



**Town of Hilton Head Island  
Planning Commission Meeting  
Wednesday, January 3, 2018 – 9:00 a.m.  
Benjamin M. Racusin Council Chambers  
AGENDA**

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

- 1. Call to Order**
- 2. Pledge of Allegiance to the Flag**
- 3. Roll Call**
- 4. Freedom of Information Act Compliance**  
Public notification of this meeting has been published, posted, and mailed in compliance with the Freedom of Information Act and the Town of Hilton Head Island requirements.
- 5. Approval of Agenda**
- 6. Approval of Minutes** – Meetings of October 18, 2017 and November 1, 2017
- 7. Appearance by Citizens on Items Unrelated to Today's Agenda**
- 8. Unfinished Business**
- 9. New Business**
  - a. Public Hearing**  
**PPR-2706-2017** – Application for Public Project Review from Beaufort County for a safety-oriented access management project on Jenkins Island. The project includes: widening US 278 to six lanes on Jenkins Island; closing median crossovers; building a new median crossover; building pavement bulb-outs for U-turns; and installing two traffic signals. *Presented by Anne Cyran*
- 10. Commission Business**
- 11. Chairman's Report**
- 12. Committee Report**
- 13. Staff Report**
- 14. Adjournment**

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

**TOWN OF HILTON HEAD ISLAND**  
**Planning Commission**  
**Minutes of the October 18, 2017 – 3:00p.m. Meeting**  
**Benjamin M. Racusin Council Chambers**

Commissioners Present: Chairman Alex Brown, Vice Chairman Peter Kristian, Glenn Stanford, Todd Theodore, Bryan Hughes, Barry Taylor, Caroline McVitty

Commissioners Absent: Judd Carstens (excused), Lavon Stevens (excused)

Town Council Present: David Ames

Town Staff Present: Shawn Colin, Deputy Director of Community Development; Charles Cousins, Director of Community Development; Brian Hulbert, Staff Attorney; Jayme Lopko, Senior Planner; Teri Lewis, LMO Official; Anne Cyran, Senior Planner; Teresa Haley, Senior Administrative Assistant

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**1. Call to Order**

**2. Pledge of Allegiance to the Flag**

**3. Roll Call**

**4. Freedom of Information Act Compliance**

Public notification of this meeting has been published, posted, and mailed in compliance with the Freedom of Information Act and the Town of Hilton Head Island requirements.

**5. Approval of Agenda**

The Planning Commission approved the agenda as submitted by general consent.

**6. Approval of Minutes – Meeting of October 4, 2017**

Commissioner Stanford moved to approve. Vice Chairman Kristian seconded. The minutes of the October 4, 2017 meeting were approved as submitted.

**7. Appearance by Citizens on Items Unrelated to Today’s Agenda – None**

**8. Unfinished Business – None**

**9. New Business**

**a) Public Hearing**

**ZA-0002102-2017** – Request from the Town of Hilton Head Island to rezone the subject properties: R510 011 000 0007 0000 (11 Simmons Road) from RM-4 (Low to Moderate Density Residential) to WMU (Waterfront Mixed Use), R510 004 00H 0302 0000 (4501 Meeting Street) from PD-1 (Planned Development Mixed Use) to MS (Main Street), R510 011 000 0172 0000 (4 Marshland Lane) from WMU to PD-1, R510 004 000 0344 0000 (154 Beach City Road) from LC (Light Commercial) to IL (Light Industrial), R510 004 000 0375 0000 from LC to IL and R510 008 000 0221 0000 (21 Dillon Road) from LC to IL. The effect of these rezonings will be to change the allowable uses, densities, height and

impervious coverage requirements. This rezoning will not change the zoning designation of property located at 1 Simmons Road which shares the same parcel number as property located at 11 Simmons Road.

Mrs. Lewis presented the application described in the Staff Report as provided in the Commission's packet. Staff recommends the Planning Commission find this application to be consistent with the Town's Comprehensive Plan and serves to carry out the purposes of the LMO, based on those Findings of Facts and Conclusions of Law as determined by the LMO Official and enclosed in the Staff Report.

- 11 Simmons Road (Property 1)

Chairman Brown opened the meeting for public comments pertaining to the subject property. One member of the public asked for information on the Town's rezoning notification process to neighboring properties and specific impacts to each property.

Vice Chairman Kristian moved to recommend approval to Town Council to rezone the subject property based on the Finding of Facts and Conclusions of Law as determined by the LMO Official and enclosed in the Staff Report. Commissioner Hughes seconded. The motion passed with a vote of 7-0-0.

- 4501 Meeting Street (Property 2)

Chairman Brown opened the meeting for public comments pertaining to the subject property and none were received.

Chairman Brown asked if the Commission had any comments and none were received.

Vice Chairman Kristian moved to recommend approval to Town Council to rezone the subject property based on the Finding of Facts and Conclusions of Law as determined by the LMO Official and enclosed in the Staff Report. Commissioner Theodore seconded. The motion passed with a vote of 7-0-0.

- 4 Marshland Lane (Property 3)

Chairman Brown opened the meeting for public comments pertaining to the subject property and none were received.

Chairman Brown asked if the Commission had any comments and none were received.

Vice Chairman Kristian moved to recommend approval to Town Council to rezone the subject property based on the Finding of Facts and Conclusions of Law as determined by the LMO Official and enclosed in the Staff Report. Commissioner McVitty seconded. The motion passed with a vote of 7-0-0.

- 154 Beach City Road (Property 4)

Chairman Brown opened the meeting for public comments pertaining to the subject property. Eleven members of the public presented statements and questions in opposition of the rezoning. Jon Rembold, Beaufort County Airports Director, answered questions from the public and the Commission. Public comments and questions received related to the following: County redevelopment plans for the property; various aspects of the MOU between the Town, County and Palmetto Hall; the purpose of the purchases of properties 4 and 5; Federal Aviation Administration (FAA) Regulations governing this area; the parameters of the Object Free Area (OFA); the building on Property 4 is in the Object Free Area (OFA) and therefore, is not in compliance with the FAA; to comply with FAA standards the building must be demolished no matter the outcome here today; the property is limited in redevelopment because of the above reasons; developable space is limited to inches; Property 5 is in the Object Free Area (OFA); Properties 4 and 5 are subject to Design Review Board; noise abatement is in place by way of the MOU; Town gave Palmetto Hall \$1,000,000 to handle noise abatement; comparison of LC and IL uses; concerns for IL zoning in this area; concern for the addition of airport hangars as conveyed in a letter; history of Beach City Road; waiting until the development of Mitcheville to decide zoning for this property; building structure to help with noise abatement; the Airport is permitted to move the fence without rezoning; do not rezone without complete plans for this property.

The Commission expressed that certain issues brought up today are not within its range of authority. The Commission is charged with deciding whether the rezoning is an appropriate use for this land. There appear to be two issues—one is the removal of the building and the second is the concern for a chain reaction of IL zoning in the area. Questions were raised regarding the need to rezone the properties if there are no development plans. Staff explained that if the Airport does develop plans or wants to use the property in any capacity for airport functions, then the property needs to be zoned IL.

Staff clarified some public comments for the record. There was a letter sent by an applicant, not the Town, on a different rezoning application that referred to a possible use for hangars on the property. The letter referenced the wrong meeting date. The application was withdrawn. Regarding the current rezoning application in front of the Commission, Staff believes the rezoning would not conflict with the MOU and should not have a negative effect on Beach City Road. Palmetto Hall was given \$1,000,000 to handle noise abatement. Public and private groups have worked together on this for many years and will continue to. The Commission encouraged the County, Town, and residents to continue to work together.

Commissioner Stanford moved to recommend denial to Town Council to rezone the subject property. Commissioner McVitty seconded. The motion passed with a vote of 5-2-0.

- R510 004 000 0375 0000 (Property 5)

Chairman Brown opened the meeting for public comments pertaining to the subject property. Public comments and questions received related to the following: consideration of properties 4 and 5 collectively; the location of the OFA line; denial of the request until

plans are in place; possible taxiway plans that would impact parcel 5; and whether there are plans for the lot above parcel 5.

The Commission asked for clarification on plans for the property. Staff clarified that the Airport Master Plan shows parcel 5 with a taxiway. The Airport Master Plan was adopted by the County and the Town and has been before this Town for years.

Vice Chairman Kristian moved to recommend approval to Town Council to rezone the subject property based on the Finding of Facts and Conclusions of Law as determined by the LMO Official and enclosed in the Staff Report. Commissioner Hughes seconded. The motion passed with a vote of 7-0-0.

- 21 Dillon Road (Property 6)

Mr. Rembold explained this property also had to be purchased because the building was in the OFA and therefore had to be demolished. The parcel above this one contained an old fire station maintenance building that was in the OFA. It is now used as a medevac helicopter pad.

Chairman Brown opened the meeting for public comments pertaining to the subject property. Public comments and questions received related to the following: bring the Airport Master Plan with any rezoning applications near the airport; a caveat to the Master Plan is that airport work should be done on existing airport property, not newly purchased property; the Commission controls the Island's future on this.

The Commission expressed sympathy with the public concerns and encouraged all parties to continue to communicate. With respect to these properties, the FAA regulations take precedence over the decisions of the Commission.

Vice Chairman Kristian moved to recommend approval to Town Council to rezone the subject property based on the Finding of Facts and Conclusions of Law as determined by the LMO Official and enclosed in the Staff Report. Commissioner Theodore seconded. The motion passed with a vote of 7-0-0.

**10. Commission Business – None**

**11. Chairman's Report – None**

**12. Committee Report**

Commissioner McVitty reported the Gullah-Geechee Land & Cultural Preservation Task Force is meeting tonight at 7:00pm at Palmetto Electric.

**13. Staff Reports**

- a) Update on Town Council 2017 Key Priorities

Mr. Colin reported on the progress of each Town Council 2017 Key Priority. Regular updates can be found on the Town's website.

Ms. Cyran reported at this time Staff has received no applications for the two meetings in November.

**14. Adjournment** – The meeting was adjourned at 5:48p.m.

Submitted by: Teresa Haley, Secretary

Approved:

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Alex Brown, Chairman

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**TOWN OF HILTON HEAD ISLAND**  
**Planning Commission**  
**Minutes of the November 1, 2017 – 9:00a.m. Meeting**  
**Benjamin M. Racusin Council Chambers**

Commissioners Present: Chairman Alex Brown, Vice Chairman Peter Kristian, Glenn Stanford, Barry Taylor, Judd Carstens, Caroline McVitty

Commissioners Excused: Lavon Stevens, Todd Theodore, Bryan Hughes

Town Council Present: None

Town Staff Present: Shawn Colin, Deputy Director of Community Development; Jayme Lopko, Senior Planner; Jennifer Ray, Special Planning & Projects Manager; Teresa Haley, Senior Administrative Assistant

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**1. Call to Order**

**2. Pledge of Allegiance to the Flag**

**3. Roll Call**

**4. Freedom of Information Act Compliance**

Public notification of this meeting has been published, posted, and mailed in compliance with the Freedom of Information Act and the Town of Hilton Head Island requirements.

**5. Approval of Agenda**

The Planning Commission approved the agenda as submitted by general consent.

**6. Approval of Minutes – None**

**7. Appearance by Citizens on Items Unrelated to Today's Agenda – None**

**8. Unfinished Business – None**

**9. New Business**

a) Gullah-Geechee Land & Cultural Preservation Task Force Recommendations

The Task Force drafted a Mission Statement and Statement of Work that was approved by the Commission at their October 4, 2017 meeting. The Task Force drafted several action items from their Statement of Work that would be considered short term goals for the Task Force. Once approved by the Commission, the Task Force will begin to gather the information necessary to carry out these short term goals. Staff recommends that the Planning Commission approve the recommendations of the Gullah-Geechee Land and Cultural Preservation Task Force as identified in Attachment A.

Mrs. Lopko presented on behalf of Staff and answered questions presented by the Commission.

Chairman Brown asked the Commission for comments. The Commission discussed and made inquiries regarding the number of acres identified, whether or not all acres were heirs' property, the number of citizens affected, how infrastructure will be funded, if not funded by the property owner then how would the funding source benefit, fairness in taxation, and the Town liaison position.

Chairman Brown opened the meeting for public comments. Chester Williams presented statements regarding infrastructure and clearing title to property.

Chairman Brown expressed the importance of having a full-time position committed to the preservation of Gullah-Geechee land and culture, and facing the challenges that come with it.

Vice Chairman Kristian moved to approve the recommendations of the Gullah-Geechee Land and Cultural Preservation Task Force as submitted. Commissioner Stanford seconded. The motion passed with a vote of 6-0-0.

**10. Commission Business** – None

**11. Chairman's Report** – None

**12. Committee Report**

Commissioner Carstens presented statements regarding the Vision project *Hilton Head Island – Our Future* and the engagement session that he attended. He encouraged people to take the survey online and contact Emily Sparks, Project Lead with any questions or comments. The Vision project and the Task Force recommendations will tie into the work of the Comp Plan Committee. Chairman Brown mentioned the date will be announced soon for the reconvening of the Vision project Think Tank and encourage everyone to get involved. Vice Chairman Kristian pointed out that Chairman Brown was featured in an article in Local Life Magazine.

**13. Staff Reports** – None

**14. Adjournment** – The meeting was adjourned at 9:29a.m.

Submitted by: Teresa Haley, Secretary

Approved:

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Alex Brown, Chairman



**Attachment A:**  
**Gullah-Geechee Land and Cultural Preservation Task Force Recommendations**

1. The Town create a position within the Community Development Department to manage the Gullah-Geechee program and act as a Town liaison to represent the Gullah-Geechee Native Island community. This position would work toward the resolution of the following objectives:
  - a. Continue to make infrastructure a priority for areas that are not currently served by water, sewer, paved roads, drainage, and fire hydrants.
  - b. Take advantage of existing resources which have experience dealing with heirs property and similar issues (i.e. Center for Heirs Property, Pan-African Family Empowerment & Land Preservation Network, Inc., and Penn Center).
  - c. Establish on-going regularly scheduled workshops throughout the community to apprise residents of available resources and to provide a forum for property and cultural issues.
  - d. Establish the Town as a resource center for Gullah-Geechee Land & Cultural Preservation (i.e. R/UDAT, Response to the R/UDAT, and the Ward One Master Plan).
  - e. Establish resources from local organizations to assist Gullah-Geechee Native Islanders with legal, property, or financial issues related to their property or culture (i.e. NIBCAA, Hilton Head Realtors Association, and Financial Institutions).
  - f. Identify and support existing cultural preservation organizations including their programs and resources (i.e. Mitchelville Preservation Project, Gullah Museum, NIBCAA & the Gullah Celebration, and Gullah-Geechee Consortium of Beaufort County).
  
2. The Town create a partnership with the Native Island Business and Community Affairs Association (NIBCAA) to participate in the annual Gullah Celebration each year in February to provide an educational workshop on Gullah-Geechee Native Island issues.
  
3. Investigate possible Land Management Ordinance (LMO) changes to resolve issues dealing with heirs property and other issues raised by the Gullah-Geechee Native Island community. This would include the possibility of creating a Gullah Preservation Overlay District. To accomplish this a consultant or attorney may need to be hired.
  
4. Investigate options to resolve fairness in taxation.



## TOWN OF HILTON HEAD ISLAND COMMUNITY DEVELOPMENT DEPARTMENT

One Town Center Court

Hilton Head Island, SC 29928

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### STAFF REPORT PUBLIC PROJECT REVIEW

Case #	Name of Project	Public Hearing Date
PPR-2706-2017	Jenkins Island Road Widening Project	January 3, 2018

Parcel Data and Location	Applicant
US 278 from the eastern foot of the J. Wilton Graves bridge to the western end of the causeway connecting Jenkins Island to Hilton Head Island, for a length of approximately 5,500 linear feet or 1.05 miles.	Colin Kinton Beaufort County P.O. Drawer 1228 Beaufort, SC 29901

#### Application Summary

Application for Public Project Review from Beaufort County for a project to widen US 278 to six lanes from the eastern foot of the J. Wilton Graves bridge to the western end of the causeway connecting Jenkins Island to Hilton Head Island. The project includes: the complete closure of two median crossovers; partial closure of one median crossover; installation of two traffic signals; construction of a new median crossover; and construction of pavement bulb-outs for U-turns.

#### Staff Recommendation

Staff recommends that the Planning Commission find this application to be **compatible** with the Town's Comprehensive Plan for location, character and extent based on those Findings of Facts and Conclusions of Law as determined by the LMO Official and enclosed herein **with the condition that pathways and landscaping are installed along this section of US 278.**

#### Background

The need to make access management and safety improvements on Jenkins Island has been discussed and studied by SCDOT, Beaufort County, the Town, and affected neighborhoods for several years.

In 2012, Town Council acted to formally support the construction of the Bluffton Parkway Phase 5-A (Flyover) project on a condition that the State, County and Town make their best efforts to ensure that access management improvements to US 278 in the Windmill Harbour area be coordinated so as to be implemented at the same time the flyover project is completed. The SCDOT constructed interim improvements in the fall of 2015. This project would complete the improvements.

In 2015, Beaufort County conducted an exhaustive engineering study of access management and safety improvement options and selected the proposed project, known as Alternative 2-A. The Windmill Harbour POA traffic committee strongly supports Alternative 2-A. Beaufort County is currently obtaining required permits from SCDOT and the Town.

This project would make access between US 278 and side streets safer while decreasing delays and congestion. The two proposed signalized intersections would reroute minor street left-turn traffic to median U-turn crossovers, thereby reducing opportunities for collisions. Each signal would only stop traffic in one direction, so a vehicle traveling in either direction would only encounter one traffic signal. The consultant's study projects reduced travel times for eastbound and westbound US 278 traffic during the morning and afternoon peak volume periods, respectively.

Based on the latest annual Traffic Monitoring and Evaluation Report, the Town's top traffic deficiency is the US 278 – Squire Pope Road intersection. The solution to this problem entails adding through lanes and auxiliary lanes to US 278 from Squire Pope Road to Jenkins Island. A Town CIP project being planned would widen US 278 from Jenkins Island to Squire Pope Road. Together, these projects will widen US 278 from Squire Pope to Jenkins Island, improving the Town's top traffic deficiency.

Once these projects are constructed, the bridges connecting the island to the mainland would be the last remaining four-lane section from SC 170 to the Cross Island Parkway interchange. With the completed mainland widening of US 278, the Bluffton Parkway extension, and now this project, the SCDOT may be encouraged to expedite the bridge replacement project.

This project will be funded solely by the County; however the Town will be asked to donate a long strip of land (4.7 acres total) from the Jenkins Tract (north of US 278 on Jenkins Island) to widen the US 278 right-of-way (Attachment C). Town Council will be asked to review this request in early 2018.

The project plans (Attachment C) do not include pathways. Beaufort County Engineering staff stated pathways are not included because they would not connect to pathways on the east or west: there is no pathway on the J. Wilton Graves bridge; and the existing sidewalks on the north and south sides of US 278 end before the causeway (Attachment A). Further, future US 278 widening and bridge replacement projects that haven't been designed would have to be planned to align with pathways.

Though pathways on Jenkins Island would not immediately connect to existing pathways, future projects on either side of Jenkins Island will provide options for connectivity. A future Town CIP project to widen US 278 to six lanes from Squire Pope Road to Jenkins Island, including pathways, is planned. SCDOT will soon begin studying environmental impacts and alternative improvements to the US 278 corridor, including the replacement of the MacKay Creek bridges and the J. Wilton Graves bridges.

The project plans also lack a landscape plan. As the gateway to Hilton Head Island, the landscaping along US 278 and in the medians is a priority. Implications for the Comprehensive Plan (Road Network) states the, “protection of aesthetics and natural character of the Town’s main arterials has been and should continue to be a priority. With this in mind streetscapes should be used to establish character for... gateways to the island.”

On February 22, 2016, the Public Facilities Committee heard a technical presentation of the project from HDR ICA, Inc., Beaufort County’s consultant, and received public comments. The Committee voted unanimously to recommend that Town Council adopt a supportive position endorsing Beaufort County’s recommended alternative solution, 2-A, for transportation safety and access management improvements along US 278 on Jenkins Island with the caveat that the consultant take a close look at the suggestions from the public to see if any modifications could be made.

On March 1, 2016, Town Council discussed the Public Facilities Committee’s recommendation. Town Council did not approve the recommendation. Instead, they approved a motion that a conceptual plan defining the sequence and timing of project elements including roads, bridges, traffic lights, if any, median cuts between Moss Creek and Gum Tree Road be undertaken with reasonable dispatch.

On October 23, 2017, the Public Facilities Committee heard an update on the project’s status and considered Beaufort County’s request that the Town dedicate 4.7 acres of the Jenkins tract to widen the US 278 right-of-way. The Committee voted unanimously to approve the item as presented.

### **Description of Project**

The project includes:

1. Widening US 278 from four to six lanes from the eastern foot of the J. Wilton Graves bridge to the western end of the causeway connecting Jenkins Island to Hilton Head Island. See Attachment C.
2. Complete closure of two existing median crossovers: one at Harbour Passage (entrance to Windmill Harbour) and C. Heinrichs Circle; and one at Jenkins Island Road (entrance to Hilton Head Harbor RV Resort & Marina).
3. Partial closure of the median crossover serving Blue Heron Point Road. The median will continue to allow off-island westbound turns onto Blue Heron Point Road, but it will prohibit left turns onto off-island westbound US 278.

4. Installation of two, two-phase (red and green, no yellow) traffic signals that provide alternating right-of-way between U-turn maneuvers and opposing traffic. The westerly signal will be installed at the existing Blue Heron Point Road intersection. It will provide alternate right-of-way to serve off-island westbound U-turns and left-turn turns onto Blue Heron Point Road, followed by on-island eastbound traffic. The easterly signal will be installed at a newly constructed crossover 600 feet east of Jenkins Road. It will alternatively serve on-island eastbound U-turns, followed off-island westbound traffic.
5. Construction of a new crossover 600 feet east of Jenkins Road and a corresponding pavement bulb-out to accommodate U-turns.
6. Construction of a new pavement bulb-out at the Blue Heron Point Road to accommodate U-turns.

The two Restricted Crossing U-Turn (RCUT) signalized intersections proposed for Jenkins Island will reroute side street left-turn movements to median U-turn crossovers on a widened US 278, thereby providing major advantages, including reduced delay and congestion for through traffic on US 278 and reduced opportunities for collisions compared to conventional designs. This design, also known as a “superstreet” or “reduced conflict intersection” will only stop traffic in one direction, so a motorist passing through the corridor in either direction would only encounter one traffic signal.

#### **Location, Character, and Extent**

LMO Section 16-2-103.Q.4, PPR Review Standards,

In determining whether or not a proposed public project is compatible with the Comprehensive Plan, the Planning Commission shall consider whether the location, character and extent of the proposed development is consistent with, or conflicts with, the plan’s goals and implementation strategies.

#### **Summary of Facts and Conclusions of Law**

##### **Findings of Fact:**

1. LMO Appendix D-23, Application Deadlines, requires applications before the Planning Commission to be submitted to the LMO Official 30 days prior to the meeting. The applicant submitted the application for this project on December 4, 2017.
2. LMO Section 16-2-102.E.1 requires that, when an application is subject to a hearing, the LMO Official shall ensure that the hearing on the application is scheduled for a regularly scheduled meeting of the body conducting the hearing or a meeting specially called for that purpose by such body. The LMO Official scheduled the public hearing on the application for the January 3, 2018 Planning Commission meeting, which is a regularly scheduled meeting of the Commission.
3. LMO Section 16-2-102.E.2 requires the LMO Official to publish a notice of the public hearing in a newspaper of general circulation in the Town no less than 15

calendar days before the hearing date. Notice of the January 3, 2018 public hearing was published in the Island Packet on December 10, 2017.

4. LMO Section 16-2-102.E.2 requires the applicant to mail a notice of the public hearing by first-class mail to the owner(s) of the land directly contiguous to the proposed project, no less than 15 calendar days before the January 3, 2018 hearing date. The applicant mailed notices of the public hearing by first-class mail to such owner(s) of the land on December 8, 2017.

**Conclusions of Law:**

1. The application was submitted 30 calendar days prior to the meeting date, in compliance with LMO Appendix D-23.
2. The LMO Official scheduled the public hearing on the application for the January 3, 2018 Planning Commission meeting, in compliance with LMO 16-2-102.E.1.
3. Notice of the public hearing was published 24 calendar days before the meeting date, in compliance with LMO 16-2-102.E.2.
4. The applicant mailed notices of the public hearing to owner(s) of land subject to the application and to owner(s) of land directly contiguous to the proposed project 26 calendar days before the hearing date, in compliance with LMO 16-2-102.E.2.

**Summary of Facts and Conclusions of Law**

**Findings of Fact:**

The adopted Comprehensive Plan addresses the location, character and extent of this project in the following areas:

**Community Facilities Element**

**Implications for the Comprehensive Plan: Transportation Network**

- The Town needs a comprehensive transportation network composed of roads, pathways, water and air transportation opportunities that are adequately maintained and meet current standards.
- While the Island currently has an extensive pathway network, opportunities to improve pathway connections between destinations that provide additional recreational opportunities and promote alternative means of transportation on the Island should be considered.
- The Island's pathway network could be enhanced by providing a link to mainland pathway facilities.

**Goal 6.3: Transportation Network**

- A. To provide a transportation network that includes opportunities for roadway, pathway, water-based, and air-based transportation to and on the Island.
- B. To have a safe, efficient, and well-maintained regional and local roadway network.
- D. To have a pathway network that provides for recreational opportunities as well as an alternative means of transportation to and on the Island.

### **Implementation Strategies 6.3: Transportation Network**

- C. Continue to expand the Island's pathway network.
- D. Coordinate with SCDOT and Beaufort County to provide a pathway link to the mainland.

### **Transportation Element**

#### **Implications for the Comprehensive Plan: Road Network**

- Continued coordination with South Carolina Department of Transportation and Beaufort County to maintain the current capacity of William Hilton Parkway and other arterials by controlling access points and median crossing locations, improving intersections, adding decelerations lanes, optimizing the synchronized traffic lights with the mainland's system and investigating other methods of traffic management and development control is recommended.
- The Town enjoys a positive reputation for the high quality of maintenance along its roadways. This should be considered as additional development or redevelopment is proposed. Protection of aesthetics and natural character of the Town's main arterials has been and should continue to be a priority. With this in mind streetscapes should be used to establish character for redevelopment areas, recreation or activity centers, pedestrian oriented areas, and gateways to the island.

#### **Implications for the Comprehensive Plan: Traffic Volumes and Trends**

- Future traffic volumes may exceed the capacity of the Town's road network impacting both the efficiency and safety of the Island's roads. Improvements to the road network that include safe and convenient access and interconnections to all areas of the Island that still protect community investments, neighborhoods, and the natural environment should be considered.

#### **Implications for the Comprehensive Plan: Pathway Network**

- Pathways do not currently serve all areas of the Island. The Town should continue to move forward with construction of pathways to connect these areas.
- The Island's pathway network could be enhanced by providing a link to the bridge to the mainland in anticipation that other jurisdictions will connect pathway facilities on the mainland.

#### **Goal 9.1: Road Network**

- A. To improve the road network by creating safe and convenient access and interconnections to all areas of the Island while protecting community investments, neighborhoods, and the natural environment.
- C. To provide intersection design standards and maintenance for public safety while considering the unique Island character, aesthetics, topography, vegetation, environmentally sensitive areas, and neighborhood cohesiveness.

- E. Implement intersection signal improvement proposals (left turn signals, right turn signals, pedestrian signals, and crosswalks, etc.) that have been endorsed by the South Carolina Department of Transportation.

**Goal 9.2: Traffic Volumes and Trends**

- B. To have multiple transportation options available to residents, visitors, and employees.

**Goal 9.4: Multi-Use Pathways**

- A. To expand the pathway network to provide pedestrians, bicyclists, and other users of non-motorized transit with safe and efficient infrastructure to connect residential and tourist areas to schools, parks, commercial areas, and potential off-Island connections.

**Implementation Strategies 9.1: Road Network**

- A. Continue to coordinate with SCDOT and Beaufort County to maintain the current capacity of William Hilton Parkway and other arterials by controlling access points and median crossing locations, improving intersections, adding deceleration lanes or extending existing deceleration lanes, optimizing the synchronized traffic lights, and investigating other methods of traffic management and development control.
- G. Consider implementation of concepts such as “Complete Streets” that integrates multiple forms of transportation modes and promotes connectivity.
- CC. Investigate all possible alternatives to widening William Hilton Parkway before committing to such a project.
- DD. Future roadway widening projects within the Town should be carefully planned to protect vegetative cover along roads, and to assure neighborhoods are not excessively adversely impacted.

**Implementation Strategies 9.4: Multi-Use Pathways**

- A. Expand the Island’s Multi-Use Pathway System to connect all appropriate land uses such as parks, schools, open spaces, and beach access facilities on the Island along with residential and commercial destinations
  - ii. Identify areas for sidewalk or multi-use pathway locations which have significant commercial, recreation, resort, entertainment, or other intense public use but do not have adequate pedestrian or bicycle access.
  - iii. Investigate the use of power line easements for potential multi-use pathway locations.
- B. Encourage new public and private development and redevelopment to create connections to the Island Multi-Use Pathway System
  - ii. Coordinate with Beaufort County, Bluffton, and the Lowcountry Council of Governments to connect Island multi-use pathways to pathway systems on the mainland.

**Recreation Element**

**Goal 10.5: Facilities Guidelines**



- A. Continue improving and expanding the existing network of multi-use pathways throughout the Island enabling residents and visitors to access recreational areas, shopping centers, schools, and businesses by non-motorized forms of transportation.

**Implementation Strategy 10.5: Facilities Guidelines**

- C. Continually make improvements to the existing pathway system and provide new pathway links.

**Conclusions of Law:**

**For the Location of the project:**

Staff concludes that the project is compatible with the adopted Comprehensive Plan as described in the Community Facilities, Transportation, and Recreation Elements for the location of this project as follows:

- The project will improve efficiency and safety of US 278 on Jenkins island, a critical section of the transportation network, consistent with the Community Facilities and Transportation Elements.

**For the Character of the project:**

Staff concludes that the project is compatible with the adopted Comprehensive Plan as described in the Community Facilities, Transportation, and Recreation Elements for the character of this project as follows:

- The project will make improvements to the road network that includes safe and convenient access that protects neighborhoods and the natural environment, consistent with the Transportation Element.
- The project should include the pathways along US 278 to allow multiple modes of transportation, promote connectivity, and provide recreational opportunities, consistent with the Community Facilities, Transportation, and Recreation Elements.
- The project should include landscaping to ensure the streetscape contributes to a quality gateway to the island, consistent with the Transportation Element.

**For the Extent of the project:**

Staff concludes that the project is compatible with the adopted Comprehensive Plan as described in the Community Facilities, Transportation, and Recreation Elements for the extent of this project as follows:

- The project should improve safety along this segment of US 278 by controlling access points and median crossing locations and improving intersections, consistent with the Transportation Element.
- The project should include the pathways along US 278 to allow multiple modes of transportation, promote connectivity, and provide recreational opportunities, consistent with the Community Facilities, Transportation, and Recreation Elements.

- The project should include landscaping to ensure the streetscape contributes to a quality gateway to the island, consistent with the Transportation Element.

**LMO Official Determination**

Staff determines that this application is **compatible** with the Town’s Comprehensive Plan for location, character and extent based on those Findings of Facts and Conclusions of Law as determined by the LMO Official and enclosed herein **with the condition that pathways and landscaping are installed along this section of US 278.**

**Planning Commission Determination and Motion**

**The Planning Commission’s role is to determine if the application is compatible with the Comprehensive Plan for location, character, and extent.**

**PREPARED BY:**

AC

\_\_\_\_\_  
Anne Cyran, AICP  
*Senior Planner / PC Coordinator*

December 20, 2017

\_\_\_\_\_  
DATE

**REVIEWED BY:**

TBL

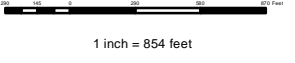
\_\_\_\_\_  
Teri B. Lewis, AICP  
*LMO Official*

December 20, 2017

\_\_\_\_\_  
DATE

**ATTACHMENTS:**

- A. Location Map
- B. Application Narrative
- C. Project Details
- D. Traffic Movement Exhibits

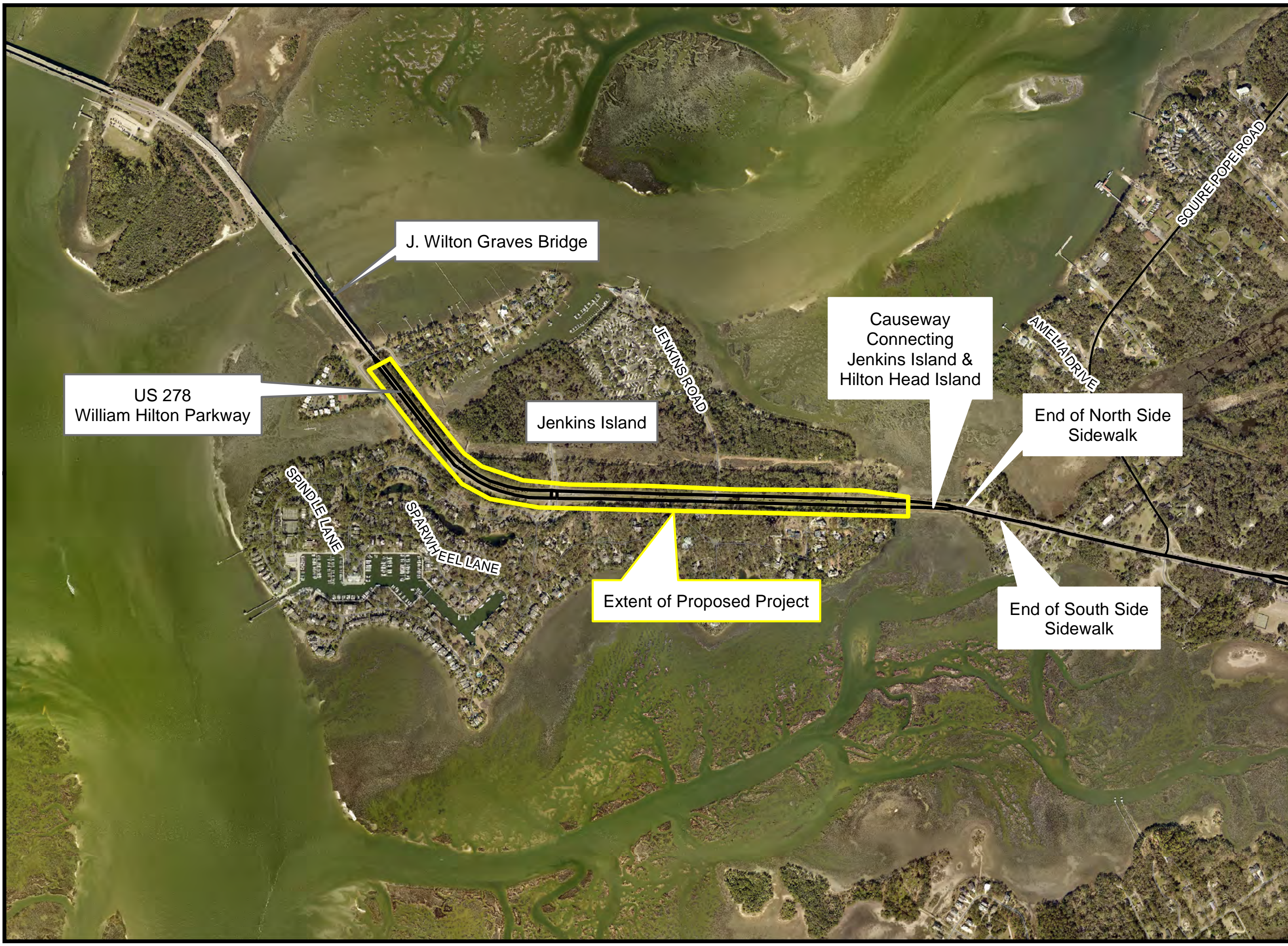


# Jenkins Island Road Widening Project

## Attachment A: Location Map

**TOWN OF HILTON HEAD ISLAND**  
ONE TOWN CENTER COURT  
HILTON HEAD ISLAND, S.C. 29928  
PHONE (843) 341- 4600

The information on this map has been compiled from a variety of sources and is intended to be used only as a guide. It is provided without any warranty or representation as to the accuracy or completeness of the data shown. The Town of Hilton Head Island assumes no liability for its accuracy or state of completion or for any losses arising from the use of the map.



US 278  
William Hilton Parkway

J. Wilton Graves Bridge

Jenkins Island

Causeway  
Connecting  
Jenkins Island &  
Hilton Head Island

End of North Side  
Sidewalk

Extent of Proposed Project

End of South Side  
Sidewalk

SPINDLE LANE

SPARWHEEL LANE

JENKINS ROAD

AMELIA DRIVE

SQUIRE POPE ROAD

# **Jenkins Island Widening Project**

## **Staff Report, Attachment B**

### **Application Narrative**

The need to make access management and safety improvements on Jenkins Island has been discussed and studied by SCDOT, Beaufort County, the Town, and affected neighborhoods for several years.

US 278 has four access points on Jenkins Island: Blue Heron Point Road.; Windmill Harbour (Harbour Passage); C. Heinrichs Circle; and Jenkins Road. Drivers at these intersections currently (and in the future without any improvements) experience extremely long delays and obvious safety concerns. Safety issues include the lack of acceptable gaps in US 278 traffic for left turns, therefore causing motorists to make split-second decisions, and for right turns, limited acceleration lanes for merging movements.

An analysis of the available accident data shows 79 accidents have occurred on US 278 on Jenkins Island over the past three years, with 67 of the 79 occurring at the aforementioned intersection points. The majority of accidents are rear-end, run-off-the-road and angle type crashes which may be attributed to excessive speeds, limited acceleration/deceleration lanes, inadequate shoulder widths, and risky turning movements from side roads. Of the 79 accidents, at least one fatality was reported.

Beaufort County conducted an exhaustive engineering study of access management and safety improvement options and selected the proposed project, known as Alternative 2-A or the Super Street. The Windmill Harbour POA traffic committee strongly supports Alternative 2-A. The project will improve operational efficiency along US 278 while providing safe access to neighborhoods with minimum disruption to through traffic on US 278.

The project includes:

1. Widening US 278 from four to six lanes from the eastern foot of the J. Wilton Graves bridge to the western end of the causeway connecting Jenkins Island to Hilton Head Island. See Attachment C.
2. Complete closure of two existing median crossovers: one at Harbour Passage (entrance to Windmill Harbour) and C. Heinrichs Circle; and one at Jenkins Road (entrance to Hilton Head Harbor RV Resort & Marina).
3. Partial closure of the median crossover serving Blue Heron Point Road. The median will continue to allow off-island westbound turns onto Blue Heron Point Road, but it will prohibit left turns onto off-island westbound US 278.
4. Installation of two, two-phase traffic signals that provide alternating right-of-way between U-turn maneuvers and opposing traffic. The westerly signal will be installed at the existing Blue Heron Point Road intersection. It will provide alternate right-of-way to serve off-island westbound U-turns and left-turn turns onto Blue Heron Point Road, followed by on-island eastbound traffic. The easterly signal will be installed at a newly constructed crossover 600 feet east of Jenkins Road. It will alternatively serve on-island eastbound U-turns, followed off-island westbound traffic.

## **Jenkins Island Widening Project Staff Report, Attachment B Application Narrative**

5. Construction of a new crossover 600 feet east of Jenkins Road and a corresponding pavement bulb-out to accommodate U-turns.
6. Construction of a new pavement bulb-out at the Blue Heron Point Road to accommodate U-turns.

Once construction is complete, traffic will move through the area as follows:










- Off-island, westbound motorists turning left onto Blue Heron Point Road will continue to turn left from westbound US 278 onto Blue Heron Point Road, but the turn will be protected by the new westerly traffic signal. See Attachment D.
- Off-island, westbound motorists turning left into Windmill Harbour will proceed on westbound US 278 past the existing Windmill Harbour entrance to the new westerly (Blue Heron Point Road) traffic signal where they will make a protected U-turn and continue on eastbound US 278 to the entrance.
- Off-island, westbound motorists turning left onto US 278 from Blue Heron Point Road and Windmill Harbour will turn right onto eastbound US 278 and then make a protected U-turn at a new median crossover to proceed westbound on US 278.
- On-island, eastbound motorists turning left onto Jenkins Road from US 278 will proceed on eastbound US 278 past the existing median crossover to the new easterly traffic signal where they will make a protected U-turn and continue on westbound US 278 to Jenkins Road.
- On-island, eastbound motorists turning left onto US 278 from Jenkins Road will turn right onto westbound US 278 and proceed to the new westerly (Blue Heron Point Road) traffic signal where they will make a protected U-turn onto eastbound US 278.

An operational analysis was conducted to determine the level of service (LOS) conditions for the opening year and the design year (2020 & 2035, respectively). This analysis concluded that Alternative 2-A would provide satisfactory operations and LOS through the design year. The analysis indicates that the installation of traffic signals along US 278 would not expect to produce any significant adverse impacts on through traffic along US 278 as the majority of green time would be allocated to the through movements.

As designed, Alternative 2-A has no impacts to wetlands.

Jenkins Island Widening Project  
 Staff Report, Attachment C: Project Details  
 Page 1 of 2

**LEGEND**

-  DELINEATED WETLANDS
-  PRESENT RIGHT OF WAY
-  EXISTING PROPERTY LINES
-  PROPOSED NEW RW
-  EXISTING ROADWAY
-  PROPOSED ROADWAY IMPROVEMENTS
-  PAVEMENT REMOVAL
-  NEW CONCRETE ISLAND
-  PROPOSED TRAVEL PATTERN

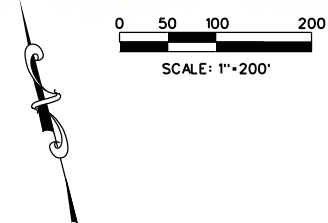
A portion of this Town-owned property would be required to widen the right-of-way. The yellow line indicates the present right-of-way boundary. The red line indicates the proposed right-of-way boundary.

Partial Closure of Median Crossover

Closure of Median Crossover

New Pavement Bulb-Out for U-Turns

MATCHLINE "A"  
 SEE NEXT SHEET



JENKINS ISLAND ACCESS MANAGEMENT SYSTEM  
 BEAUFORT COUNTY, SC  
 ALTERNATIVE NO. 2A  
 MEDIAN U-TURNS  
 PRELIMINARY ENVIRONMENTAL SCREENING REPORT

DATE  
 SEPT. 15, 2015  
 FIGURE  
 ALT. 2A - SHEET 1

Jenkins Island Widening Project  
 Staff Report, Attachment C: Project Details  
 Page 2 of 2



A portion of this Town-owned property would be required to widen the right-of-way. The yellow line indicates the present right-of-way boundary. The red line indicates the proposed right-of-way boundary.

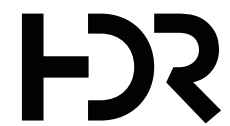
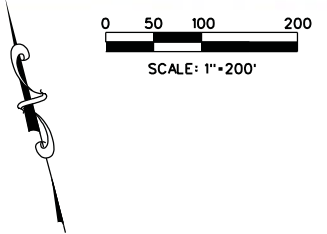
New Median Crossover and Pavement Bulb-Out for U-Turns

Closure of Median Crossover

MATCHLINE "A"  
 SEE PREVIOUS SHEET

**LEGEND**

- DELINEATED WETLANDS
- PRES. R/W PRESENT RIGHT OF WAY
- EXISTING PROPERTY LINES
- PROPOSED NEW RW
- EXISTING ROADWAY
- PROPOSED ROADWAY IMPROVEMENTS
- PAVEMENT REMOVAL
- NEW CONCRETE ISLAND
- PROPOSED TRAVEL PATTERN



JENKINS ISLAND ACCESS MANAGEMENT SYSTEM  
 BEAUFORT COUNTY, SC

ALTERNATIVE NO. 2A  
 MEDIAN U-TURNS

PRELIMINARY ENVIRONMENTAL SCREENING REPORT

DATE  
 SEPT. 15, 2015

FIGURE  
 ALT. 2A- SHEET 2

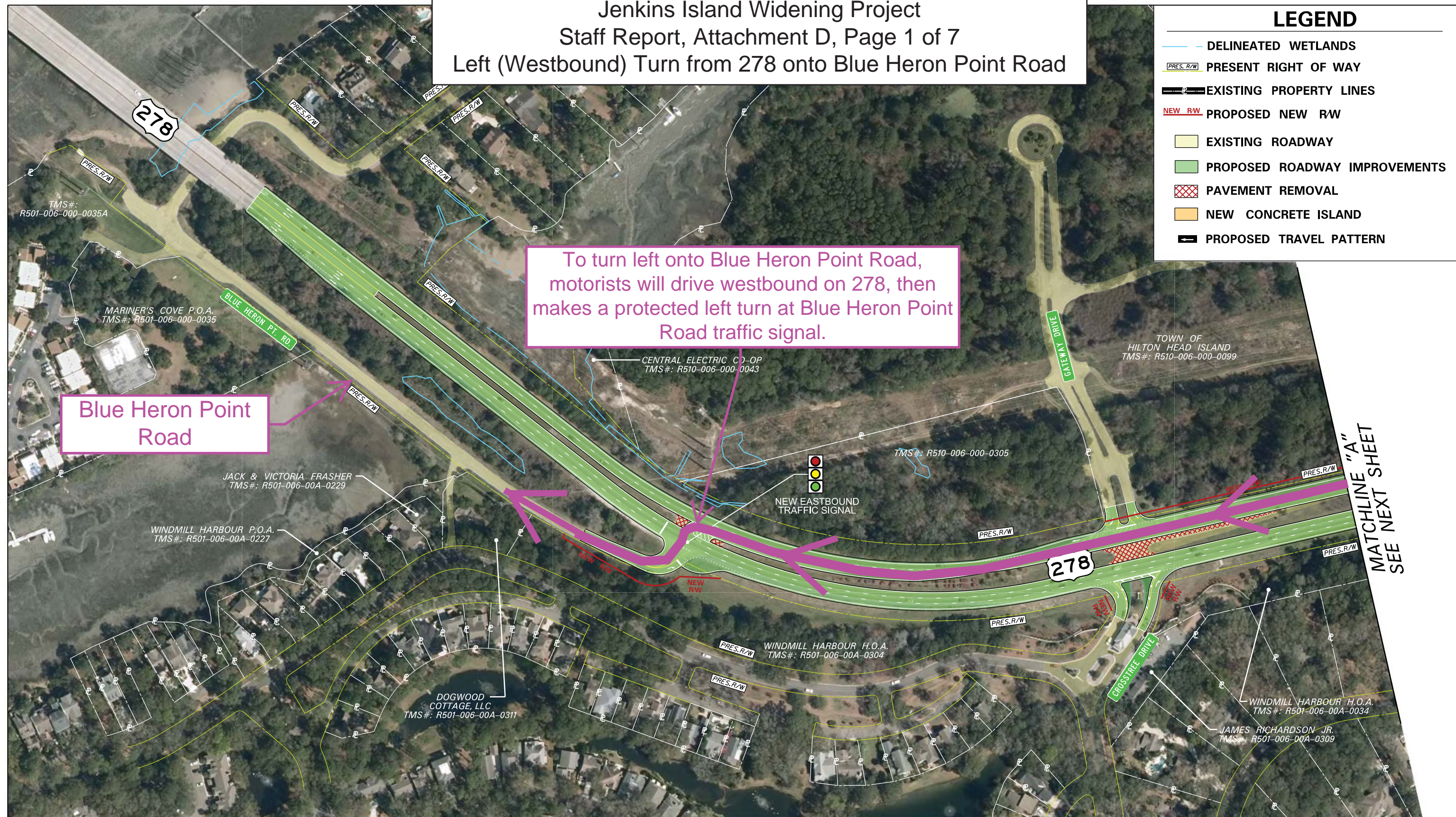
Jenkins Island Widening Project  
 Staff Report, Attachment D, Page 1 of 7  
 Left (Westbound) Turn from 278 onto Blue Heron Point Road

### LEGEND

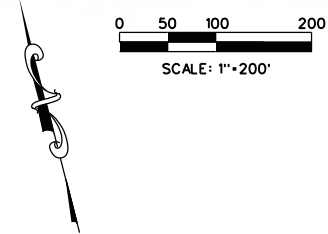
- DELINEATED WETLANDS
- PRESENT RIGHT OF WAY
- EXISTING PROPERTY LINES
- PROPOSED NEW RW
- EXISTING ROADWAY
- PROPOSED ROADWAY IMPROVEMENTS
- PAVEMENT REMOVAL
- NEW CONCRETE ISLAND
- PROPOSED TRAVEL PATTERN

To turn left onto Blue Heron Point Road, motorists will drive westbound on 278, then makes a protected left turn at Blue Heron Point Road traffic signal.

Blue Heron Point Road



MATCHLINE "A" SHEET  
SEE NEXT SHEET



JENKINS ISLAND ACCESS MANAGEMENT SYSTEM  
 BEAUFORT COUNTY, SC  
 ALTERNATIVE NO. 2A  
 MEDIAN U-TURNS  
 PRELIMINARY ENVIRONMENTAL SCREENING REPORT

DATE  
 SEPT. 15, 2015  
 FIGURE  
 ALT. 2A - SHEET 1

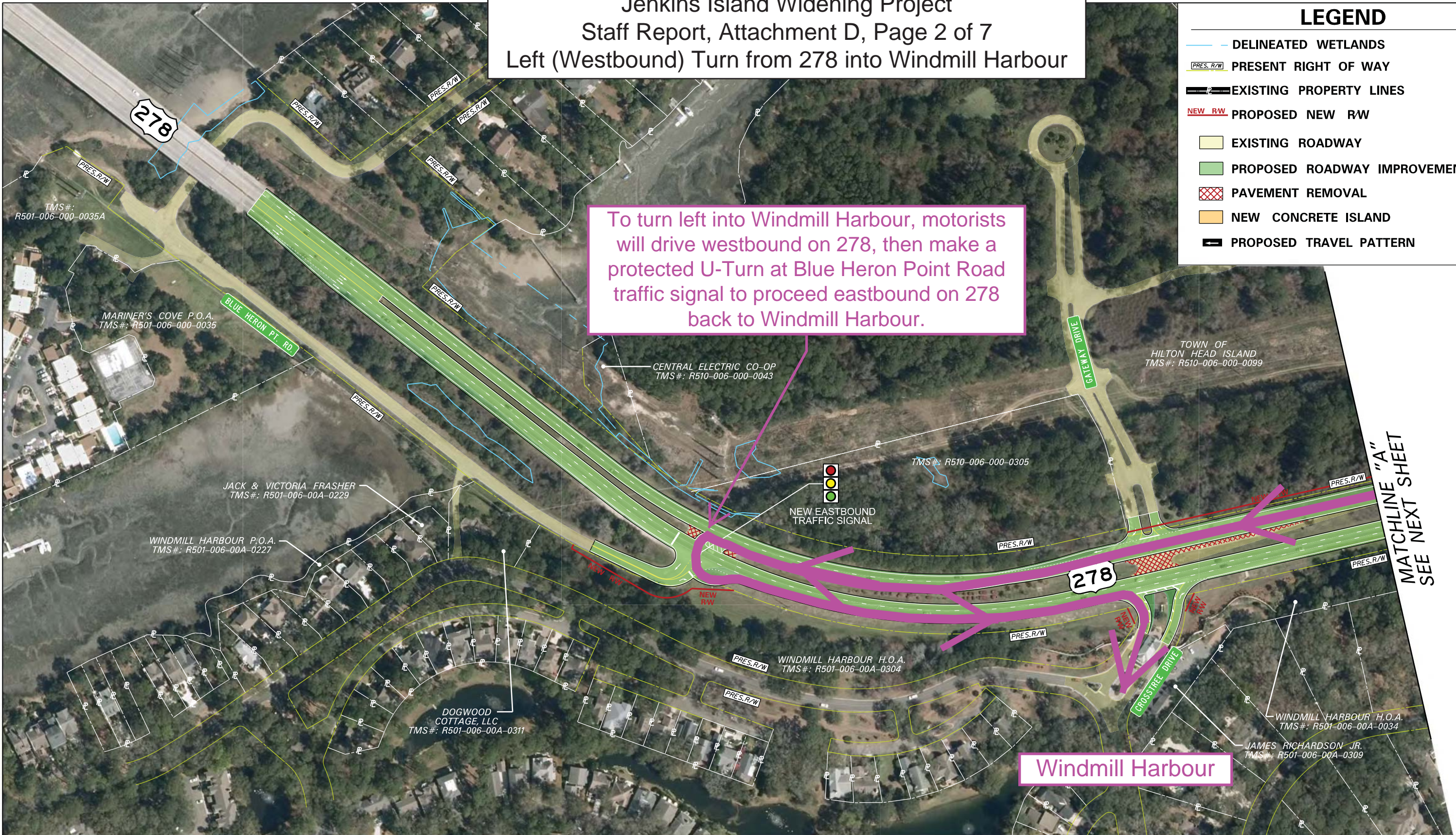


Jenkins Island Widening Project  
 Staff Report, Attachment D, Page 2 of 7  
 Left (Westbound) Turn from 278 into Windmill Harbour

### LEGEND

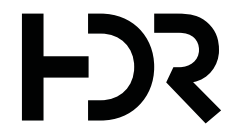
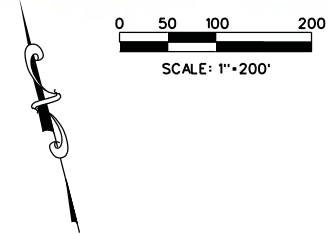
- DELINEATED WETLANDS
- PRESENT RIGHT OF WAY
- EXISTING PROPERTY LINES
- PROPOSED NEW RW
- EXISTING ROADWAY
- PROPOSED ROADWAY IMPROVEMENTS
- PAVEMENT REMOVAL
- NEW CONCRETE ISLAND
- PROPOSED TRAVEL PATTERN

To turn left into Windmill Harbour, motorists will drive westbound on 278, then make a protected U-Turn at Blue Heron Point Road traffic signal to proceed eastbound on 278 back to Windmill Harbour.



MATCHLINE "A" SHEET  
SEE NEXT SHEET

Windmill Harbour












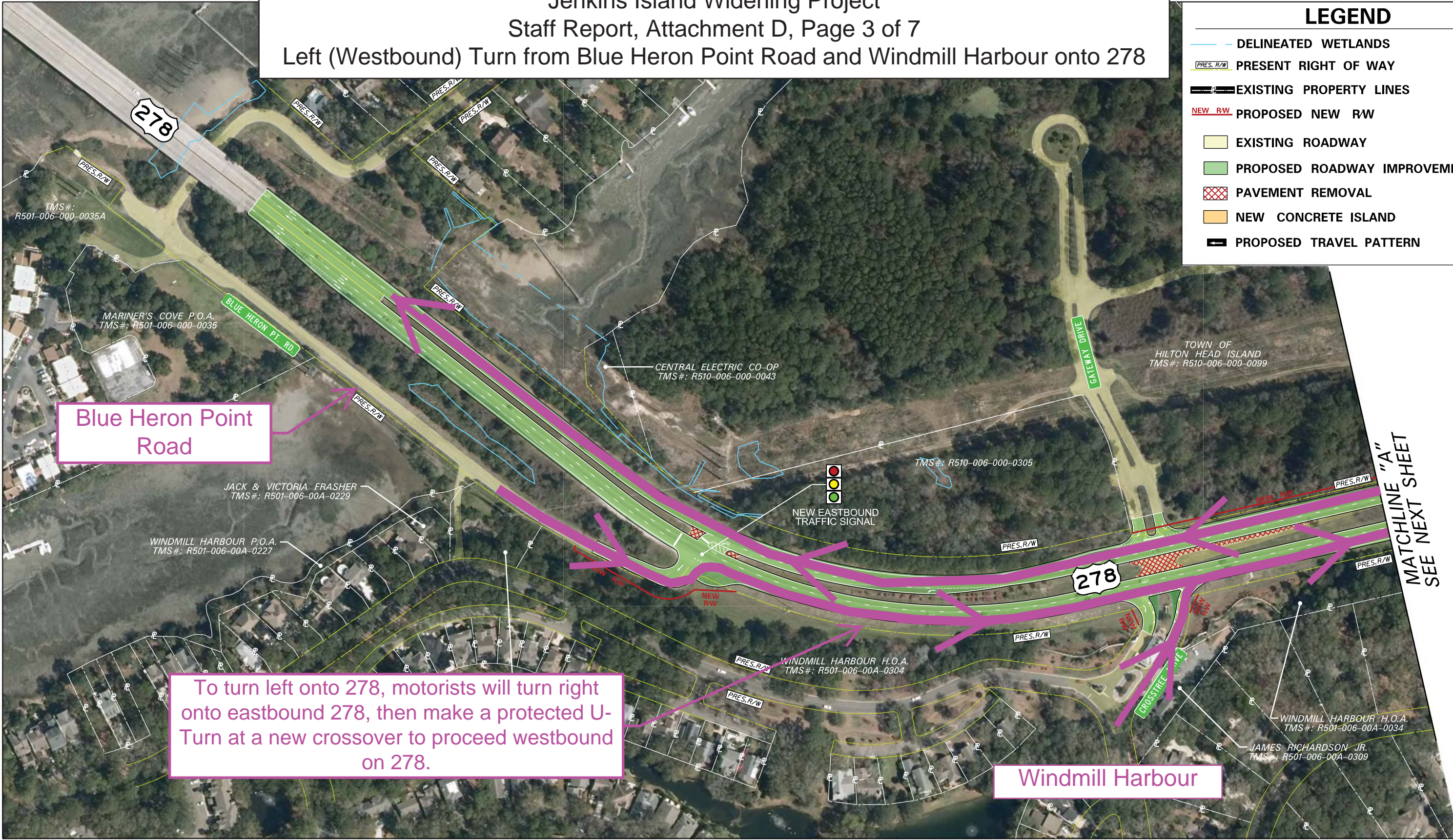
JENKINS ISLAND ACCESS MANAGEMENT SYSTEM  
 BEAUFORT COUNTY, SC  
 ALTERNATIVE NO. 2A  
 MEDIAN U-TURNS  
 PRELIMINARY ENVIRONMENTAL SCREENING REPORT

DATE  
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 FIGURE  
 ALT. 2A - SHEET 1

**Jenkins Island Widening Project**  
**Staff Report, Attachment D, Page 3 of 7**  
**Left (Westbound) Turn from Blue Heron Point Road and Windmill Harbour onto 278**

**LEGEND**

-  DELINEATED WETLANDS
-  PRESENT RIGHT OF WAY
-  EXISTING PROPERTY LINES
-  NEW R/W, PROPOSED NEW RW
-  EXISTING ROADWAY
-  PROPOSED ROADWAY IMPROVEMENTS
-  PAVEMENT REMOVAL
-  NEW CONCRETE ISLAND
-  PROPOSED TRAVEL PATTERN

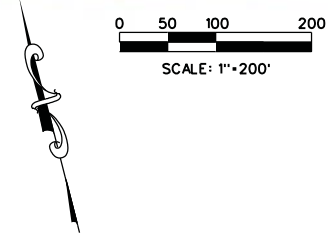


**Blue Heron Point Road**

To turn left onto 278, motorists will turn right onto eastbound 278, then make a protected U-Turn at a new crossover to proceed westbound on 278.

**Windmill Harbour**

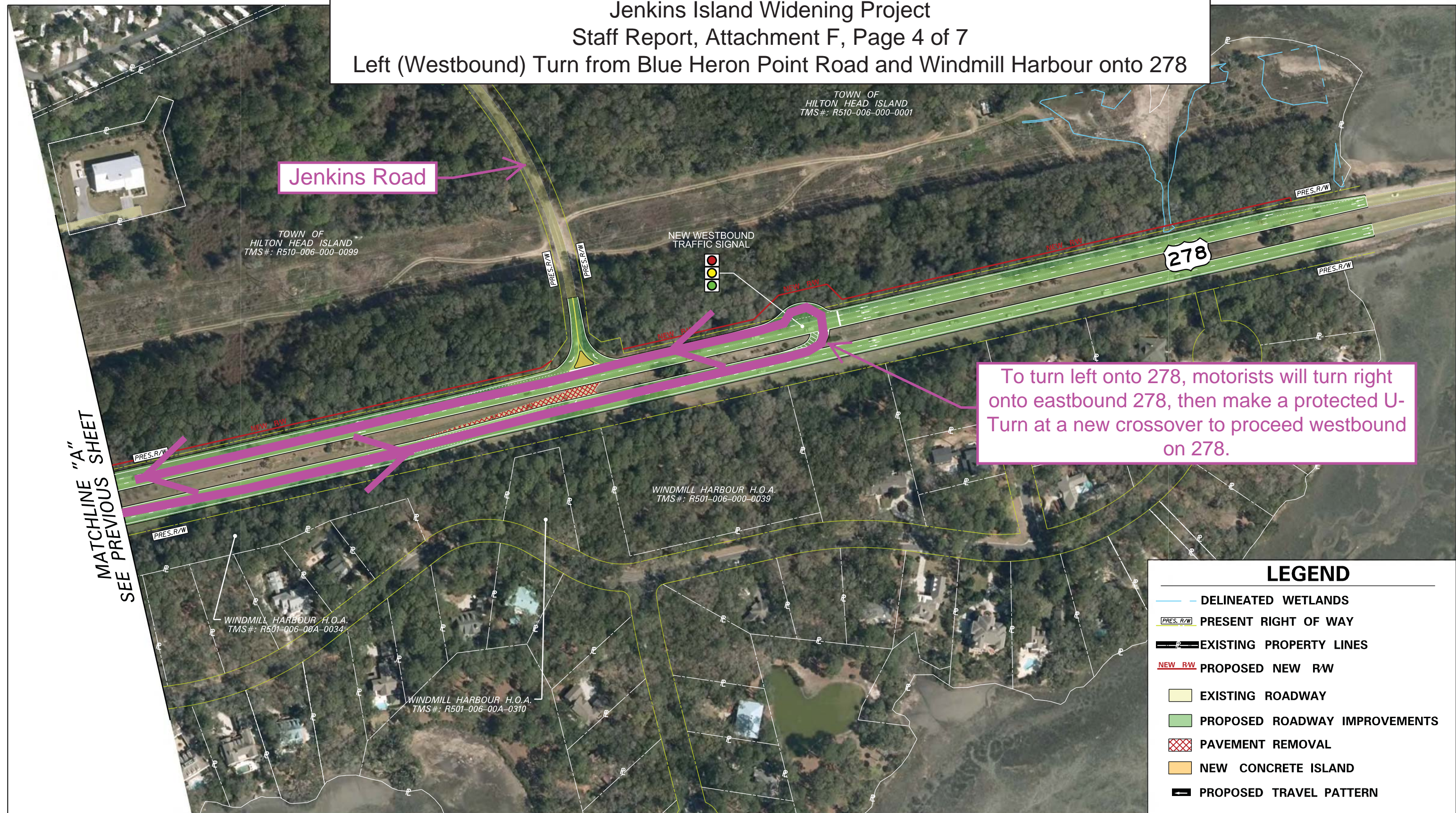
MATCHLINE "A"  
SEE NEXT SHEET



JENKINS ISLAND ACCESS MANAGEMENT SYSTEM  
 BEAUFORT COUNTY, SC  
 ALTERNATIVE NO. 2A  
 MEDIAN U-TURNS  
 PRELIMINARY ENVIRONMENTAL SCREENING REPORT

DATE  
 SEPT. 15, 2015  
 FIGURE  
 ALT. 2A - SHEET 1

Jenkins Island Widening Project  
 Staff Report, Attachment F, Page 4 of 7  
 Left (Westbound) Turn from Blue Heron Point Road and Windmill Harbour onto 278



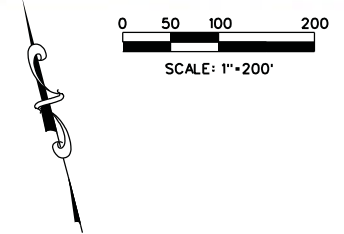
Jenkins Road

To turn left onto 278, motorists will turn right onto eastbound 278, then make a protected U-Turn at a new crossover to proceed westbound on 278.

MATCHLINE "A"  
 SEE PREVIOUS SHEET

**LEGEND**

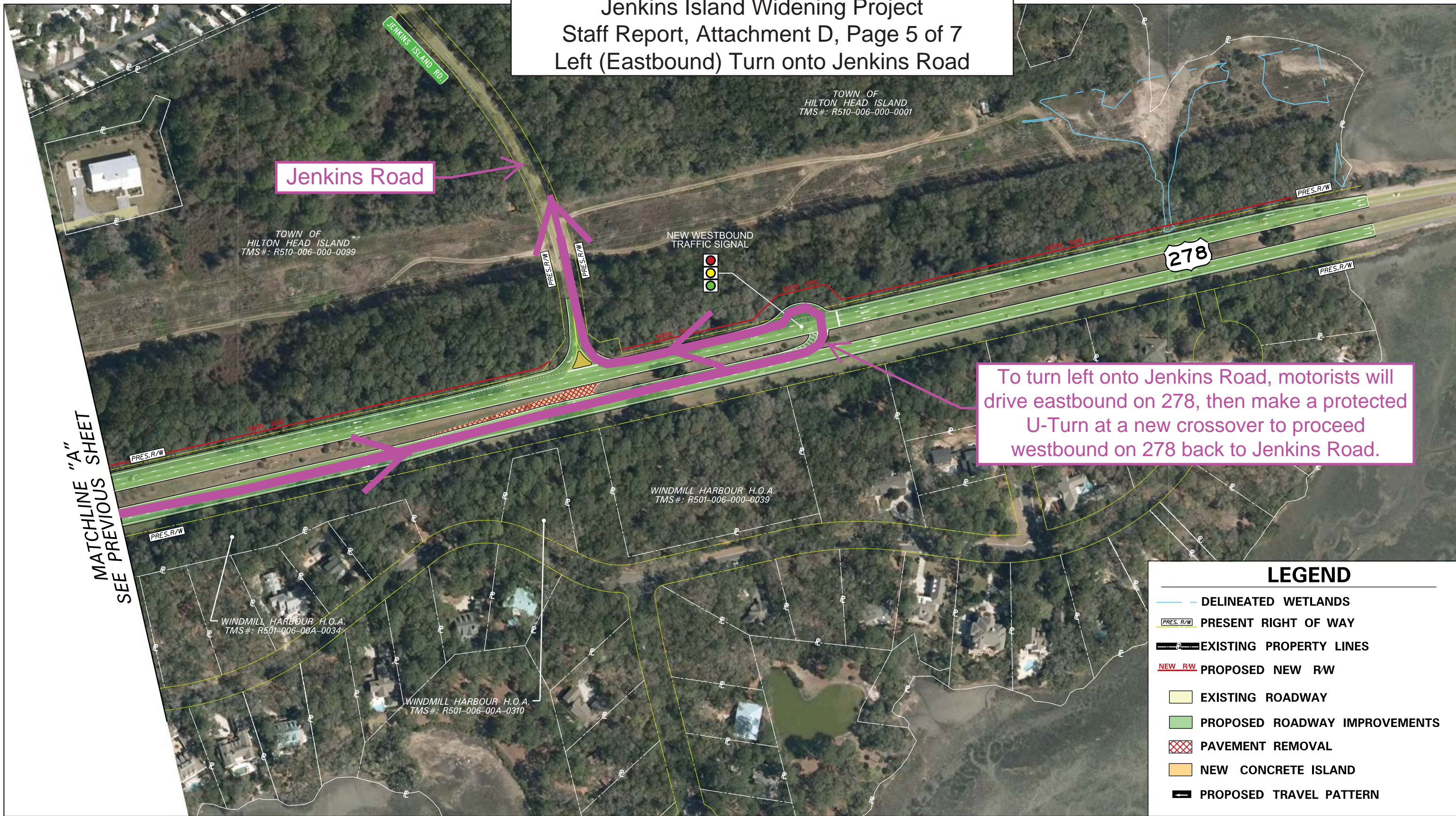
- DELINEATED WETLANDS
- PRES. RW PRESENT RIGHT OF WAY
- EXISTING PROPERTY LINES
- PROPOSED NEW RW
- EXISTING ROADWAY
- PROPOSED ROADWAY IMPROVEMENTS
- PAVEMENT REMOVAL
- NEW CONCRETE ISLAND
- PROPOSED TRAVEL PATTERN



JENKINS ISLAND ACCESS MANAGEMENT SYSTEM  
 BEAUFORT COUNTY, SC  
 ALTERNATIVE NO. 2A  
 MEDIAN U-TURNS  
 PRELIMINARY ENVIRONMENTAL SCREENING REPORT

DATE  
 SEPT. 15, 2015  
 FIGURE  
 ALT. 2A- SHEET 2

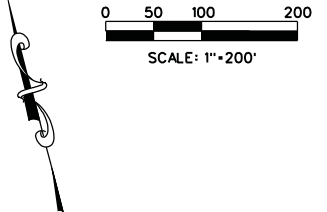
Jenkins Island Widening Project  
 Staff Report, Attachment D, Page 5 of 7  
 Left (Eastbound) Turn onto Jenkins Road



To turn left onto Jenkins Road, motorists will drive eastbound on 278, then make a protected U-Turn at a new crossover to proceed westbound on 278 back to Jenkins Road.

MATCHLINE "A"  
 SEE PREVIOUS SHEET

LEGEND	
	DELINEATED WETLANDS
	PRESENT RIGHT OF WAY
	EXISTING PROPERTY LINES
	PROPOSED NEW RW
	EXISTING ROADWAY
	PROPOSED ROADWAY IMPROVEMENTS
	PAVEMENT REMOVAL
	NEW CONCRETE ISLAND
	PROPOSED TRAVEL PATTERN



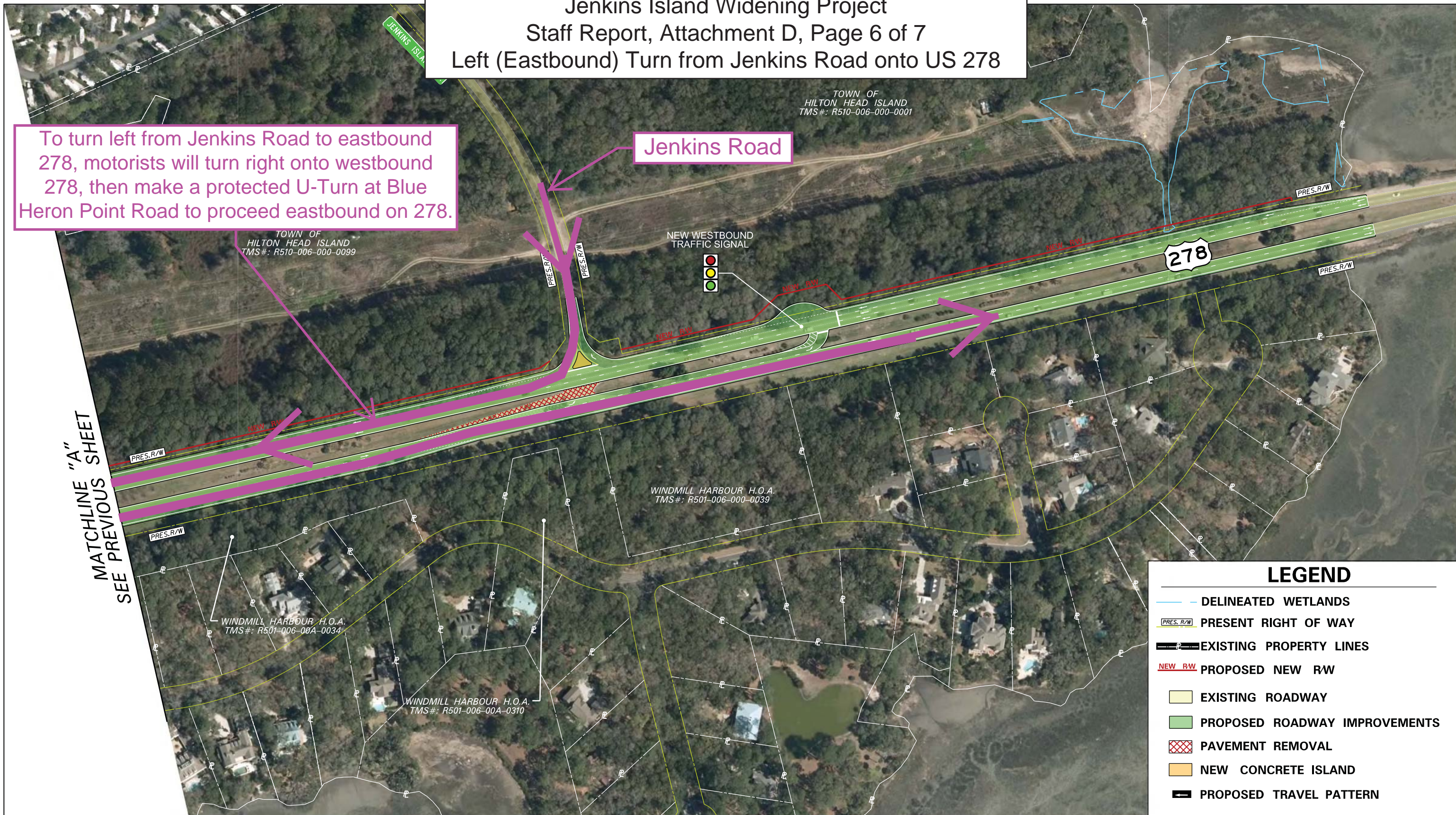
JENKINS ISLAND ACCESS MANAGEMENT SYSTEM  
 BEAUFORT COUNTY, SC  
 ALTERNATIVE NO. 2A  
 MEDIAN U-TURNS  
 PRELIMINARY ENVIRONMENTAL SCREENING REPORT

DATE  
 SEPT. 15, 2015  
 FIGURE  
 ALT. 2A- SHEET 2

Jenkins Island Widening Project  
 Staff Report, Attachment D, Page 6 of 7  
 Left (Eastbound) Turn from Jenkins Road onto US 278

To turn left from Jenkins Road to eastbound 278, motorists will turn right onto westbound 278, then make a protected U-Turn at Blue Heron Point Road to proceed eastbound on 278.

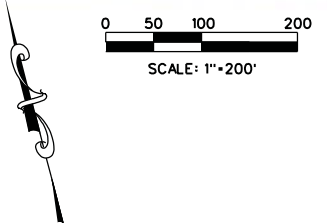
Jenkins Road



MATCHLINE "A"  
 SEE PREVIOUS SHEET

**LEGEND**

- DELINEATED WETLANDS
- PRES. RW PRESENT RIGHT OF WAY
- EXISTING PROPERTY LINES
- PROPOSED NEW RW
- EXISTING ROADWAY
- PROPOSED ROADWAY IMPROVEMENTS
- PAVEMENT REMOVAL
- NEW CONCRETE ISLAND
- PROPOSED TRAVEL PATTERN



JENKINS ISLAND ACCESS MANAGEMENT SYSTEM  
 BEAUFORT COUNTY, SC

ALTERNATIVE NO. 2A  
 MEDIAN U-TURNS

PRELIMINARY ENVIRONMENTAL SCREENING REPORT

DATE  
 SEPT. 15, 2015

FIGURE  
 ALT. 2A- SHEET 2

Jenkins Island Widening Project  
 Staff Report, Attachment D, Page 7 of 7  
 Left (Eastbound) Turn from Jenkins Road onto US 278

### LEGEND

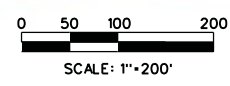
- DELINEATED WETLANDS
- PRESENT RIGHT OF WAY
- EXISTING PROPERTY LINES
- PROPOSED NEW RW
- EXISTING ROADWAY
- PROPOSED ROADWAY IMPROVEMENTS
- PAVEMENT REMOVAL
- NEW CONCRETE ISLAND
- PROPOSED TRAVEL PATTERN

To turn left from Jenkins Road to eastbound 278, motorists will turn right onto westbound 278, then make a protected U-Turn at Blue Heron Point Road to proceed eastbound on 278.

Blue Heron Point Road

Windmill Harbour

MATCHLINE "A"  
 SEE NEXT SHEET



JENKINS ISLAND ACCESS MANAGEMENT SYSTEM  
 BEAUFORT COUNTY, SC  
 ALTERNATIVE NO. 2A  
 MEDIAN U-TURNS  
 PRELIMINARY ENVIRONMENTAL SCREENING REPORT

DATE  
 SEPT. 15, 2015  
 FIGURE  
 ALT. 2A - SHEET 1