Cultural Affairs Strategic Plan FY22 – FY24 includes the Island Culture Project strategy for Resource Preservation that aims to research establishing an Island wide, grade level cultural experience for every student on the Island to experience the same cultural field trip for each grade. This includes costs, organizational participation, school hurdles and funding options.

A Return to Nature Gullah Artists Documentary was filmed.

Recording made by Harding Creative of Louise Cohen telling story of Gullah Museum and Ahmad Ward telling the History of Mitchelville. These stories are accessed through QR Codes located at each of these sites, which are part of the Cultural Trail.



# **Cultural Preservation**

# **Heritage Tourism**

**CP-9** Coordinate the promotion of the Island's Gullah-related attractions with state and regional cultural heritage organizations to attract more visitors to the Island's Gullah sites.

**Critical** Office of Cultural Affairs to continue implementation of the Heritage Tourism Strategy and Marketing & Communications Plan as part of the Office of Cultural Affairs Strategic Plan FY22 – FY24.

**Progress** A Heritage Tourism Strategy was adopted as part of the Office of Cultural Affairs FY22-24 Strategic Plan. It is detailed in Appendix 1 of the plan.

**CP-10** Promote the Gullah culture and cultural resources more prominently within the Island's overall tourism marketing to attract more visitors to the Island and, in particular, to the Island's Gullah sites.

**Critical** Office of Cultural Affairs to continue implementation of the Heritage Tourism Strategy and **Path** Marketing & Communications Plan as part of the Office of Cultural Affairs Strategic Plan FY22 – FY24.

**Progress** The Gullah Cultural Preservation and Promotion Strategy adopted as part of the Office of Cultural Affairs Strategic Plan FY22 – FY24 strategies for Marketing and Communications.

**CP-11** Provide technical and financial support to businesses whose products and/or services are strongly tied to Gullah culture to increase their odds of sustained success.

**Critical** NIBCAA should spearhead this effort in partnership with the SBA's SCORE program. They should work with SCORE to develop a "business development toolbox." There may be additional support roles, such as promoting the program, for the Hilton Head Island – Bluffton Chamber of Commerce and the Beaufort County Black Chamber of Commerce.

**Progress** NIBCAA Business Mixers

SCORE Initial Meeting with Staff

SCORE Roundtable with community members and other organizations

SCORE Presentation for Gullah Task Force



Establish a Gullah authenticity certification program by which businesses with authentic **CP-12** Gullah services and products can utilize an adopted logo that conveys their status as being certified based upon adopted criteria.

**Critical** The first option should be to approach the GGCHCC to see if they could be encouraged to Path initiate such a program for the entire corridor. If not, NIBCAA should spearhead this effort, including administrating the application and certification process. They should seek technical advice from the GGCHCC in developing the standards. Finally, if the appointment of local volunteers to the review committee proves to be too politically contentious and/or willing volunteers cannot be secured, volunteers from nearby areas, such as St. Helena Island, might be considered. That approach would allow for a more objective "third party" that would help avoid perceptions of biasness in applying the certification standards.

Permission to use Fisherman Logo seen on the neighborhood signs was obtained from **Progress** NIBCAA.

Utilize information from the recently-drafted Economic and Fiscal Impact Study for **CP-13** Beaufort County and the Arts & Economic Prosperity 5 report to refine strategies to more effectively promote Gullah heritage tourism for Hilton Head Island.

**Critical** The sources of the subject studies are the Beaufort County Heritage Tourism Corporation **Path** and Americans for the Arts. However, it will be up to individual businesses and heritage site entities to take the initiative to utilize these studies. In the meantime, organizations such as NIBCAA, the Hilton Head Island – Bluffton Chamber of Commerce, and the Beaufort County Black Chamber of Commerce can promote the studies among their constituents.

**Progress** TBD

Establish an open-air market as a pilot program to sell food, arts and crafts tied to Gullah CP-14 culture as an economic development initiative for the Island's Gullah community.

**Critical** Staff to continue coordination with Honey Horn and their Farmer's Market for produce Path sales. Inquire about this market and Bluffton market operations, plans, best practices and will report back to the Task Force.

Staff to convene meeting with NIBCAA to develop strategic plan (market feasibility, marketing strategy, timing, etc.) to develop this initiative, execute a communication plan to help NIBCAA promote the market and evaluate the success of the market along with assistance to ensure long-term market viability.

Potential for produce sales at Honey Horn was identified.



In 2021, staff coordinated with NIBCAA, the Gullah Task Force, and Cultural HHI to consider proposed market sites, draft a business plan, and gather input from local vendors.

In December 2021, the Hilton Head Island Gullah Celebration held a Gullah Market at Lowcountry Celebration Park, which was successful and had a good turnout.

The NIBCAA has identified a market manager who will the assume operational responsibilities for the market including scheduling the market with Island Recreation who is responsible for programming the Town's park facilities, recruiting vendors, assisting vendors with securing business licenses, promoting the market, and managing operations on the day of the market.



# **Cultural Preservation**

# **Preservation Planning**

**CP-15** Conduct a comprehensive inventory of cultural resources related to Gullah history and culture on Hilton Head Island to better accommodate future preservation planning for Gullah history and culture.

**Critical** Continue implementation of Office of Cultural Affairs Strategic Plan for Town Approval and **Path** SC Arts Commission approval of Cultural District Designation.

Continue implementation of the Town of HHI Strategic Plan Landmark Protection Program Phase 1. Town staff will draft a comprehensive list of all historic sites on the Island including their cultural significance, i.e. Revolutionary War, Civil War, Gullah, and identify who owns each site.

Phase 2. Town staff will hire or partner with a historical preservation specialist to assist in drafting a comprehensive and detailed cultural preservation plan for the Island, and explore potential partnerships with academic organizations such as SCAD. The plan will segment out a focus on Gullah historical sites and cultural preservation in accordance with recommendation CP-16 of the Gullah Geechee Culture Preservation Project Report.

Progress Office of Cultural Affairs Strategic Plan Inclusive Strategies includes, "HISTORIC SITES AND CULTURALPRESERVATION" – Support historic site preservation initiatives, cultural preservation initiatives, and the organization of cultural districts including but not limited to initiatives within the Gullah community and support for further telling of the Gullah history through mural installation at the Gullah Museum. Refer to Appendix 6 – Town Approval and SC Arts Commission requirements for details.

Landmark Protection Program included in Town's Strategic Action Plan

Culture HHI Cultural Trail Map has the majority of sites identified.

**CP-16** Prepare a comprehensive and detailed cultural preservation plan for the Island in general, but to include a focus on Gullah historic and cultural preservation, to expand upon the potential preservation benefits of this project.

**Critical** Continue implementation of Office of Cultural Affairs Strategic Plan for Town Approval and **Path** SC Arts Commission approval of Cultural District Designation.

Continue implementation of the Town of HHI Strategic Plan Landmark Protection Program Phase 1. Town staff will draft a comprehensive list of all historic sites on the Island including their cultural significance; i.e. Revolutionary War, Civil War, Gullah, and identify who owns each site.

Phase 2. Town staff will hire or partner with a historical preservation specialist to assist in drafting a comprehensive and detailed cultural preservation plan for the Island, and explore potential partnerships with academic organizations such as SCAD. The plan will



segment out a focus on Gullah historical sites and cultural preservation in accordance with recommendation CP-16 of the Gullah Geechee Culture Preservation Project Report.

**Progress** Landmark Protection Program Included in Town's Strategic Action Plan.

Office of Cultural Affairs Strategic Plan includes "Historic Sites and Cultural Preservation" Inclusive Strategy.

Town Approval and SC Arts Commission approval of Cultural District Designation

# **Cultural Preservation**

### Other Issues

CP-17 Recognize the Island's Gullah-associated churches as an important facet of Gullah culture, particularly regarding leadership and communications, to ensure that they are actively involved in all future Gullah-related initiatives.

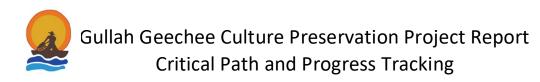
**Critical** Include in Standard Operating Procedures for Communications. **Path** 

Progress Community Development Staff and the Communications Director share news and upcoming events through phone calls, email blasts, the Town's website and social media sites, the Gullah Geechee newsletter, and community outreach during public events. Community Development Staff and the Communications Director will continue to update churches, community organizations and stakeholders on Gullah-related meetings and initiatives. Staff to ensure that communications and outreach with Gullah Churches is folded into ongoing operations through standard operating procedures.

**CP-18** Identify an entity to match land owners in the historic Gullah neighborhoods with applicable private developers to increase the land owners' odds of success with selling or developing their property.

**Path** organizations that might help identify candidate developers might include the South Carolina Real Estate Association (SCREA), the Urban Land Institute (ULI), NAIOP (renamed the Commercial Real Estate Development Association, but has kept its original abbreviations), and the National Association of Home Builders (NAHB).

**Progress** TBD



# **Public Policies**

# **Development Approval Process 1-3**

Allow waivers for development application fees and establish a grant program to assist PP-1 property owners to pay for specific development impact fees for sites within the proposed Historic Gullah Neighborhoods Conservation Overlay District.

**Critical** This strategy can be implemented through amendments to the LMO. Section 16-2-102.C.2 Path addresses development application fees by reference, while Section 16-5-116 addresses impact fees. The proposed fund should be established and administered by the Town. It is recommended that, at a minimum, residential projects should qualify for grants. Based upon input from stakeholders, the Town should also consider grants for impact fees related to commercial development. In either case, projects would need to meet specific criteria, and applications could be decided by a Town-appointed committee of staff and/or appointed or elected officials. One such criterion might be prioritizing Gullah property owners for this grants program.

**Progress** Assistance through the American Rescue Fund is being used to assist with sewer connections.

PP-2. "Fast-track" the review process for development applications within the proposed PP-2 Historic Gullah Neighborhoods Conservation Overlay District to decrease the land owners' time and costs associated with development.

Critical Town staff to continue to prioritize the review of FC/FS applications and related building Path permits.

Integrate into a Standard Operating Procedures for review of permits in the Historic Neighborhoods.

As part of the Design Studio Program, development permits for Family Compound/Family Subdivision Applications are processed more quickly in addition to the assistance of the Design Studio.



### PP-3

PP-3. Utilize the Town's newly-created Historic Neighborhoods Preservation Administrator position to work closely with property and business owners in the proposed Historic Gullah Neighborhoods Conservation Overlay District to help them navigate Town regulations related to land use, development, and businesses.

Critical Staff will finalize the internal standard operating procedure document for Design Studio Path and will amend Design Studio brochure.

Continue to track barriers and challenges to development for discussion and evaluation during bimonthly Historic Neighborhood Project Team meetings.

Staff to communicate to area surveyors to inform of Design Studio program for Historic Neighborhoods.

### **Progress**

### **Design Studio**

Program launched in October 2021.

Program provides personalized guidance and concept planning services for land development.

Program has served over 35 residents to date.

Barriers and challenges to development are being tracked, discussed, and evaluated during bimonthly Historic Neighborhood Project Team meetings.

Through Process Improvement Team discussions, internal process for Design Studio is being streamlined. Change to brochure planned to describe Design Studio as an interactive concept planning process with property owners in Historic Neighborhoods and Town Staff.

It is not a "one-stop shop" for plan approvals, but it does provide concept planning, concept plan review comments, instructions for preparer, and step by step application instructions.



# **Public Policies**

# Land Use and Development Standards 4-9

### PP-4

Designate a Historic Gullah Neighborhoods Conservation Overlay District for all delineated historic Gullah neighborhoods that can serve as the vehicle for many of this report's recommendations.

A. Allow higher densities for the RM-4 and MF zoning districts in the proposed Historic Gullah Neighborhoods Conservation Overlay District so that land owners can better leverage their potential land value.

- B. Reduce some setback and buffer requirements within zoning districts applied to the proposed Historic Gullah Neighborhoods Conservation Overlay District so that land owners can maximize their development potential.
- C. Reduce the LMO's open space requirements as applied to the proposed Historic Gullah Neighborhoods Conservation Overlay.

## Critical Path

Additional code modifications will be revisited upon completion of the Island-Wide Conditions and Trends Assessment and the creation of the Growth Framework and Island-Wide Master Plan, which is scheduled to begin in the  $4^{th}$  Quarter of 2022.

Staff is analyzing if program elements can be accommodated by amending base zoning districts instead of an overlay district.

Tracking of Design Studio challenges to be folded in.

### **Progress**

The purpose of establishing an overlay district is to preserve the character and integrity of the Historic Neighborhoods.

Beginning in 2020, staff drafted amendments to the Land Management Ordinance (LMO) that would create the HNP-O. The amendments included decreasing setbacks, buffers, and access widths; increasing building heights and impervious surfaces; creating an RM-6 Zoning District to allow six dwelling units per acre (or eight dwelling units per acre for lots at least five acres in size); and creating two new development types – Family Compounds and Family Subdivisions.

Staff revised the amendments based on the Gullah Task Force's concerns. The revisions included increasing the density in the Marshfront Zoning District from four or six dwelling units per acre (depending on whether a site is located on a major arterial street) to eight dwelling units per acre; rounding up when calculating allowable density; allowing home occupations to occur and be visible outside of a home; allowing 25-foot access easements for both Family Compounds and Family Subdivisions; and removing the five-year hold from selling Family Compounds to non-family members. The Task Force voted to forward the proposed amendments to the LMO Committee.



The LMO Committee voted to forward the proposed amendments to the Planning Commission for approval with five suggested revisions: change right-of-way widths within a Family Subdivision to 30 feet; add a one-way right-of-way requirement of 24 feet; add a three-year hold instead of a five-year hold before Family Compounds can be sold; eliminate rounding up allowable density; and change the density in the Marshfront Zoning District to from four dwelling units per acre to six dwelling units per acre along major arterial streets.

The Planning Commission held a public hearing and voted to forward the proposed amendments to the Public Planning Committee with one recommended revision: platted and developed major and minor subdivisions should not be able to be redeveloped as Family Subdivisions.

The Public Planning Committee expressed several concerns about the amendments, including reservations about the increased visibility of home occupations; that the proposed overlay district encompassed a large area of the Island; and that the proposed density increase could attract developers, which would accelerate the loss of Gullahowned land. The Committee requested additional research and revisions to the proposed amendments.

Instead of moving forward with every proposed element in the overlay district, staff forwarded the LMO amendments related to Family Compounds and Family Subdivisions and site design flexibility to Town Council. Town Council approved the amendments in July 2021.

The elements of the overlay district that were not taken forward were increasing density in the Marshfront Zoning District and allowing home occupations to occur and be visible outside of a home.

The current focus is to examine issues that have been identified as challenges to development in the Historic Neighborhoods. Staff identified these challenges while working with property owners through the Historic Neighborhoods Permitting and Design Studio.

- -Fire Rescue needs to re-address some residences before additional development can occur on a property.
- -Fire Rescue needs to re-address some residences to conform to addressing standards which help emergency personnel find residences quickly.
- -Property owners must pay for street sign installation that meets Town standards.
- -For the Town to maintain a right-of-way, it must first be dedicated to the Town. Some property owners do not want to dedicate a portion of their property to the Town.
- -Established driveways across other properties are not legally recorded as access easements or they are in a different location than the legally recorded access easement.
- -Owners of landlocked properties are limited to the width of the access as required by law, but a wider access is required to develop the property to the maximum density allowed by the LMO.



- -Heirs' Property is at risk of being lost in whole or in part when a shareholder sells their share of the property.
- -The costs associated with the plan approval process and with installing landscaping required by the LMO can be prohibitive. This is especially concerning for families who want to subdivide their property and pass it on to their heirs without developing it.

Staff reviewed these issues with the Gullah Task Force during their May 2, 2022, meeting and again at the June 6, 2022 meeting. Staff will examine these challenges and forward any possible solutions to Town Council as soon as practicable.

The Mid Island Redevelopment Strategy and Park Master Plan planning process will result in recommendations related to the Historic Neighborhoods within the Mid Island Redevelopment District boundaries.

Add Family Compound provisions to the LMO to be applied to the proposed Historic Gullah PP-5 Neighborhoods Conservation Overlay District to avoid triggering the full range of LMO requirements and fees for small-scaled family "paper subdivisions."

# Critical

Staff to ensure that FC/FS priority review is folded into ongoing operations through standard operating procedures and ongoing training. Staff will work with Development Review Program Manager and Customer Service Manager and report back.

Staff to continuously evaluate effectiveness of programs, will discuss with Task Force, and will establish process improvements as needed.

Staff has recommended LMO amendments to Family Compound and Family Subdivision. The task is in Tier 3 of the LMO Amendments schedule.

### **Progress**

In July of 2021, the Family Compound/Family Subdivision LMO amendments were adopted by Town Council. The amendments reduce buffer, setback, right-of-way and access easement minimums and only require infrastructure to be installed up to the point of development.

FC/FS applications are reviewed before other applications. Related building permits are reviewed before other applications.

Provide greater flexibility for required road ROWs and drainage easements within the PP-6 proposed Historic Gullah Neighborhoods Conservation Overlay District to make the development of some properties more viable.

**Critical** Staff to continuously evaluate effectiveness of programs to identify issues or Path recommendations for modifications to be included in Design Studio Report to Task Force.

CIP to manage selected projects through implementation.



### Progress

In November of 2020, Town Council adopted Dirt Road LMO amendments. The amendment allows the creation of rights-of-way without reducing density.

In July of 2021, the Family Compound/Family Subdivision LMO amendments were adopted by Town Council. The amendments reduce buffer, setback, right-of-way and access easement minimums and only require infrastructure to be installed up to the point of development.

Dirt Road paving internal review process streamlined. CIP Division created Dirt Road Paving process flow chart and serves as case manager for paving project ensuring signed petitions and community engagement efforts occur.

Adopt Transfer of Development Rights (TDR) to be applied to the proposed Historic Gullah PP-7 Neighborhoods Conservation Overlay District to avoid too much development in Gullah neighborhoods, while allowing land owners to benefit financially from their development potential.

Critical Evaluate research that has been prepared on TDR's.

**Path** 

Report back to Task Force for direction.

Progress Research on TDR's was prepared by a Town Intern.

Utilize a program to purchase development rights from willing property owners within the PP-8 proposed Historic Gullah Neighborhoods Conservation Overlay District to preserve ownership of land in historic Gullah neighborhoods, while allowing land owners to benefit financially from their development potential.

Critical Evaluate research that has been prepared on TDR's.

**Path** 

Report back to Task Force for direction.

**Progress** Research on TDR's was prepared by a Town Intern.

Amend the Town's Design Guide, as applied to portions of the Corridor Overlay District PP-9 that are within the proposed Historic Gullah Neighborhoods Conservation Overlay District, to better reflect the design tradition of the Gullah culture.

**Critical** The Town has preliminarily indicated that this is a project that Town staff can perform **Path** without the unnecessary expense of consultants. Examples of surviving architecture on Hilton Head Island for design inspiration might include the "Blue House" at the Gullah Museum and the Cherry Hill School, both of which feature clapboard exteriors, front porches, and gable roofs with pitches less than 45 degrees. Vibrant colors are also



associated with Gullah culture. Fortunately, there are numerous historic photos of Mitchelville and other areas of the island from the 1860s.

**Progress** 

Gullah Museum Sign approved with requested colors.

Historic Neighborhood Signs designed to include brighter colors used in the logo.

# **Public Policies**

# **Property Taxes 10-11**

Explore the potential to base property values for tax assessment purposes in historic **PP-10** Gullah neighborhoods on the land's current use rather than market value to reduce the tax burden and enhance the ability of owners to retain their property.

Critical

Before initiating an effort to change the way property taxes are assessed on Gullah lands, Path further evaluation will be necessary. Specifically, what will need to be determined is:

- 1. The most appropriate strategy for making such a change, and
- 2. Whether the investment of time and effort can reasonably be expected to be effective.

Generally, the potential approaches evaluated should focus on possible changes to provisions modifying how Gullah lands are assessed by a partial exemption or general State law changes. If after further evaluation one of these strategies looks promising, a meeting of potential stakeholders should be called and a specific strategy developed.

**Progress** 

**TBD** 

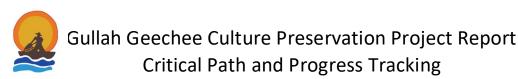
PP-11

Establish a fund to help property owners avoid losing their property to delinquent tax sales as a way to protect Gullah land ownership on the Hilton Head Island.

Town staff to continue to work with Beaufort County to identify properties that are delinquent and at risk of being lost and provide that information to community organizations that support property owners.

Town will continue to promote Penn Center's Land Preservation Assistance Program, Pan African Family Empowerment and Land Preservation Network and Lowcountry Gullah as resource agencies and include more details in Gullah Resource Center.

Town coordinated meetings with Community Foundation of the Lowcountry and the Native Island Business and Community Affairs Association (NIBCAA) about establishing a fund. Staff will convene additional meetings to further explore this option.



# **Public Policies**

### Other Issues 12-14

PP-12. Establish a program to educate Gullah residents and others on a wide range of public policy issues that impact their lives, including property taxation, land use and development, and heirs' property so they can prosper more socially and financially.

**Critical** Continue to host educational meetings and workshops on issues that impact Gullah **Path** residents, such as Heirs' Property, development standards and property taxes.

Progress Neighborhood Preservation Administrator hosted information/assistance sessions in the historic neighborhoods on Heirs' Property, Family Compound/Family Subdivision Amendments and Design Studio.

PP-13. Ensure that local financial institutions are meeting the requirements of the federal Community Reinvestment Act (CRA) to make loans for economically challenged people and properties to provide greater financial opportunities within the proposed Historic Gullah Neighborhoods Conservation Overlay District.

Critical TBD Path

**Progress** TBD

PP-14 Establish a program providing temporary and seasonal signs that are compliant with Town regulations to be used within the proposed Historic Gullah Neighborhoods Conservation Overlay District to expand economic opportunities for Gullah residents and businesses.

**Critical** Determine if the allowable signs under the existing LMO standards can meet the needs of these businesses. Revisit advancement of program.

In 2021, staff proposed to the Public Planning Committee amending the LMO to allow seasonal and temporary signs with a uniform design to be used within the Historic Neighborhoods to advertise homegrown, freshly caught, and handmade items for time periods not to exceed three months within a 12-month period. The Committee had questions regarding the purpose and number of the proposed signs and the zoning districts in which they would be permitted.



Staff identified ten Gullah business that could potentially benefit from these signs. After researching options to establish a program providing signs to the Native Island Business and Community Affairs Association to manage and distribute to qualifying businesses, staff is determining if the allowable signs under the existing LMO standards can meet the needs of these businesses.

If the LMO does not need to be amended, staff will work with the Native Island Business and Community Affairs Association to implement a communications plan to inform Gullahowned businesses of how they can purchase and display compliant signs.

If the LMO needs to be amended, staff will recommend amendments that address the businesses' concerns.

# Heirs' Property

# Heirs' Property

HP-1 Utilize the Heritage Library Foundation as a potential first step for Gullah families toward clearing title to their property to overcome heirs' property issues.

**Critical** Town will continue to promote the Heirs' Property Family Research Project and Heritage **Path** Library Genealogy Clinic.

Include the project in a Gullah Resource Center on the Town website.

Progress In 2021, the Town of Hilton Head formed a partnership with the Heritage Library and the University of South Carolina – Beaufort's Hilton Head Campus to launch the Heirs' Property Family Research Project through the Heritage Library Genealogy Clinic.

Qualified families are connected to the Heritage Library whose volunteer genealogists work with the families to assemble family trees in a format that can be used by the Center for Heirs' Property Preservation or an attorney to start clearing the title to the property. The Project is located in a dedicated office at the USCB Hilton Head Campus.

HP-2 Leverage a range of local, state and national organizations involved with addressing heirs' property issues to maximize the Island's potential to address the issue.

Critical Town will continue to implement the inform property owners of these services and will and will include the information in the "Gullah Resource Center" information page on the Town website, including can educate and aid in clearing property titles, including Center for Heirs' Property Preservation, Penn Center, Black Family Land Trust, Inc., Heirs' Property Retention Coalition, and South Carolina Legal Services.

Progress Contact information for these organizations currently included on the Town's website.



HP-3 Encourage the Center for Heirs Property Preservation (CHPP) to open a satellite office in Beaufort County to make their resources more readily available to Hilton Head Island's Gullah community.

Critical Path Staff will check in with CHPP to revisit the satellite office viability.

Staff will continue to promote CHPP's services and trainings, such as webinars and wills clinics.

Staff will also explore opportunities to coordinate larger annual or semi-annual educational events with CHPP and similar organizations.

**Progress** 

Town discussed the possibility of establishing a satellite office with the CHPP's Chief of Operations.

CHPP was not interested in establishing a satellite office on Hilton Head Island during the pandemic.

HP-4 The Gullah Task Force Recommends that the Native Island Business and Community Affairs Association work with the Community Foundation of the Lowcountry to set up a fund to help pay for the cost of clearing title to heirs' property.

**Critical** Establish a fund to help Heirs' Property owners avoid losing their property to delinquent tax **Path** sales.

**Progress** TBD



# **ONGOING - Implementation Categories**

### **Develop Senior Planner – Cultural and Historic Preservation Standard Operating Procedures**

- 1. Coordinate the Education Program for Town Officials.
- 2. Community Outreach: Coordinate Education Events for Gullah Community and Gullah Businesses.
- 3. Coordinate with Communications Department and Office of Cultural Affairs.
- 4. Maintain and enhance Gullah Resource Center.
- 5. Coordinate with organizations offering assistance with heirs' property.

### SOP - Office of Arts and Cultural Affairs

- 1. Continue implementation of the Heritage Tourism Strategy and Marketing and Communications Plan. (CP-2, CP-3, CP-4, CP-9 and CP-10)
- 2. Work to develop key interpretive sites. (CP-2)
  - a. Identify and prioritize site and opportunities for partnerships.
  - b. Evaluate funding opportunities. Implement through the CIP program.
- 3. Continue development of the Culture HHI Cultural Trail Map. (CP-4, CP-5 and Cp-15)
- 4. Continue implementation of the Office of Cultural Affairs Strategic Plan Inclusive Strategy for Historic Sites and Cultural Preservation. (Cp-15 and CP-16)

### SOP - Planning Review of Development Applications in the Historic Neighborhoods

1. Permits for Historic Neighborhood Properties and Design Studio Team Assignments should be expedited. (PP-2)

### **SOP – Communications for Historic Neighborhoods**

1. Town Communications Director to coordinate standard communications and outreach efforts with Historic Gullah Churches. (CP-17)

## **Gullah Resource Center**

- 1. Promote Heritage Library Family Research Project/Genealogy Clinics (CP-1)
- 2. Enhance and upgrade Gullah Resource Center (CP-1, CP-7, CP-8, PP-11, HP-1, HP-2)

### **Gullah History and Culture Education Program**

1. Host educational/assistance workshops on a quarterly basis regarding issues and opportunities for Historic District properties and businesses. (PP-12)

### **Design Studio**

1. Continue to offer interactive Design Studio assistance for properties within the Historic Neighborhoods. (PP-3, PP-4, PP-5, and PP-6)



# TOWN OF HILTON HEAD ISLAND Historic Neighborhoods Permitting & Design Studio September 2, 2022 Report



Note: To preserve residents' anonymity, details of the services provided are described generally.

### **Residents Served**

Oct 2021-Aug 2022- 41 Total Design Studio Service requests

18 completed cases

2 withdrawn

21 Active projects- Design Studio meetings held

14 On Hold

11 Waiting on more information from applicant

3 Waiting on Town CIP for program implementation

7 Under review, working with applicant

### **Issues Addressed**

Staff assisted residents with a wide range of issues:

- Drafted concept site designs.
- Discussed resolutions to access issues, including access relocation.
- Drafted concept site access designs (to create or relocate access easements or rights-ofway)
- Drafted landscape plans meeting LMO requirements.
- Discussed application requirements for Family Subdivision, Family Compound,
   Subdivision and Small Residential Plan Review applications.
- Discussed density requirements.
- Assisted with street name applications.
- Discussed property line boundary adjustments and the Plat Stamp application process.
- Discussed conversion of Development Plan Review applications to Family Compound applications and conversion of conventional subdivisions to Family Subdivisions.
- Corrected addresses.
- Discussed flood elevation requirements.
- Reviewed and assisted with dirt road paving requests.

### Collaboration

Providing these services required collaboration with Town staff from several departments, including Development Review & Zoning, Urban Design, Stormwater, Engineering, Natural Resources, Legal, Building Inspections, Capital Improvement Projects Division, and Fire Rescue.

Staff also collaborated with outside agencies and nonprofits, including Palmetto Electric, Hilton Head Public Service District, and Deep Well.

# Town of Hilton Head Island Current Job Opportunities

Please check out our current job offerings below. (As of 9/2/2022)

JOB TITLE	<u>DEPARTMENT</u>	CLOSING DATE
Facilities Technician (Temporary) NEW	Facilities Management	10/1/2022
911 Public Safety Telecommunicator Trainee NEW	Fire & EMS	10/1/2022
Facilities Technician (Full-Time) NEW	Facilities Management	10/1/2022
Senior Planner - Cultural & Historic Preservation	Community Development	9/23/2022
Transportation Engineer	Engineering	10/1/2022
Storm Water Project Manager	Engineering	9/17/2022
Revenue Collector	Accounting & Finance	9/2/2022
Director of Cultural Affairs	Culture & Arts	9/5/2022



# CONTRACTORS NEEDED TO HELP WITH HOME REPAIRS

The Town of Hilton Head Island is seeking contractors to provide services for its Home Safety & Repair Program, funded through the American Rescue Plan Act of 2021. The program aims to help income-qualified Hilton Head Island homeowners with necessary repairs to keep themselves and their homes safe and dry.

» General Contractors

» HVAC Technicians

» Roofers

» Carpenters

» Painters

» Tree Experts / Arborist

» Electricians

» Plumbers

» Other Skilled Trades

# The program will pay contractors up to \$15,000, including materials and labor, to provide the following eligible services:

- » Repairs to roofs, windows, doors and other parts of a home to help keep it safe and dry.
- » Demolition of uninhabited or unsafe structures on a residential property.
- » Removal or trimming of hazardous trees that could damage property.

# To be considered for the Home Repair and Safety Program, contrators must:

- » Have applicable State and Town of Hilton Head Island licenses.
- » Provide a completed W-9 Form.
- » Provide a Certificate of Insurance that shows the minimum statutory limits of insurance for both workers' compensation coverage and auto liability and one million dollars (\$1,000,000) of general liability insurance.

Local & Minority Contractors are encouraged to participate in this program.

Ask about applying for Local Vendor Preference Certification.

Questions about the program or contractor eligibility requirements should be sent to Missy Luick, Community Planning Manager

(843) 341-4693 • MissyL@hiltonheadislandsc.gov

