



The Town of Hilton Head Island
**Community Services and
Public Safety Committee**
Regular Meeting
Monday, July 27, 2020, 9:00 a.m.
AGENDA

This meeting is being held virtually in accordance with Town Council Emergency Ordinance 2020-13. The meeting can be viewed on the Town's Public Meeting Facebook page at <https://www.facebook.com/townofhiltonheadislandmeetings/>. Following the meeting, the video record will be made available on the Town's website at <https://hiltonheadislandsc.gov>.

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 Minutes

- a. January 27, 2020
- b. July 13, 2020

5. Citizen Comments

6. Unfinished Business

- a. Dirt Road Update

7. New Business

- a. Recommendation to Approve Public Art Master Plan
- b. Mitchelville Master Plan and Business Plan

8. Adjournment

Public comments concerning agenda items can be submitted electronically via the Town's Virtual Town Hall public comment portal (<https://hiltonheadislandsc.gov/opentownhall/>). The portal will close at Noon on July 24, 2020. Citizens may also call 843-341-4770 to sign up for public comment participation during the meeting by phone. The public comment period will close at Noon on July 24, 2020. All comments will be provided to the committee members for review and made part of the official record.

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



Town of Hilton Head Island
Community Services & Public Safety Committee

Monday, January 27, 2020 at 9:00 am
Benjamin M. Racusin Council Chambers

MEETING MINUTES

Present From the Committee: Marc Grant, Bill Harkins, Tom Lennox

Present from Town Council: Tamara Becker

Present from Town Staff: Scott Liggett, Josh Gruber, Charles Cousins, Shawn Colin, Jeff Buckalew, Jennifer Ray, Marcy Benson

Present from Media: None

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. Approval of Minutes – December 23, 2019 – Councilman Lennox moved to approve. Councilman Harkins seconded. The December 23, 2019 Minutes were unanimously approved.

4. Unfinished Business

5. New Business

a. Palmetto Headlands Commercial POA – Public Dedication of Street Lights on County-owned Hunter and Cardinal Roads

Scott Liggett advised staff recommends the Town decline the public dedication of the above referenced street lights. It is recommended that the Commercial Owners' Association approach Beaufort County as the owner of the road rights of way within which the street lights are located with this request.

The Commercial Owners' Association currently maintains 18 street lights within the Beaufort County owned road rights of way. These street lights were installed in 2000 by the Association via service agreement with Palmetto Electric. The monthly expense appears to be approximately \$350.00. It is my understanding that the Association is exploring options to disband and as a result is seeking to transfer current financial obligations. Alternatively, they may seek to discontinue or terminate such obligations.

After a brief discussion, Councilman Harkins moved to deny the request. Councilman Lennox seconded. The motion unanimously passed.

b. CDBG 5-year Consolidated Plan

Jennifer Ray advised staff recommends the Community Services and Public Safety Committee forward a recommendation for approval to Town Council directing staff to focus

on one category of activity, “public facilities and improvements”, and limiting projects to Town-owned property or property where the Town can acquire necessary easements, in the preparation of the 2020-2024 CDBG 5-year Consolidated Plan.

By approving a narrow list of program activities, “public facilities and improvements”, and a narrow area, limited to Town-owned property or property where the Town can acquire necessary easements, staff will be able to more efficiently and effectively manage the CDBG Entitlement Program. As an entitlement community, the Town is required to submit to HUD a five year consolidated plan. It has to detail the goals and objectives to be implemented to address community needs in low to moderate income areas. On the Island there are three census tracts that qualify for that low to moderate income area. Our first plan was the 2015-2019 Plan and we are due to complete our 2020-2024 Plan this year. During the previous 5-year period, average funding was +/- \$200,000 per year, which requires a focused strategy. Limiting the potential activities and the location will provide that focus while still allowing meaningful improvements in low and moderate income (LMI) areas of the Island.

There are lots of eligible activities that an entitlement community can fund with CDBG grants. They each come with rules and restrictions. It is easy to look at the list and think of all the possibilities, but I challenge you to think of the activities that maximize the efficiency while still providing a meaningful impact. CDBG is a difficult and cumbersome program to administer. It requires significant documentation, multiple comment periods, record keeping – when you add the complexity of projects that are not on Town owned property or that are not public facilities and improvements you run the risk of increasing the cost of administration as well as risk meeting deadlines – including spending the funds in a timely manner.

Staff recommends focusing on public facilities and improvements which includes streets, sidewalks, water and sewer lines, parks, playgrounds, schools, libraries as well as facilities for people with special needs.

In our 2015-2019 Consolidated Plan the projects we accomplished were paving of two dirt roads (Blazing Star and Rhiner Drive) as well as installation of the playground at the Island Recreation Center. We have two projects in the planning stage right now – improvements at the Rowing and Sailing Center at Squire Pope Community Park - it was the expansion of the playground and the parking, as well as an open air pavilion at the Boys and Girls Group at Hilton Head Island.

By focusing on a narrow list of activities and a narrow area, staff will be more able to effectively and efficiently manage the program. Pursuing projects that are not Town owned causes challenges in meeting HUD strict timelines for review, approval and construction, as well as increasing the complexity and cost of management for the project. In those cases, right now we are working with the Boys and Girls Club on a project and while they carry the burden of some of that documentation, they will be working with us on the procurement. As the Grantee we are responsible for making sure all of that is correct. It does not lessen Town staff's work by having someone else involved. The only way we would do that is if we hired out that work completely, but even in that case the Town is still ultimately responsible as the Grantee. Pursuing projects that are not public facilities improvements causes challenge in increasing the cost of program administration and reducing the amount of funds that can be used for projects. By focusing on this narrow list and narrow area we will have maximum impact with the limited funding amount – keeping our administration costs low.

Again, staff recommends the Committee forward a recommendation to Town Council for approval directing staff to focus on one category of activity, public facilities and improvements and a limited area that the Town owned property or where we could easily acquire necessary easements as we prepare for the 2020-2024 CBDG Consolidated Plan.

Councilman Harkins asked Ms. Ray to elaborate on the Boys and Girls Club project. Ms. Ray stated that project we are working with them to add an open air shelter in the back of the building that connects. It will have a breezeway to come out of the building. It will be used for serving meals to the children as well as having a covered shaded space that they can do other program activities that they can do outside.

Chairman Grant asked if we vote in favor of this would we be able to still someone like Deep Well or are you telling us if we agree to this we will not be able to do any of that. Ms. Ray said staff is recommending that you do not go down that road. While there are several worthy organizations on the Island providing needed benefits to people in our community, it causes a lot of complexities. If that is the direction that Council wants to go, I would recommend that we work with someone to administer that program. Much like with ATAX we have a committee that vets applications and decides who should get it because how do you decide this program is better than that program when you are giving out a very limited amount of money. There would need to be an application process, someone would have to review those, vet those and decide who gets it and then make sure that that organization is following the same rules that we would be required to follow. It just makes the program a lot more difficult which means that you use more of your money on administration instead of using it on projects. Councilman Grant said we have the ATAX Committee and they don't do this all year, but by doing this you could probably add it to their committee and be able to get the money out to the people and take us out of it. I look at it this way – the Town has so many other things to do and we have people in the community who do this every day who know the community of people who they can serve, knows who has a leak in their roof, etc. If we can help in that way it would be good. I am the kind of person who thinks a park is great, but if we have people who need real help I think that is what the money is intended for. I don't see the Town going to fix homes, but I do see that Deep Well can do some things to help people, I see Volunteers in Medicine can help heal people who are sick. My point in bringing this up is I know Bluffton does it. Why can't we do something similar to what Bluffton is doing?

Ms. Ray said housing rehabilitation is definitely an allowed use of CDBG funds if that is something that Town Council wants to pursue. Chairman Grant asked if we have looked at the Town of Bluffton to see what they are doing in terms of how they take the same funds and do it effectively. Ms. Ray said they have not looked at Bluffton as an example. We have looked at other communities around the state who receive similar allocations to us in that \$200,000 range and they all do the same thing that we are recommending. We can look at that as an example if that is the direction that Council tells us to go. If you want to pursue using it for rehabilitation we can do that research. I would recommend that it not be a staff decision and not be a political decision and that someone is evaluating it on the merits and understanding you just cannot keep it and say someone wants \$2,000, you have to spend it quickly. You cannot have more than a certain percentage in your account at any one time so once you have that money you have to know what you are going to do with it and then you can dole it out that way – it is part of the program.

Councilman Harkins said we are not talking about a lot of money here and the limitation of funds is something that we should be aware of when we make a decision. If you go down one street that is fraught with all kinds of administrative burden to get a return on

investments is not going to be very high. If you go down another street and deal with the focus in your recommendation the focus is sharp, the amount of effort absorbed by administration is not going to be that great compared to the to the other street. The public and many people that are in the public that are not of significant means will benefit from the list of projects you outlined – the parks, the Boys and Girls Club, etc. In terms of return of investment and sharp focus, I would vote to support this, recognizing again that this is a limited amount of money and it will not be able to solve all the other issues that are out there in the community.

Ms. Ray stated that part of their process in doing the Consolidated Plan is to have a needs assessment meeting. We would likely have multiple meetings around the community and be able to say if we are doing staff's recommendation, public facilities improvements in these areas what do you think the need is. It is just not me saying let's do Taylor Park, etc. Those are ones that came up in last year's needs assessment. We would be doing that again and use that to inform the projects and each year say this is going to be the project. We would get that public input.

Chairman Grant asked for public comment. Russ Whiteford, Board President Boys and Girls Club, Jody Levitt, Director of The Children's Center, Ken Campbell, Sandy Gillis, Deep Well Director, Kim Likins and Tamara Becker spoke in favor of allowing non-profit organizations to appear before the Committee and urged the Committee to make sure that the funds received be used to help the best and highest needs in our Community.

Jennifer Ray wanted to clarify a couple of things for your information. The projects that staff mentioned today, including the projects that are under construction now, minus the Boys and Girls Club project were all identified during the Needs Assessment Meeting that we had in December. Someone mentioned that Rowing and Sailing wasn't on that list and it was. We do have a citizen participation plan with we follow to a "T". We will have a Needs Assessment Meeting. We are not asking you to approve a plan – we are just trying to set the direction. If the direction is being focused, then our engagement – the way we write the plan will be focused. If it is do all kinds of stuff, then our engagement will be different – we will likely have a consultant involved to do that. We are not trying to say you are approving a plan today. We are trying to set the direction to how we prepare this plan. The public will be involved as the process continues.

Councilman Harkins thanked the public for their comments because I view them as an educational source for myself. When I heard the staff presentation, I was of the opinion and still am that our staff is laden with tremendous amount of project activity and they represent our biggest expense in the Town so we unnecessarily try to get the best return on investment for their efforts. That remains as a constant in my mind. Recognizing that though and after hearing that the administrative burden which can be significant with these projects could steer my thought process in one direction. The points being well made to me today that the non-profit community is willing to step up – they are willing to leverage their skill base with the Town's skill base thereby creating a multiplier effect in the community far and in excess of what we would do ourselves. Given that, I would recommend we leverage this community grant and partnership with area non-profits and list and rank targets of opportunity with the understanding that the agencies involved will join with us in administrative support.

Councilman Lennox asked Jennifer Ray is anything mentioned about non-profit recipients of CDBG funds. Ms. Ray said yes, the Town can as the Grantee use funds for non-profits. Councilman Lennox asked what requirements does that carry with it. Ms. Ray said if it is

for programs, it is the cap of 15% for each allocation. There are all kinds of specifics as to what the non-profits want to do with the money – then it would follow the same rules as we would have to follow. Councilman Lennox asked whose responsibility is it to monitor the use of funds. Ms. Ray said ultimately it is the Town's responsibility as the Grantee. If we hired out someone to do more of the day to day management, then we would outline an agreement with them over what we would to see on a regular basis to know they are doing what we would be doing ourselves on our projects. Councilman Lennox said in doing that, it would in essence reduce the money available for funding. Ms. Ray agreed. Councilman Lennox said the uses in programming for Boys and Girls Club, Deep Well and The Children's Center are absolutely fabulous and it appears to me we have opened the gate to requests like this by allowing the \$200,000 to go to the Boys and Girls Club to fund a much needed capital project. I am more than amazed by the increase in usage there and it is absolutely needed. That said, I am concerned about opening up an administrative nightmare to include issues on timing and to include I think most importantly how we would vet the programs that benefit from CDBG funds. Are you as Directors of very worthy non-profits prepared for me to say no to you next year and yes to you. That is really going to be a challenge. I think there is some latitude that we have as a committee and that latitude might be to open up the limits to the use of CDBG funds. That is not a promise and if we were to open up the limits more broadly than Jennifer and staff is proposing, you have to be prepared for us to say no because a mile wide and an inch deep doesn't serve anyone. If these funds are to be used to benefit low income communities, the amounts have to be meaningful. The 15% limit on program expenses doesn't really help.

Councilman Lennox said he would be willing to consider broadening the limits to the use of the funds so long as potential applicants realize that one year there may be grants awarded and subsequent years there may not.

Chairman Grant said he brought this up in terms of how we could use these funds probably a year ago. I do not feel comfortable today to make a decision on this particular topic and the reason is I am looking for the staff to give me some real data in terms of how much money we get every year, roles and responsibilities of the Town of what they are responsible for doing and how much time it would take if we went in this direction. I also asked in terms of Bluffton. Bluffton is doing this – why aren't we doing this. I would like somebody to give me real data in terms of why we can't go across the bridge and talk to whoever is running the administration over in Bluffton and then see what they are doing and what we can do before I make a decision on this.

I am asking us to make no action today and bring this item back and give me some paper that will justify why we cannot move in a better direction. Then, if we only have \$200,000 can the Town put some money into it. If we cannot, tell me by showing me some data why we can't. I thank everyone who came and spoke today because if this had passed, I was prepared to at the next Town Council meeting to talk about beloved community based on Martin Luther King's vision.

Councilman Harkins said he thinks it would be helpful for us to know the following in terms of each of your programs and programs for people who are not here today. One would be your income level target, the program or product that you are offering or may offer, the impact this program has directly on the individual and indirectly on the community, the efficacy of this effort measured by what. I think lastly an effective but simplistic interface mechanism between the Town and your organization so that we don't have to get mired in administrative review. If we can do that then I think we can have a leveraged partnership with a significant multiplier.

Councilman Harkins agreed to take no action today and respectfully asked the Chairman that you get scheduled again as soon as you are ready and share how the rules of the game are going to be played.

Chairman Grant reiterated we will take no action today and asked that staff reach out to all non-profits that deal with this issue as to when it will be heard again.

6. Adjournment

Councilman Harkins moved to adjourn. Councilman Lennox seconded. The Meeting was adjourned at 9:58 a.m.

Submitted by:

Karen D. Knox

Approved:

DRAFT



Town of Hilton Head Island
Community Services & Public Safety Committee
Monday, July 13, 2020 at 9:00 am
MEETING MINUTES

Present From the Committee: Marc Grant, Bill Harkins, Tom Lennox

Present from Town Council: Glenn Stanford

Present from Town Staff: Scott Liggett, Brad Tadlock, Charles Cousins, Shawn Colin, Teri Lewis, Stephen Ryan

Present from Media: None

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 – All Committee Members were present.

4. Approval of Minutes – None

5. Citizen Comments

Public comments concerning this agenda item could be submitted electronically via the Town's Virtual Town Hall portal. Citizens could comment on agenda items by phone during the meeting by signing up with the Recording Secretary. The public comment closed at Noon on July 10, 2020. There were no requests from citizens to participate by phone. All citizens' comments were provided to the Committee for review and made a part of the record.

6. Unfinished Business

7. New Business

a. Discussion of Additional Covid-19 Related Safety Measures for Potential Implementation

Chairman Grant stated he looked through all 49 of the comments. When we came up with this particular topic, we wanted to let Councilman Stanford bring his Ordinance forward in terms of a Mask Ordinance. I think the Mask Ordinance is going well. I do not think we need to add anything else. There are some things that people brought up that I would like to share – one of them was a concern of masks in lobbies and elevators. I do believe what we have now enforces that so maybe it is not being enforced or maybe something needs to be done to ensure that. I do not know how everyone else feels, but I do not think we are at the point where we need face masks at beaches or out in the public.

Chairman Grant asked whether there was anyone from staff that wanted to speak on this topic – having none, he asked Councilman Harkins if he had anything he would like to share.

Councilman Harkins said we should just continue the course. We are all worried that we are seeing more incidents being reported but feel we have an intelligent population here and if they use common sense in terms of face masks, distancing and hygiene, we could alleviate the problem quite a bit. A move in the right direction has been from the Governor in closing bars after 11:00 p.m. I would say as testing becomes more widespread and I believe we need more testing, we will continue for the next several weeks and see a decline.

Councilman Lennox stated he read all 49 comments and was surprised that the overwhelming majority of those opposed to the Face Mask Ordinance. Many thought that face masks would be ineffective during this pandemic. I personally feel that the face masks will help and from what I have seen over the past couple of weeks since we passed the Ordinance there appears to be significant and substantial compliance to the Ordinance and that is a good thing. We have other things available to us if this continues to trend in an unfavorable way. We have short term rentals to deal with, non-essential businesses and other things we can address. Like Councilman Harkins said I think the face masks is serving the purpose and helping. I think my impression after reading those 49 comments was one of surprise. I didn't expect to see the large majority of those 49 opposing the Face Mask Ordinance.

Chairman Grant asked staff to keep in touch with Hilton Head Hospital for updates and if the Mayor needs to make some recommendations or he asks us for recommendations we will be prepared to move forward. I think everything is going well with the face masks and people social distancing. I am hoping we continue to do what we need to do to keep the community safe.

8. Executive Session

a) Review Talent Bank applications for a vacancy on the Accommodations Tax Advisory Committee

Mr. Grant asked for a motion to go into Executive Session. Councilman Harkins moved to go into Executive Session. Councilman Lennox seconded. At 9:09 a.m., the Committee adjourned to Executive Session. The Committee returned from Executive Session at 9:20 a.m.

9. Adjournment

Councilman Harkins moved to adjourn. Councilman Lennox seconded. The Meeting was adjourned at 9:21 a.m.

Submitted by:

Karen D. Knox

Approved:

MEMORANDUM

TO: Community Services Committee

FROM: Jennifer McEwen, Director of Cultural Affairs

RE: Recommendation to approve public art masterplan

DATE: July 15, 2020

Recommendation:

Staff recommends that Community Services Committee approves the adoption of the Town's Public Art Masterplan

Summary:

The Community Foundation of the Lowcountry dissolved the Public Art Committee on January 17, 2020 and the recommendation is that management of the Town's permanent and temporary public art collection and exhibits are handled internally by the Office of Cultural Affairs following the recommendation of a national public art consulting firm.

Background:

In August of 2019, the Community Foundation of the Lowcountry hired a national consultant to evaluate Hilton Head Island including interviews with some Town council, Town Manager Steve Riley, staff, members of the Public Art Committee, and local arts partners. The consultant drafted a list of recommendations, the most significant of which was the dissolution of the Public Art Committee and the management of public art being handled by the Office of Cultural Affairs. Jenn McEwen, Director of Cultural Affairs, and Michael Marks, Chair of the Public Art Committee worked together to draft the proposed masterplan for this transition. The goal is for more frequent and impactful public art offerings and stricter oversight of Town funds committed annual for public art.

THE PUBLIC ART EXHIBITION ON HILTON HEAD ISLAND



Acknowledgments

Public Art Committee

Donna Bafundo
Mark Baker
Jack Becker, *Forecast Public Art*
Sandra Benson
Linda Bloom
Ernst Bruderer
Sheri Farbstein
Amiri Farris
Rex Garniewicz
Jean Heyduck, *Community Foundation of the Lowcountry*
Dudley King
Michael Marks, Chair
Patti Maurer
Beth Mayo
Jennifer McEwen, *Town of Hilton Head Island*
Ariana Pernice
Heather Rath
C. Matthew Taylor
Martha Worthy

The Town of Hilton Head Island

John McCann, Mayor
Steve Riley, Town Manager
David Ames, Councilmember
Bill Harkins, Councilmember
Mark Grant, Councilmember
Tom Lennox, Councilmember
Tamara Becker, Councilmember
Glenn Stanford, Councilmember



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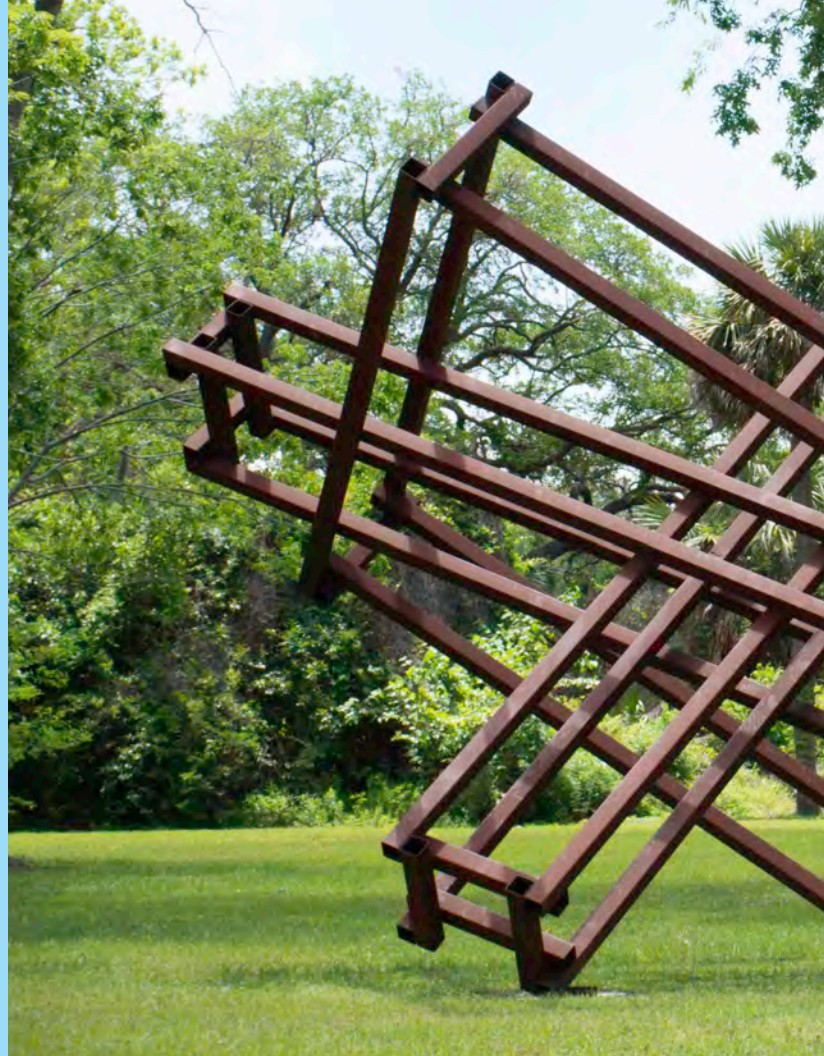
04. Priority Action Plan | *pg. 13*

- Our Roles
- Short-term Goals
- Long-term Goals

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- Public Art Selection Policy
- Installation and Maintenance Policy
- Public Art Removal Policy
- Gifting Policy

01.



Why A Public Art Master Plan



In 2005 the board of directors of Community Foundation of the Lowcountry discussed the benefits that a public art program could bring to Hilton Head Island. Early conversations regarding this opportunity centered on the positive impacts of such a formal program for residents, tourists and school aged youth. Soon thereafter, the Public Art Fund was established by the Community Foundation, creating a means to secure permanent public art for the enjoyment of all who visit or live here.

Throughout this journey of bringing public art to Hilton Head Island, the Community Foundation managed a citizen volunteer Public Art Advisory Committee (PAAC) and the elected officials and staff of the Town have been extremely supportive. The efforts of these bodies have provided artistic guidance, placement advice, funding and installation assistance. Most notably, the production of a biennial public art exhibit at the Coastal Discovery Museum at Honey Horn anchored the program, putting on display 20 works that were juried and the winning work was purchased for the Town's permanent collection.

As of 2019, ten (10) large-scale sculptures have been acquired by and permanently installed in the public realm around the Town.

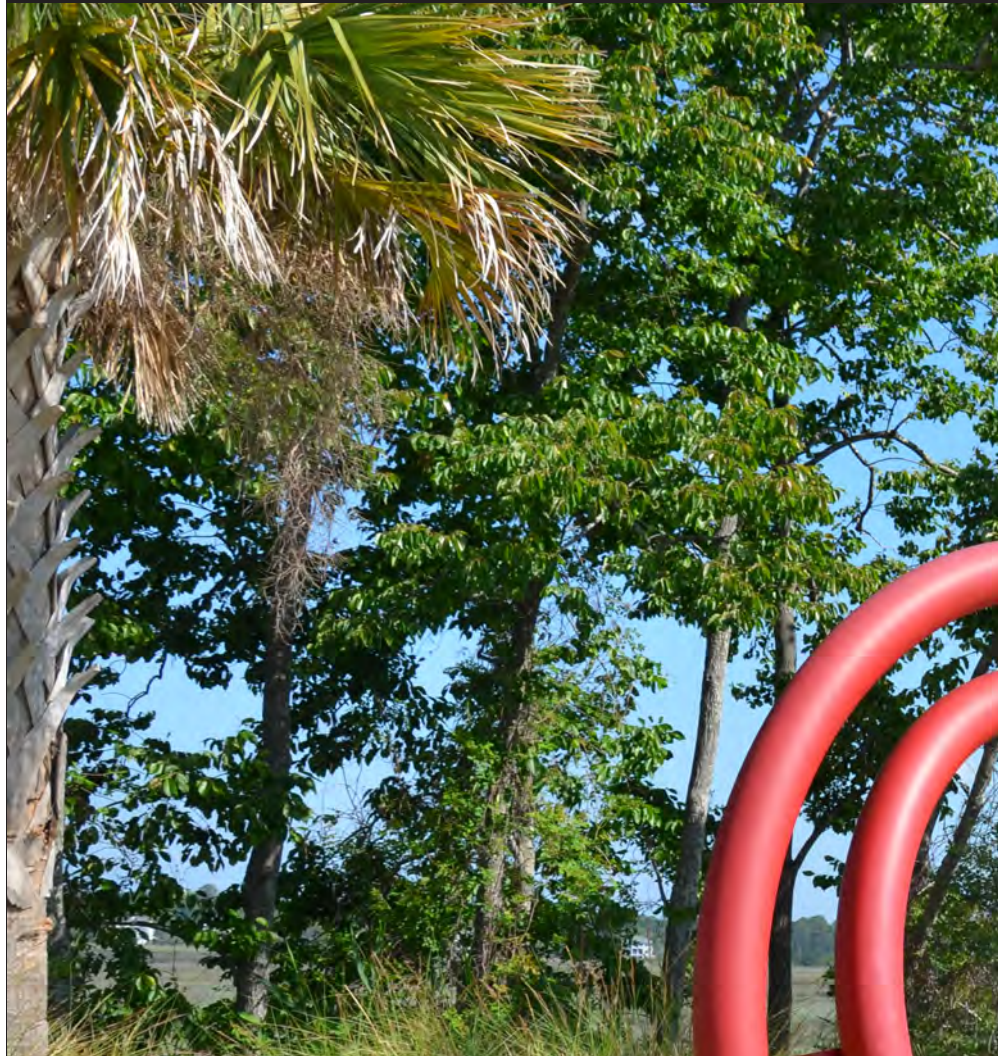
Since the establishment of this program some 15 years ago, much has evolved in the world of public art. Most importantly, the growing practice that public art encompasses many forms: permanent sculptures, temporary installations, murals in public spaces, and interactive art experiences. With these new trends in mind, along with the creation of the Town's first Office of Cultural Affairs, the PAAC engaged the services of a nationally-recognized public art consultant from Forecast Public Art to conduct an analysis of the Hilton Head Island community and make recommendations for the future of public art on our island.

The outcome of this consult was a list of 24 recommendations, the most significant of which was the transition of the Public Art Program from the Community Foundation of the Lowcountry to the Town's Office of Cultural Affairs whereby it would be managed by Town staff with assistance from a citizen volunteer committee.

This plan takes those recommendations into consideration in addition to priorities of the Town staff and Town Council. Because the Town recognizes the importance of public art, this masterplan has been created to better define guidelines for programs and installations.

As a community that visitors and residents seek out internationally, art is a tool that we value to speak to all people who set foot on our island.

Our permanent public art collection and temporary public art and creative placemaking programs tell all of our visitors and residents that we are a place that cares about who we are, what we do, and where we come from.



02.

Defining Who
We Are



MISSION of the OFFICE OF CULTURAL AFFAIRS

Our mission is to promote and support Hilton Head Island as a vibrant and diverse island that is celebrated locally, regionally and nationally for the ways in which arts and culture enrich and enhance the community. We use a broad definition of arts & culture. The definition includes the fine arts but also such creative expressions as traditional, ethnic, and folk art, music, the history and heritage of the island, landmarks, parks, and natural resources and sites.

The goal is for our definition of arts and culture to encompass our community's customs, beliefs and traditions.

PUBLIC ART VISION STATEMENT

Hilton Head Island is a unique blend of natural beauty, rich cultural heritage and environmentally sensitive design. This is a result of careful land planning and a continued focus on creating a built environment that respects this Lowcountry Island's natural setting while providing for the needs of our diverse community of residents and visitors. Therefore it is the vision to provide public art that:

- Enhances our unique natural and cultural environment
- Reflects our community values
- Honors the diversity of our neighborhoods
- Is in context and harmony with its setting
- Is accessible to all our residents and visitors; and
- Promotes the vitality of our public spaces and pride in our community.

STRUCTURE

DEFINITION OF PUBLIC ART

“Public Art” is hereby defined as any work of art that is displayed in any publicly owned space or any privately owned space that is accessible for public viewing on a regular basis. The focus of the public art initiative can be both permanent installations and temporary art installations consisting either of visual art installations or participatory or performance based initiatives.

FUNDING

Base funding shall be included in the Town general operating budget with the opportunity to secure funding from government, organizations, foundations, corporations and individuals in support of the mission. All funds secured beyond the Town general operating budget will be managed as part of the Arts Council of Hilton Head Fund administered by the Community Foundation of the Lowcountry.



CRITERIA FOR SELECTION OF PUBLIC ART

Public Art shall comply with the following criteria. Each criterion must be met in order for the artwork to be selected; however, the Town of Hilton Head Island's Office of Cultural Affairs will determine a scale of priorities in considering the criteria.

1) Adherence to the Vision Statement:

Any piece shall be determined to be in compliance with each element of the Vision Statement in order to be selected.

2) Ability and Qualification of the Artist:

The artist shall have sufficient experience and credentials.

3) Artistic Excellence:

Each piece shall be of exceptional quality and enduring value with the highest degree of excellence in concept, design, execution and installation.

4) Innovation and Originality:

Each piece shall demonstrate innovative design that takes into account its setting and the natural and cultural qualities of its specific location.

5) Safety, Durability & Maintenance Requirements:

Each piece shall be created to withstand the conditions of its location and not create any hazards to the public or the need for extensive maintenance.

6) Feasibility:

Each piece must be able to comply with budgetary requirements and Town Ordinances and Codes.



03.

Place Based Analysis



OUR COMMUNITY CHARACTER

Vital, celebrated, active, dynamic, historic and lush are a few adjectives that could be used to describe our Island. Our natural resources are prized and the beauty of our Island is revered. Because this unique environment is so valuable to our residents and visitors, we should work to highlight and celebrate these natural assets through our Island's public art collection.

Ideas for art, whether they be traditional pieces commemorating events in our Island's history or more contemporary or abstract, should be selected based on our Town's defining characteristics. Furthermore, we want the public art on our island to reflect the pride and love that we have for our community and to infuse the natural beauty of our landscape with the creativity and energy of our community.

We believe that some of the most prominent locations present themselves to embellish our landscape with art along our award-winning leisure pathways, at our beach parks, in our community green spaces and at our points of entry to enhance our daily experience and welcome our visitors.



APPROVED FUTURE LOCATIONS

- Former Welcome Center site on US 278
- Jarvis Creek Park Lake
- Town-owned parcels in the Chaplin Community (on west side of US 278 past Sherwin Williams store and before the old Cracker Barrel Site)
- Former Rock's Location
- Town-owned Marsh front Parcel in Stoney Area
- Shelter Cove Community Park
- Veterans Memorial at Shelter Cove Community Park
- Lowcountry Celebration Park
- Old Gullah Market
- NW corner of Squire Pope Road and William Hilton Parkway
- Coligny Beach Park



PROPOSED SITES FOR APPROVAL

- Town Hall
 - Ashmore Tract
 - Northridge Tract
 - Historic Mitchelville
- Freedom Park
- Chaplin Community Park
 - Jarvis Park
 - Crossings Park Area
 - Driessen Beach Park
 - Islanders Beach Park
 - Honey Horn
 - Rowing & Sailing Center at Squire Pope Community Park
 - Island Recreation Center (County owned)
 - Island Entry near Windmill Harbor
 - USCB (Hilton Head Island Campus)
 - Art League Academy (Former Rec Center on Cordillo)
 - Fish Haul Beach Park
 - Planter's Row

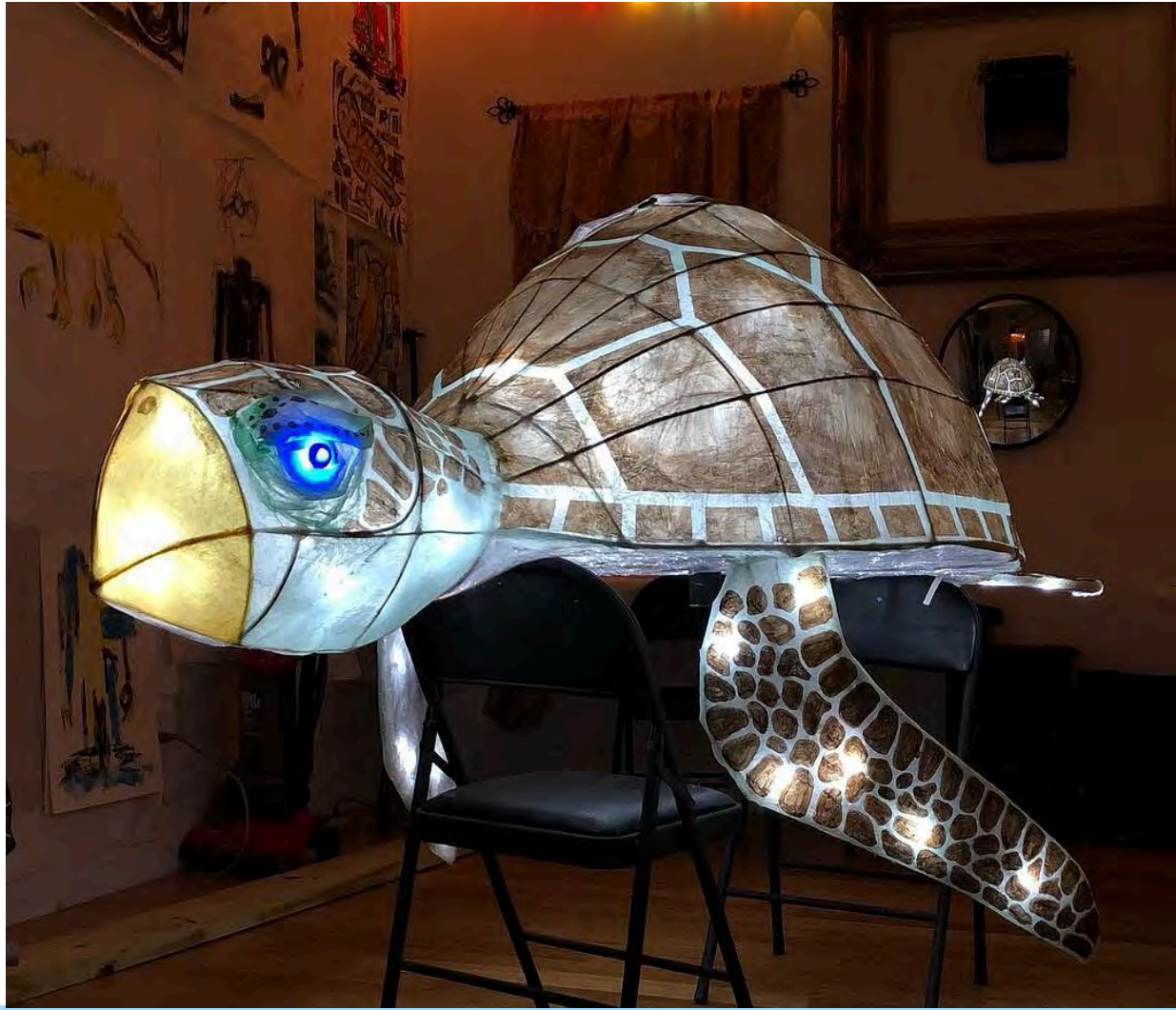


CURRENT TOWN OF HILTON HEAD ISLAND PERMANENT SCULPTURES

- “Charles E. Fraser” by Susie Chisholm (Savannah, GA) and Darrell Davis (Arlington, TX)
Value of Piece: \$126,600
Donated to the Town of Hilton Head Island 2010
Location: Compass Rose Park
- “Carocol” by John Clement (Brooklyn, NY)
Value of Piece: \$75,000
Donated to Town of Hilton Head Island 2015
Location: Shelter Cove Community Park
- “Cycle” by Kevin Lawless (Hilton Head Island, SC)
Value of Piece: \$7,500
Donated to Town of Hilton Head Island 2018
Location: Coligny Traffic Circle
- “Family” by Jonathan Bowling (Greenville, NC)
Value of Piece: \$20,000
Donated to the Town of Hilton Head Island 2011
Location: Chaplin Linear Park
- “Poppies” by Sandy Proctor (Tallahassee, FL)
Value of Piece: \$63,000
Donated to the Town of Hilton Head Island 2015
Location: Veteran’s Memorial Park

- “Sail Around” by Wayne Trapp (Vilas, NC)
Value of Piece: \$27,000
Donated to the Town of Hilton Head Island 2013
Location: Arrow Road & William Hilton Pkwy
- “Sandy Roads” by Mark Larkin (Bluffton, SC)
Value of Piece: \$12,000
Donated to the Town of Hilton Head Island 2018
Location: Coligny Beach Park
- “Setting Sun” by Tom Holmes (Greeley, PA)
Value of Piece: \$45,000
Donated to the Town of Hilton Head Island 2016
Location: Lowcountry Celebration Park
- “Tales of Hilton Head Island” by Walter Palmer (Hilton Head Island, SC)
Value of Piece: \$12,000
Donated to the Town of Hilton Head Island 2002
Location: Coastal Discovery Museum at Honey Horn
- “THEB: Tally” by Jeffrey Boshart (Charleston, IL)
Value of Piece: \$12,000
Donated to Town of Hilton Head Island 2016
Location: Stoney Area of William Hilton Pkwy

04.



Priority Action Plan

The Office of Cultural Affairs must carefully choose the public art projects it initiates, in order to make the most of its opportunities and resources. In partnership, the Office of Cultural Affairs and the Town's Community Development department should identify capital projects that provide the best chance of:

- Meeting the Town's expectations for placemaking
- Building productive relationships between Public Art, Town facilities and community partners and Artists
- Supporting the expertise of the Town's planning staff, capital project managers, and local design consultants
- Maintaining the highest level of artistic excellence for permanent installations.

Temporary projects will be researched, planned and executed by the OCA alongside the appropriate community partners. Recommendations from the community can be submitted to the Office of Cultural Affairs via the Community Creates Applications. Community Creates Applications will be reviewed by the OCA's Art Council quarterly and one to three projects will be executed annually pending budget availability.



As the OCA values Education as a primary component of its work, an education plan will be incorporated for each project launch.

The initial priority will be youth education and strong partnerships with our local schools, both public and private, with secondary education plans supporting life-long learning initiatives and specialized adult education partnerships.



A. Park and Pathways Enhancement

It is the belief of the OCA that the public parks and leisure pathway network can be enhanced for the user, whether that be the Island resident or guest, through the inclusion of public art. It is the desire of the OCA to work with the Town's Community Development department to identify sites along the pathways and in the green spaces that can be desirable locations for either permanent or temporary public art installations.

B. Site-planned initiatives

Public art is often site-specific, meaning it is created in response to the place and community in which it resides. It often interprets the history of the place, its people and perhaps addresses a social or environmental issue. The work may be created in collaboration with the community, reflecting the ideas and values of those for whom it's created. The OCA hopes to maintain and grow the established partnership between Public Art and the Coastal Discovery Museum, to support historic projects in augmenting and commemorating the experience on site, as well as build partnership with developers to encourage public art to be incorporated into new retail, business and residential development. Planning for site-specific commissions for additions to the Town's permanent collection is also a goal.



C. Temporary Creative Placemaking Initiatives

Creative Placemaking intentionally leverages the power of the arts, culture and creativity to create a space for more genuine public engagement. The end goal being to have community places that build character, inspire us and define the quality of our Town. Pairing art with our incredible natural assets is an impactful way to build a stronger identity for our Island and its residents and guests. Using visual art and performance based initiatives these temporary public art initiatives will be utilized to bring our community together.

D. County Partnerships

Placemaking within the Town of Hilton Head Island is core to the vision of the Public Art plan, but additional opportunities have been identified on County owned land located on our Island. Strengthening partnerships within the County is vital to the growth of the program on the Island and the beautification of important points of entry, welcome, and community engagement on the Island, including but not limited to the Hilton Head Island airport, County owned land along the 278 corridor, the Hilton Head Island branch of Beaufort County Library, and land around the public schools and recreation center.

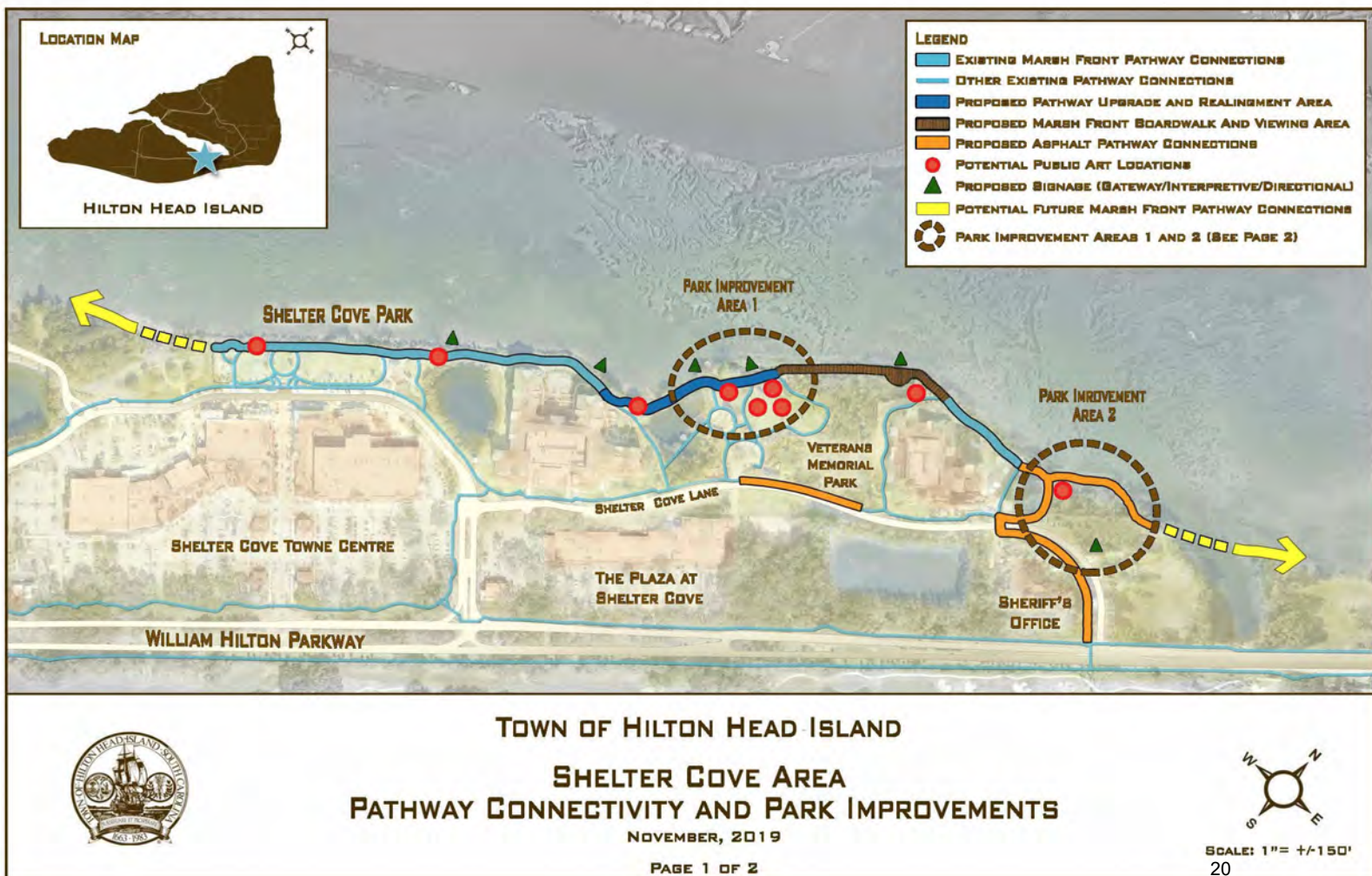
2020 Proposed Project 1: Hilton Head Sculpture Trail

The Hilton Head Sculpture Trail is a pathway enhancement that will include a rotating exhibit of eight (8) temporary large scale sculptures along the leisure path and boardwalk at Shelter Cove Community Park. The exhibit will rotate every 12 months with the intent to draw people back to the space and create a reason for greater engagement.

Artists will be selected via open call and by invitation.

Projected Open Date: March 2021

Education components will be planned in coordination with the Island School Council for the Arts to engage students with installation of the art and STEAM projects in the classroom in partnership with the Artists on exhibit.



2020 Proposed Project 2: Community Mural Painting

The Office of Cultural Affairs is in discussion with potential partners to identify a community hub to partner with as a 2020 location for an indoor community mural.

Thematically similar to previous community mural painting projects at the Island Rec Center and Boys & Girls Club of Hilton Head. This site-planned initiative uses art as a civic engagement tool to invite the public to participate with the space in a unique way, creating a sense of ownership and community pride.



2020 Project 3: Hilton Head Island Lantern Parade

The Hilton Head Island Lantern Parade is a creative placemaking initiative that utilizes creativity to put our Island and community members on display as the largest temporary public art installation in the community. Nine months of community art making and education initiatives lead up to the installation to ensure inclusion across all aspects of our community. The inaugural parade in 2019 stretched 0.75 miles along the coastline.

Education components will include lantern making activities in the schools, in partnership with nonprofit organization partners and life-long learning opportunities.

The 2020 Lantern Parade will take place on November 7, 2020 on South Forest Beach.



4. Related Policies

a. PUBLIC ART SELECTION PROCESS (ACCESSION)

The Office of Cultural Affairs will manage recruitment and selection for temporary public art exhibitions and initiatives. Permanent public art selection will be done in partnership between the Office of Cultural Affairs, Facilities Management and potentially Community Development staff depending on location selected. Such recommendations shall comply with the previously stated Mission Statement and these Guidelines. The OCA may consider the following options, among others, in the selection of Public Art: juried competition, commissions, direct purchases and donations. Final approval of any Permanent Public Art shall be subject to the written approval of the Town Manager following staff recommendation. Final approval for temporary installations will lay with the Office of Cultural Affairs.

Selections that require expenditures from the Public Art Fund shall be approved/authorized by the OCA and comply with the bylaws of the Community Foundation of the Lowcountry. All permanent Public Art acquired shall become the sole property of the Town prior to the acceptance and installation of the piece.

b. INSTALLATION AND MAINTENANCE POLICY

No more than two permanent installations can be accepted per year. Town shall be responsible for all costs of installation. The Town, at its own expense, shall undertake adequate site preparation, including construction of a suitable base for the Artwork prior to delivery and installation.

The Town will not intentionally destroy, damage, alter, modify, or change the Artwork in any material way. The Town shall be responsible for the periodic maintenance, including cleaning, of the Artwork and otherwise keeping the Artwork in good condition and repair.

The same policies will be maintained for temporary exhibitions and installations.

c. PUBLIC ART REMOVAL (DE-ACCESSION)

When any artwork in the Program becomes no longer relevant to the Program, becomes deteriorated beyond reasonable conservation costs and methods or becomes a safety hazard, the OCA may recommend its removal. The Town Manager must grant the approval of any de-accession. Additionally, the OCA may recommend the relocation of any artwork that becomes recognized as better suited for a different site. The Town Manager must grant the approval of any artwork relocation. The Town will comply with all applicable laws and/or contractual arrangements with the artist or donor if any.

Artwork removed from the Program may be sold at public auction or donated to another governmental body or a nonprofit entity. Such auction or donation will follow Town Code provisions for such actions. Funds acquired by any sale of artwork will revert to the Public Art Fund. Destruction of the artwork may be considered in cases where the work is severely deteriorated or will be irreparably damaged by the de-accessioning process.

d. ACCEPTANCE OF GIFTS OF PUBLIC ART

Gifts of art intended by the donor to be considered for public display on Hilton Head Island (rather than immediate liquidation or placement elsewhere) shall be subject to review and acceptance in accord with these Guidelines and vetted and determined by the OCA. In addition to standard recognition procedures, public recognition for donors of such gifts to the Public Art Fund may be made as for all gifts accepted for public display, which have a value of \$50,000 or more per a written appraisal. Recognition will be in the form of a framed and weather-appropriate recognition to be posted in the vicinity of the piece of art, and shall include verbiage similar to that provided in Appendix A as approved in each case by the PAC. Any gifts of art must comply with all policies previously documented in this plan particularly in regard to installation and maintenance.

FORECAST

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ForecastPublicArt.org

HILTON HEAD ISLAND PUBLIC ART PROGRAM ANALYSIS AND RECOMMENDATIONS

Prepared by Jack Becker, Forecast Lead Principle Consultant
Draft 10/10/19

Background

Hilton Head Island is a unique blend of natural beauty, rich cultural heritage and environmentally sensitive design. This is a result of careful land planning and a continued focus on creating a built environment that respects this Southern Sea Island's natural setting while providing for the needs of our diverse community of residents and visitors.

Established in 2005, the Public Art Fund, a fund of Community Foundation of the Lowcountry, was created to acquire public art and outdoor sculpture to be placed in the public realm for the enjoyment of residents and visitors of Hilton Head Island. Working closely with the Town of Hilton Head and other local governmental entities, the Public Art Fund Advisory Committee acts as a steward in the selection and procurement of works that enhance our surroundings and express our collective view of the world. The mission of the Public Art Fund is to promote and provide public art that:

- enhances our natural and cultural environment
- reflects our community values and the diversity of our neighborhoods
- is in context and harmony with its setting
- is accessible to all our residents and visitors
- promotes the vitality of our public spaces

Summary of Process Steps

In August 2019, Forecast Public Art—represented by Jack Becker, lead consultant—was hired by the Community Foundation of the Lowcountry, based on Hilton Head Island, to analyze—from a variety of perspectives—the foundation's public art exhibition program on the Island and offer recommendations for improving the program.

To begin the process, Jack reviewed a variety of documents provided by the foundation as well as other key individuals. Prior to visiting the island for a series of meetings and tours, he conducted several brief phone conversations and prepared a presentation about potential options for the foundation to consider going forward.

During his two-day visit on August 15 and 16—organized by Foundation staff member Jean Heyduck, with assistance from Foundation board member Michael Marks—Jack met with members of the Public Art Committee, as well as a Planning subcommittee, and conducted a series of in-person interviews with a variety of program stakeholders. Michael provided Jack with several tours of the Island, visiting sites where outdoor sculptures have been displayed, sites where several artworks have been moved for more permanent display, and several sites offered by the Town for future placement of artwork.

Jack facilitated conversations about what would constitute long-term success for the program, conducted a SWOT analysis, identifying the program's strengths, weaknesses, opportunities and threats, as well as an environmental scan, which included input collected during a series of in-person and phone conversations. As part of the scan, he sought input on what's happening or changing—for better or worse—in the Hilton Head area—with partners, potential partners, with the Town, area developers, as well as the ongoing threat of climate change and severe weather. Jack shared his research regarding possible options for the foundation to consider, including utilizing an invitational process, hiring a curator, engaging an artist-in-residence, etc. (see Appendix A). Results of Jack's visit, including a summary of the information collected prior to, during, and after his visit are included in this report, along with a list of Jack's recommendations for the Foundation and its Public Art Advisory Committee to consider.

Summary of SWOT Analysis and Contextual Considerations

Strengths

- Foundation has a track record of producing the exhibition, with a dedicated staff and supportive committee
- Honey Horn and the Coastal Discovery Museum have served as an excellent venue
- The Town has provided significant financial support
- The Foundation has provided significant staff support, as well as marketing/advertising
- The program is free and offers educational opportunities
- A collection of fixed sculptures has grown since the program started
- Volunteerism on the Island is abundant, many residents are retired, with time on their hands
- The island has people with wealth, and some individuals and businesses have contributed
- Exhibiting artists have good reputations and have produce many good artworks
- Exhibits have attracted non-resident visitors, or augmented positive visitor experiences

Weaknesses

- Committee has had difficulties raising additional funds to grow program or allow temporary works to be permanently installed elsewhere (there are no corporate funders on the Island, and individuals with wealth tend to support other efforts or projects in their home communities)
- Program only occurs for four months every two years
- Quality of art is declining; it's a challenge to attract established artists
- Program doesn't engage entire community (or build broad awareness of program)
- Weather can interfere with program or force postponement
- The many gated communities ("Plantations") on the Island are divided, and there is little incentive for residents to build relationships outside of their own "micro communities"
- Foundation staff are not trained as public art managers, they're maxed out, and they need help
- Foundation is concerned program takes too much staff time
- Committee members—and most of the audiences for the program—have limited understanding of public art and what the program could be

Opportunities

- Schools have been involved, and more engagement is possible
- Tours of the art can be offered or expanded
- Educational programs can be added or expanded (in schools and in communities)
- Smaller donations may be easier to obtain
- Art can help bring "divided community" together
- Possible to tap large employers (and their employees) for funding (Sea Pines Resort, Hilton Head Hospital, Serg Restaurant Group, etc.), not to mention off-island sponsors, donors and others.

- Quality of art can be improved, including temporary and permanent
- Town has new arts staff person; relationship can be strengthened, along with other key partnerships (existing and new ones)
- Possible for Town to take over program management (fueled in part by growing interest in program by Town Council and Town staff, and Jenn's new role and abilities, which didn't exist until recently)
- Possible to refocus program specifically on temporary and site-specific (and not require additional fundraising), with year-round visibility and more sites used around island
- Potential to involve more local communities—as well as “off island” stakeholders—in the process (engage folks in more than putting on art exhibit, but address needs or issues as they arise on the island)
- Grow diversity of the Committee so it better represents population (including Gullah, Hispanic, youth and others)
- Opportunity to incorporate outdoor art program into Town's long-range public art (and Arts/Culture) Plan
- With Plan that all want to see happen, it can leverage increased funding
- Build outreach with visitors, temporary residents, day tourists, etc.

Threats

- Town could withdraw its support of program, or Jenn could leave her post
- Community Foundation has expressed concerns about the extreme amount of staff time needed to oversee the program, and could decide it no longer wants to support program
- Lack of additional funding or sponsorships could threaten growth/sustainability of program
- Political winds can shift, elected official who were supportive may be replaced by councilmembers who don't care
- Weather can threaten program and island economy
- Lack of community engagement can limit impact of program
- Lack of interest by quality artists
- Not being able to please everyone
- Lack of broad-based awareness, understanding and appreciation of public art
- Potential decline of HHI as a destination (for example, less interest in golf, and gated community living, among other areas of island life)

Environmental Scan

- The Town of Hilton Head Island uses a limited form of government
 - Many services are provided by the county or contracted out
 - There is some tension around the need for more services vs the desire by some to keep the government services limited
 - There are gated communities that offer their own services
 - There is no “downtown” in Hilton Head; it's decentralized
 - Most of the homes on the island are second homes for owners
 - Town uses A-Tax to support marketing efforts for itself and other nonprofits
 - Lack of local workforce and workforce housing presents ongoing challenge
 - Increase of day trips by tourists places strain Town's security and maintenance capacity
 - Town's visioning and planning process can consider role of art in Town's development
 - Town is creating Shelter Cove Towne Centre Linear Park, as well as the Lowcountry Celebration Park, and plans to move previously displayed sculptures to these sites
 - The County has purchased a previously displayed sculpture and plans to install it in front of airport as part of an entry redesign
 - HHI sees more than 2.6 million visitors per year

- According to 2018 study by Americans for the Arts, the nonprofit arts and culture sector is a \$39.1 million industry in Hilton Head Island—one that supports 920 full-time equivalent jobs and generates \$5.0 million in local and state government revenues. The arts and culture sector leveraged \$23.3 million in additional spending by cultural audiences—spending that pumps vital revenue into restaurants, hotels, retail stores, parking garages and other local businesses.
- Weather can be unpredictable and potentially harmful to artworks of dangerous to artists and audiences. Salt and moisture in the air causes rust/corrosion which is harmful to steel sculptures; sunlight can bleach colors; and bird poop is corrosive.
- There are a variety of spaces available for art
 - Opportunities and Challenges working with developers re: privately-owned spaces
 - Town-owned spaces for permanent work are limited to what Town controls and approves
 - Schools, hospitals, Mitchellville, social services orgs are potential host sites
 - Vacant buildings, for both indoor and outdoor use
- HHI revenues are hit hard during recession/economic downturn
- Concern over Bluffton pulling arts patrons and audiences to mainland
- Primary industry is hospitality, and there's a focus on attracting tourists
 - There's a shortage of workers
 - Housing for workers on island doesn't meet needs
 - Increased number of day tourists increases Town's costs for security and maintenance
 - Weather disruptions, like Dorian, hurt business, not to mention repairs and recovery costs
- Island is home to many unique or endangered species, such as turtles, birds, etc.
- Island is home to Gullah community, descendants of freed slaves who established historic settlement
- Island home to ancient, giant "shell rings," preserved and undergoing archeological study
- Island's majority of residents are retirees, living in gated communities (micro-communities referred to on maps as "Plantations") and are considered "divided" from each other; a social infrastructure that limits "whole island" community
- Support from Town could change with new mayor and council members (arts and culture in general, and outdoor art exhibit in particular)
- Resident support for program can shift—positive or negative—depending on unpredictable factors, such as a child getting stuck in a sculpture
- Community Foundation's board has not decided on its future role in support of the exhibition program (new leadership and strategic planning efforts are factors)
 - The foundation has committed a great deal of staff time to managing the biennial public art exhibition. Jean Heyduck, VP for Marketing and Communications, with part time hired help, has overseen all components of the exhibition, including fundraising, grantwriting, artist communication, marketing, installation and events. This includes managing the committee, supporting all fundraising activities; managing all logistics, such as organizing the call for artists, communications; coordinating the jurying and site selection; overseeing installation and removal; coordinating special events (opening night celebration and artist meet and greet); grantwriting; budgets; hiring and overseeing support staff; as well as marketing and promotion/social media/advertising.
- Town recently established its first department of Cultural Affairs. Director Jenn McEwen has built Council's interest and familiarity with arts issues, and gained trust in her decision-making around arts development issues
- Island has an independent Arts & Cultural Council, which coordinates, promotes and showcases arts and cultural entities in the area. Members organize an annual arts month in October, called Crescendo!

- Audiences for public art include residents, students, tourists, day visitors, cultural seekers, workers and time share residents, as well as the media, elected officials, and others
- Town has expanded interconnected bicycle and walking trails, which now include some interpretive elements
 - Increased trail usage, combined with limited wayfinding system along roadways challenges users, and has resulted in accidents

Meetings and Phone calls

Public Art Advisory Committee (and planning subcommittee)

Steve Riley, Town Manager

Ahmad Ward, Executive Director, Mitchelville Freedom Park

David Ames, Town Council, former Community Foundation board member

Jenn McEwen, Director of Cultural Affairs, Town of Hilton Head island

Kevin Eichner, sculptor (past exhibit participant)

Mark Larson, sculptor (past exhibit participant)

Teachers Helen and Dana

Alex Brown, Gullah community member/resident

Tom Barnwell, Gullah community member/resident

Mira Scott, island resident and artist, and founder of collaborative studio space

David Borghesi, arts patron

Follow up calls to aid in research around developing a “call for curators”

Susan McLeod, coordinator of Sarasota’s Season of Sculpture program

Johannah Hutchison, Director, International Sculpture Center

Marilu Knode, independent curator of outdoor sculpture

Pavel Pys, Walker Art Center curator

Lauren Ross, director of Laumeier Sculpture Park, St. Louis

Ginger Shulick Porcella, Executive Director & Chief Curator, Franconia Sculpture Park

Studied sample docs via [Call for Curators](#) (an online platform)

Conclusion

Based on the results of the SWOT analysis and additional information collected as part of Jack’s planning work, it is clear that the Public Art Program is not ideally positioned as a program of the Community Foundation of the Lowcountry. It has been a drain on staff resources; fundraising by committee members has been difficult; and the program doesn’t squarely align with the goals of the Foundation. Michael Marks has championed the effort on behalf of the Foundation’s board, but his term expires the end of 2021 and there doesn’t appear to be a successor. The work done by staff member Jean Heyduck, committee members, and others, however, has been successful in raising awareness and appreciation for the important role public art can play in the quality of life on Hilton Head Island, not to mention the value it has added to cultural tourism.

Among the key questions that arose were:

- Is it possible to have more and different types of public art spread throughout the island, involve more community members, and be displayed for more than four months every two years?
- Is it necessary to require one of the temporary artworks become permanently sited on the island—a task that requires additional fundraising?
- Is it possible for the Town to take over management of the program, now that it has established an office of Cultural Affairs, led by Jenn McEwen, a highly capable director? What do Jenn and Town Manager Steve Riley think about this strategy?
- How does the Coastal Discovery Museum feel about giving up hosting the exhibition every two years?

- Can permanent public art continue to be considered to enhance public—and perhaps private—improvement projects?
- What does the Foundation think about discontinuing management of the program?

Jack conducted follow up interviews with several key individuals. Steve Riley, Town Manager, indicated that it was not necessary for a permanent piece to result from the exhibition, nor were committee members required to raise additional funds. Jenn McEwen confirmed her interest in taking over management of the program with the shift in focus: temporary projects situated throughout the island on an annual basis, versus a four-month program every two years focused on Honey Horn and the Coastal Discovery Museum grounds. She and Steve Riley discussed the merits of this strategy and Steve subsequently confirmed his support. Jenn indicated that the draft public art master plan for the island would be updated accordingly, requiring a delay in its adoption to potentially January or February 2020. Rex Garniewicz, president and CEO of the Coastal Discovery Museum, acknowledged the benefits gained from hosting the program, and indicated interest in continuing to host temporary projects going forward. He welcomes the idea of developing more site-specific projects more frequently, aligned with the museum’s educational efforts. Regarding the foundation’s attachment to the program, President and CEO Christopher Kerrigan confirmed that the foundation is happy to see the program transfer to the Town, under Jenn’s leadership. The foundation’s role in incubating the program, however, is something of which they can be proud.

As a result of these follow-up conversations, the following recommendations and considerations are listed below:

Recommendations

1. Starting in 2020, Town’s Cultural Affairs Department assumes management of public art exhibition program, led by Jenn McEwen and assisted, as needed, by contracted help
2. Funds from Town are used to fund 8-10 contextually-informed temporary artworks per year around island (with budgets ranging from \$2,500 to \$10,000)
3. Town develops a revised process for funding temporary projects throughout island on an annual basis, using the \$50,000 per year provided by the Town
 - a. Community Foundation of the Lowcountry provides bridge support to help with transition for first two years (amount TBD by foundation), along with any funds remaining in foundation’s Public Art Fund.
4. Jenn McEwen develops first year budget, including administration, project management, contractor fees, artist fees, etc. and makes adjustments in subsequent years to ensure revised program is fiscally responsible
 - a. Consider budgets, documents and data developed by Foundation as helpful to process
 - b. Reestablish a Public Art Advisory Committee, with a goal of representing the diversity of island residents and stakeholders, as well as individuals with expertise in public art, community development, and design.
 - c. Follow Town rules/policies/procedures regarding the establishment of governance groups, advisory committees, etc.
 - d. Develop conflict of interest policy, as needed, regarding committee participation, as well as artist selection committee (for example, artists who serve on committee are not eligible to receive funding)
5. Don’t require art projects to be permanent
6. Insure artists retain copyright and ownership of their work
7. Disband the Foundation’s Public Art Advisory Committee
8. Consider utilizing a “call for host sites and organizations” on an annual basis, inviting interested parties to indicate why they want to participate, what organizational goals might an artist

address with the artwork, when would be ideal timing for project, and in what ways would they support education and PR for project on their property—as well as leverage matching funds.

9. Process can also include a call for regional artists to identify sites where they want to propose projects that meet program criteria
 - a. Be inclusive of all disciplines (visual, performance, media, traditional crafts, etc.)
10. Allow flexibility in use of funds, especially in first two years. For example, funds can be used to hire contracted project manager, pay for a marketing/communications assistant, provide technical assistance to selected artists, etc.
11. Consider community engagement as component of projects
 - a. Public art as a process can bring together diverse residents, amplify unheard voices, and shed light on critical issues facing islanders
12. Consider themes of Gullah/Freedom, Environment/Ecology, and History (in first year or two)
 - a. Consider legacies of Charles Frasier and Fred Hack, and efforts to promote environmental stewardship, community building and innovative planning
13. Invite hotels, resorts and restaurants to play a bigger role in supporting public art
 - a. Consider additional art strategies that foster sponsorship by area businesses, such as a “Turtles on Parade” with area resorts and restaurants sponsoring artists with art placed in front of businesses (auctioned off after one year, with half going to artists and half going to art fund)
14. Consider potential alignment with Mitchelville Master Plan, currently in development
15. Remain open to a mix of local and national talent
 - a. When using national talent, find ways to engage local artists as assistants
16. Works can last up to 12 months, or be event based
 - a. Can enhance impact of Lantern Fest, Cinco de Mayo, Seafood Fest and other annual festivals
 - b. Can be part of larger public or private improvement efforts, and designed to last more than a year
17. Incorporate a strategy to grow program over time in the Town’s new comp plan
 - a. Determine how projects might address Town planning goals, challenges, etc. For example, art can be used to highlight areas where trails cross roadways, and make them safer
 - b. Development of this program should inform the island-wide public art master plan (in progress)
 - c. Public art master plan should seek to establish method for commissioning of permanent public art throughout island
 - d. Consider incorporating public art program into larger arts and cultural program plan, with goals and strategies that align and support one another
18. Address commissioning of fixed art as an important, but separate topic
 - a. Develop gift policy
 - b. Establish maintenance fund for Town-owned art
19. Engage Arts & Cultural Council of Hilton Head in efforts to plan and promote program
20. Engage Island School Council for the Arts to support educational activities
21. Involve the Visitors and Convention Bureau in the marketing and communications
22. Grow efforts to raise awareness, understanding and appreciation for public art amongst residents, businesses, and community leaders on island



TOWN OF HILTON HEAD ISLAND

Community Development Department

TO: Community Services and Public Safety Committee
VIA: Shawn Colin, *AICP, Director of Community Development*
VIA: Jennifer Ray, *ASLA, Deputy Director of Community Development*
FROM: Jayme Lopko, *AICP, Senior Planner*
DATE: July 13, 2020
SUBJECT: Historic Mitchelville Freedom Park Master Plan & Business Plan

Recommendation: Staff recommends the Community Services and Public Safety Committee forward a recommendation to Town Council to approve the Master Plan and Business Plan for the Historic Mitchelville Freedom Park (HMFP) and provide direction to resolve the conflicts between the language and the property boundary in the current lease and the language and the property boundary in the Master Plan and Business Plan outlined below:

Language Conflict:

- According to Article 1.3 of the lease, Mitchelville acknowledges and accepts that the property will remain open as a public park, with the public's right to enter for parking and use of the amenities of the public park.
- According to the Master Plan Legend of Uses and Business Plan Exhibit 2, HMFP Operation Revenue Sources, Mitchelville is proposing to restrict access to the property by automatic gates and charging an admission fee to visitors.
- Mitchelville currently operates the property as a public park in compliance with the current lease agreement. The current lease allows Mitchelville to restrict access and charge admission for special events approved by the Town Manager.

Property Boundary Conflict:

- According to the lease, the only property subject to the current lease is parcel R510 005 000 0208 0000, which was formerly known as Fish Haul Creek Park.
- According to the Master Plan, there is an additional parcel located along Beach City Road included in the future development plans, parcel R510 005 000 0248 0000. This parcel is jointly owned by the Town and Beaufort County and would need approval from both agencies to be included in the lease and Master Plan.

Summary: Approval of the Master Plan and Business Plan will satisfy the requirements of the lease and direction on how to resolve the conflicts will give staff the ability to amend the lease accordingly or require Mitchelville to continue to comply with the current lease terms.

Background: Mitchelville appeared before the Town Council on September 7, 2010 where the Town Council voted to support leasing then Fish Haul Creek Park to Mitchelville contingent upon finalizing a master plan and showing the financial ability to implement via construction and long term management of the facility.

Mitchelville offers an opportunity to work with a diverse community of Hilton Head Island heritage groups to develop an imaginative and exciting place to visit and be informed and inspired about the story of African American's contribution to the Country's heritage of freedom. The vision of the HMFP encompasses preserving the historic site, a portion of which is now a beautiful park; commemorating freedmen's heritage by including an appropriate memorial for the site; reconstructing (on the bases of evidence) Mitchelville's significant structures and creating state-of-the-art technological and media platforms for exhibiting and interpreting the history and story of its freedom pioneers.

On April 18, 2017, Town Council approved a lease of then Fish Haul Creek Park to Mitchelville and a 2-year Memorandum of Understanding (MOU) detailing capital improvement and maintenance responsibilities for the park.

In September of 2018, Beaufort County awarded a contract to WLA Studio to create a Master Plan for HMFP. WLA Studio worked with the staff and Board of Mitchelville, conducted research, and held stakeholder and public meetings to assist in drafting the proposed Master Plan and Business Plan for Town and Beaufort County approval.

On March 19, 2019, Town Council approved a renewal of the MOU for an additional 2 years and amended the lease to update both the name of the park from Fish Haul Creek Park to Historic Mitchelville Freedom Park and to change the time required for approval of the Business Plan from 2 years to 4 years to be consistent with the time required for approval of the Master Plan.

Attachments:

Attachment A: Master Plan & Legend of Uses

Attachment B. Business Plan

Historic Mitchelville Freedom Park

Business Case and Long- Range Plan

February 2020

Executive Summary

Established in 1862, historic Mitchelville became the first self-governed town of the formerly enslaved in America. An “experiment in citizenship” and a “model for reconstruction,” historic Mitchelville succeeded, yet virtually faded from history. But, today Mitchelville is being rediscovered, not only because of its historical significance, but also because its story resounds as an inspiring and relevant chapter in America’s continuing quest to become a truly just society.

Historic Mitchelville Freedom Park, Inc. (HMFP) is a non-profit South Carolina corporation whose mission is to preserve, promote and honor Historic Mitchelville. HMFP envisions that Historic Mitchelville Freedom Park will become: “An imaginative and exciting place that celebrates the American spirit through the telling of the story of the first freedman’s town in America; and that informs and strengthens the fabric of our shared American heritage.”

The current Board and leadership of HMFP are indebted to the former leaders, directors, and supporters of the Mitchelville Preservation Project for their past efforts and continued support over the last decade. The opportunity to build upon their efforts has positioned HMFP to gain the momentum necessary to change the public mindset from “if” to “when” Mitchelville will be reborn as Historic Mitchelville Freedom Park.

Momentum behind the Park has been building rapidly recently for several reasons. Among them, HMFP has demonstrated effective stewardship of committed resources, prompting increasing levels of government commitment and support and public participation. Also, a strong Board, with appropriate structure and competencies, and key leadership are in place to undertake the next phase in Park development.

Our strategy is to position HMFP to have both niche appeal (particularly to the African American Cultural Tourist Segment, a particularly desirable niche of the culture and heritage tourism market) and the potential ability to reach and attract a wider audience on the basis of its contemporary relevance to today’s discussions of citizenship rights and responsibilities. We see HMFP not only as benefiting strategically from its historical uniqueness as the first self-governed town of the formerly enslaved, but also as having opportunities to create value from its continuing relevance as an exemplar of the importance of citizenship, helping to prepare citizens for 21st century America.

Informed by this framework, the Board, Executive Director, and an experienced consulting team, with community input, have collaborated to produce the HMFP Master and Interpretive Plans summarized within. Capital requirements for two-phased implementation are estimated to total \$22.8 million.

A preliminary Base Case operational model, including revenue and cost projections and organizational requirements, has been created, based upon comparisons to other arts and culture organizations. These projections will be refined further during Q1 of 2020.

Finally, we discuss the 2020 Long Range Plan (LRP) framework for HMFP under development by the Board and executive leadership. The LRP will be aimed at: Realization--Making HMFP a Reality; Validation--Ensuring Viability of HMFP’s Operating Model; and Sustainability--Maximizing HMFP’s Long-Term Outlook. HMFP will occupy a comfortable market niche—without a direct competitor, positioned to increase culture and heritage tourism in the local area.

Overview of Contents

Part One: Reviewing the History of HMFP

[Pages 3-16]

In the following sections, we review the purpose, milestones and achievements of the Mitchelville preservation and development effort to date. We:

- *Provide a brief summary of Mitchelville history.*
- *Present HMFP's mission, vision, and guiding principles.*
- *Review the history and background of the preservation effort, highlighting milestones and achievements.*
- *Summarize the amount and nature of the financial support behind the effort to date.*
- *Describe the Board, Leadership and organization in place, as well as HMFP's alliances and partnerships.*
- *Provide an overview of HMFP's current situation.*

Part Two: Planning the Future of HMFP

[Pages 17-50]

In the following sections, we explain the components of the current HMFP Business Plan and present the case that:

- *HMFP's "High Concept" Strategy Framework links freedom to citizenship.*
- *The Master Plan and Interpretive Plan concepts have been completed and vetted.*
- *The capital requirements for two-phased implementation of those plans have been estimated. A capital campaign is under development.*
- *Base Case P&L pro forma & organizational requirements are being analyzed and refined.*
- *A Long-Range Plan for HMFP's Realization, Validation, and Sustainability is under development.*

Exhibits

[Pages 51-62]

- 1. *Preliminary Costs for Master Plan and Interpretive Plan*
- 2. *HMFP Operational Revenue Sources*
- 3. *Capital Campaign Plan Outline*
- 4. *Illustration of Non-Traditional "Citizenship" Program*

Historic Mitchelville

“Where Freedom Began”

Unique Significance

Established by order of Civil War Union General Ormsby Mitchel in 1862, Mitchelville became the first self-governed town in America, where formerly enslaved Africans, though from different homelands, collectively proved themselves equal to the task of creating a democratic community with a vibrant culture, and capable of exercising the privileges and performing the responsibilities of free citizens.

As an “experiment in citizenship” and a “model for reconstruction,” Mitchelville succeeded, but virtually faded from history. Yet, it remains an inspiring and relevant chapter in America’s continuing quest to become a truly just society.

Brief History

On November 7, 1861, Union forces attacked two Confederate forts and the Sea Islands of South Carolina near Port Royal. “The Battle of Port Royal” later drove the Confederate forces to retreat to the mainland. One island, Hilton Head Island, immediately became the headquarters for the Union Army; and it soon would become the setting for the first self-governed town of freed Africans in the country.

After the Battle of Port Royal, men, women, and children fled the plantations to face an uncertain but promising freedom with the Union Army. These former slaves initially were considered to be “contrabands of war,” and were housed in ill-constructed shacks on the grounds of the Union outpost. In need of labor, the Union Army employed these “contrabands”, as carpenters, blacksmiths, launderers, coopers, clerks and cooks.

Due to overcrowding in the contraband barracks in the Union camp, as well as to animosity displayed by some of the Union soldiers towards contrabands living in the camp, General Mitchel found an ethical and practical solution. He set aside a large parcel of the land near the old Drayton Plantation for the newly freed Blacks that they would be able to cultivate and live on their own land and govern themselves. To that end, freedmen and families were given quarter acre lots and materials to build homes.

Named after General Mitchel following his death from yellow fever in 1862, Mitchelville became a template for the creation of future freedmen’s towns and, as the centerpiece of the “Port Royal Experiment,” served as a “rehearsal for Reconstruction” following the Civil War. This “experiment in citizenship” was a radical idea. It addressed the former enslaved persons’ longings for: their own land; the right to choose who would represent them; the responsibility of keeping families intact; the right to negotiate wages for their labor; and freedom to initiate their own religious institutions and commercial enterprises.

Mitchelville became vibrant with community life and dedication. Freedmen elected their own officials, created their own system of laws, built three churches, four stores and established the first compulsory school system in the state of South Carolina. Freedmen volunteered for the on-going Civil War, and Black soldiers built nearby Fort Howell to protect Mitchelville. On weekends for enjoyment, the marsh tacky work horses were raced along the beaches. Mitchelville citizens designed sweet grass baskets and fishing nets, and sang songs interpreting their burdens.

At its height, Mitchelville boasted 1,500 to 3,000 residents. However, the town declined after the Union Army left the area in 1868. Many residents then began farming and engaging in local commerce to sustain themselves, though remnants of the town would remain until the end of the century. Eventually, the residents took apart their homes and moved inland towards the areas of Squire Pope, Spanish Wells, Baygall and Chaplain.

Even though the citizens of this important community moved on from the town's physical property, their Native Islander descendants are justifiably proud of the town's importance and of their rich and unique Gullah Geechee cultural heritage.

And, at a national level, Mitchelville remains an important, but heretofore largely forgotten, chapter in the story of freedom, self-determination, opportunity, and citizenship rights in America—a story still being written.

As the first self-governed town of the formerly enslaved, Mitchelville truly is: "*Where Freedom Began.*"

Historic Mitchelville Freedom Park, Inc.

Mission Statement

Historic Mitchelville Freedom Park, Inc. (HMFP) is a non-profit South Carolina corporation established in 2010 originally as Mitchelville Preservation Project and renamed HMFP in 2018. HMFP's mission is:

“To preserve, promote and honor Historic Mitchelville, the first self-governed town of formerly enslaved people in the United States.”

Vision

HMFP envisions Historic Mitchelville Freedom Park as:

“An imaginative and exciting place that celebrates the American spirit through the telling of the story of the first freedman's town in America; and that informs and strengthens the fabric of our shared American heritage.”

HFMP Guiding Principles

The efforts of the HMFP Board, executive leadership, staff and volunteers are aimed to:

- Present a truthful accounting of Mitchelville's history in a way that respects and honors Native Islanders and their legacy, their importance to Hilton Head development and history, and their cultural contributions to the region and the nation.
- Operate this important site as a public historic park with meaningful public (including handicapped) access, taking all necessary steps to preserve and protect any significant resources at Historic Mitchelville Freedom Park.
- Follow the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation in all efforts undertaken at Historic Mitchelville Freedom Park.
- Protect the site during the current lease term and any extensions thereof, while allowing for sensitive additions to facilitate and enhance public use and enjoyment.
- Provide education and interpretation of the unique tangible and intangible resources at Historic Mitchelville Freedom Park.
- Promote a broad and diverse understanding of Historic Mitchelville's local, regional, state and national significance.
- Pursue opportunities for creating alliances and partnerships with local, regional, state and national historical and cultural resources.
- Conduct and document a public engagement process that seeks input from the citizenry and other stakeholders.
- Establish a thorough process for record keeping so that all actions at Historic Mitchelville Freedom Park are well documented and can be referenced as an important tool in future decision-making.
- Develop an environmentally, economically, and culturally sustainable approach to provide and maintain a functional site and facilities.

Background and History of the Project

- *Momentum behind Mitchelville is building rapidly.*

Key Milestones and Achievements

The current Board and leadership of HMFP are indebted to the former leaders, directors, and supporters of the Mitchelville Preservation Project for their steady, dedicated effort and continued support over the last three decades. The opportunity to build upon their efforts has positioned HMFP to gain the momentum necessary to change the public mindset from “if” to “when” Mitchelville will be reborn as Historic Mitchelville Freedom Park.

A chronology of significant milestones and achievements on the journey includes:

- In 1988, Mitchelville was placed on the National Register of Historic Places (as the Fish Haul Archaeological Site), making the site important to preserving and understanding the nation’s difficulties during Reconstruction.
- In 1995, the Town of Hilton Head and the State of South Carolina recognized the historic value of the Mitchelville site and erected the official State historical marker at the corner of Beach City and Fish Haul Roads. (This marker has recently been relocated to what was the entrance to Fish Haul Creek Park, now the Historic Mitchelville Freedom Park site.)
- Also, in 1995, the Chicora Foundation completed their archaeological work at the Fish Haul site. This excavation uncovered 25,000 objects, causing Chicora to refer to the site as “the richest African American archaeological site in the Southeast.”
- In 2005, a diverse group of Hilton Head Island citizens took up the cause of preserving and promoting the heritage of Mitchelville. This first group kept the importance of the Mitchelville site to Hilton Head on the community’s agenda.
- In 2009, the group approached Thomas C. Barnwell and asked that he become chairman for a renewed effort to preserve the remains of the Mitchelville site, to interpret the heritage, and to commemorate the story.
- In 2010, the “Mitchelville Preservation Project” (MPP) was formally organized with Mr. Barnwell as chairman. That year, MPP developed a conceptual master plan (initial landscape architectural design) for the site.
- In 2012, the Chamber of Commerce conducted a leadership class in the Park, drawing attention and resources to the Mitchelville preservation effort.
- In 2013, MPP conducted its first annual Forum, established the USC McKissick Exhibit, and was honored by the choice of the Park as one of 20 sites for a Toni Morrison bench.
- By 2015, building on the efforts of prior Chairs, Dot Law and Fran White, Chairman, Randy Dolyniuk rekindled public support in the form of government grants, a significant factor in supporting an expanding Mitchelville development effort. Also, in 2015, MPP held its first Juneteenth Celebration in the Park.

- Since 2016, Chairperson Shirley "Peaches" Peterson has prioritized sound business practices and created a sense of stability that has encouraged the Town of Hilton Head Island to place their critical support behind the Project.
- In 2017, the Board revisited and revised the 2010 conceptual Master Plan, authorized the negotiation of leasehold control of the Park and the hiring of an executive to serve as founding director. In April, the Town of Hilton Head leased the Park site to the Mitchelville Preservation Project for 45 years. Additionally, the Town provided financial support for the hiring of the first Executive Director for the Project, Mr. Ahmad Ward, who joined in June.
- In 2018, WLA Studio from Athens, GA and Proun Design from Somerville, MA were awarded a contract to conduct a community-involved process to create a master plan and interpretive plan.
- Additionally, in 2018:
 - Mitchelville Preservation Project changed its name to Historic Mitchelville Freedom Park, Inc. (HMFP)
 - The Park, known as Fish Haul Creek Park (part of the original Mitchelville site) was renamed "Historic Mitchelville Freedom Park".
 - The Griot's Corner Literacy program was introduced in the spring of 2018, connecting with 200 school children in six programs.
- In 2019, the conceptual phase of the consultants' work was completed. Summaries of the Master Plan and the complementary Interpretive Plan appear below. These are integral components of this Business Plan.
- Additionally, in 2019, HMFP, through the efforts of the Board and Executive leadership, has:
 - Established connections with national /regional museum organizations, including the Southeastern Museums Conference, Association of African American Museums, and the Alliance of American Museums.
 - Secured a resolution from Beaufort County promising \$575,000 for Phase One development after approval of Master Plan by Town of Hilton Head Island and Beaufort County.
 - Received a \$165,000 appropriation from the South Carolina General Assembly for Phase I development of Mitchelville.
- 2018-2019: Also, to be noted are the efforts of archaeologists from the Master of Arts Public Archaeology program at Binghamton University who have been searching the Park for one of the historic churches. Based on their findings, with 70% probability, they have found the location of a structure of a religious nature. The team continues to work to confirm that location

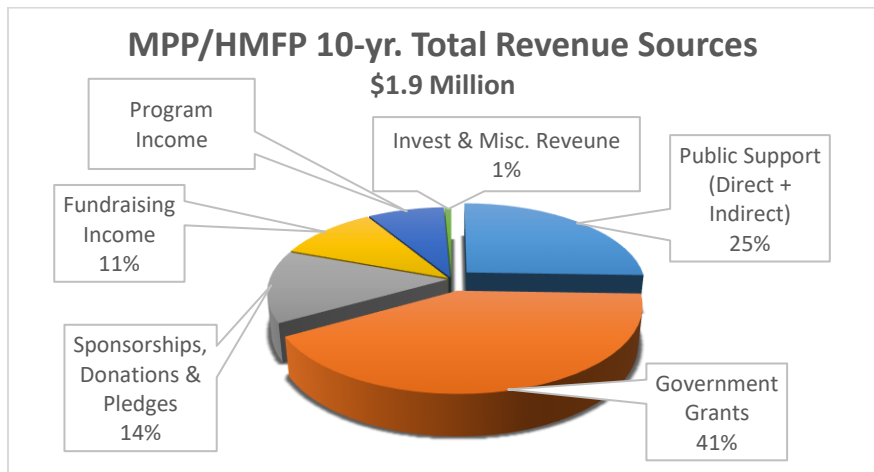
and to find evidence of the General Store on the property. (Both areas are considered and preserved in the Master Plan.)

- *HMFP has demonstrated effective stewardship of committed resources.*

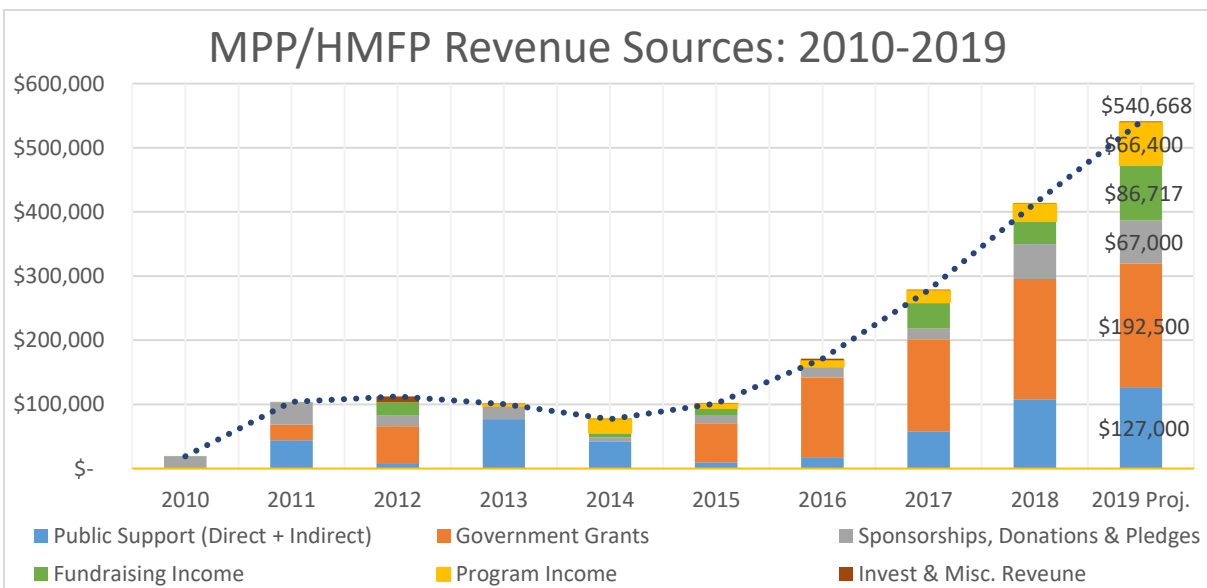
Financial History

Since incorporation in 2010, HMFP (formerly MPP) has raised and directly managed over \$1.9 million in financial (and in-kind) support for the Mitchelville preservation effort.

Over the ten-year period, two thirds (66%) of the revenue has come from the combination of public support and government grants. The other third has been generated by sponsorships, donations and pledges, as well as revenue generated through fundraising, program and event activities, and income from funds invested.

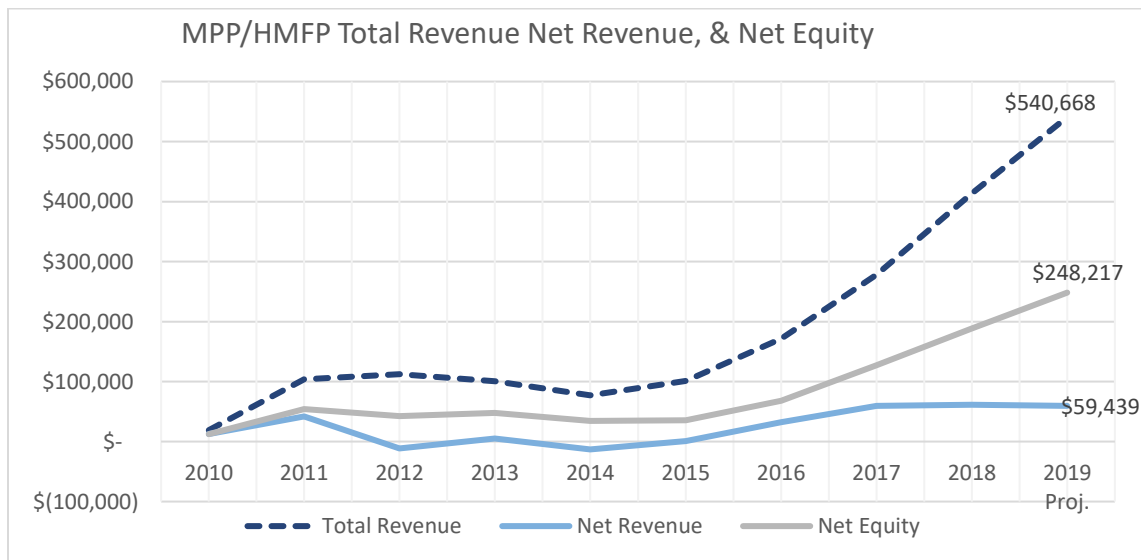


MPP/HMFP’s financial resources under budget management have increased significantly over the decade, from less than \$20,000 in 2010 to over \$540,000 in 2019.



- In 2010, MPP began operations dependent entirely on support from donations, reflecting the grass roots origins of the Mitchelville preservation effort.
- From 2011 to 2015, overall financial support (revenue) hovered around the \$100,000 level, perhaps an indication that the long-term viability of the project may then have been considered uncertain. Accordingly, the Boards and their Chairs focused less on revenue growth, and more on growing awareness, generating recognition and creating external relationships with businesses, educational institutions, the local community, the Town and the County, and others.
- From 2016 to date, HMFP revenue has grown significantly, expanding over 50% on average per year, with the period accounting for almost three quarters (73.2%) of total revenue generated. Significantly, over 80% of government grants (81.8%) and fundraising and program income (80.2%) were generated over this period. The more recent government support and public participation reflect growing confidence in and anticipation of progressing to the construction phase of development.

With a growing overall budget, HMFP has focused wisely on building operating reserves (net equity) as a necessary element of fiscal responsibility. Reserves helped to cushion the impact of a couple of particularly lean early years, and now provide an operating reserve against any foreseeable operational funding anomalies.



It should be noted that, because the above financial performance reflects only financial (or in-kind) resources under HMFP’s direct management control, it does not include the following:

- A \$250,000 grant from Beaufort County Natural Resources Committee in 2019 has funded the development of the Master Plan and Interpretive Plan, both summarized below. The consultants producing those plans are being compensated directly by Beaufort County. (Including the contract in HMFP financials would have the effect of increasing 2019 Total Revenue to \$790,668 but would not change Net Revenue or Net Equity.)

- The monetary value of the effort of a group of 120 volunteers, including a dedicated core of 45-50 individuals. (A group of 50 averaging 8 hours for each of 5 events at \$20/hr. would equate to \$40,000 annually in volunteered service value.)
- The value of the time and expertise that directors of the HMFP Board have contributed in their non-compensated roles on the Board, its standing and ad hoc committees, as well as their efforts to support development and program activities, and to engage in various strategic planning and business planning efforts.

➤ *Board Governance and Executive Leadership are in place.*

Board Composition and Terms

The HMFP Board is comprised of an odd number of not less than seven nor more than twenty-one individuals, with one or more Directors from the Hilton Head Native Islander community. Currently the Board has thirteen directors, three of which are of Native Islander descent.

Board members serve staggered terms of three years each. Generally, members may serve no more than two consecutive terms of service on the Board, and lifetime Board service is limited to twelve years. However, at the request of the Board's Nominating Committee and upon a two-thirds vote of the entire Board, a member may serve a third consecutive three-year term, if the Board determines he/she possesses a special skill or knowledge that is consistent with the needs of the Board.

Board Officers and Standing Committees

To provide for proper oversight, and to facilitate the conduct of the Board's affairs, HMFP By-Laws require the following standing committees, as well as provide for the creation of ad hoc committees as desirable. Standing committees are:

- **Executive Committee:** An Executive Committee consisting of the four Board Officers, the Chair, the Vice-Chair, the Secretary, the Treasurer, and the chairs of all Standing Committees of the Board, and the Executive Director.
- **Finance Committee:** The Treasurer of the Board serves as the chair of the Finance Committee. All members are Board directors, except the Executive Director, who is an ex officio member. The Finance Committee:
 - Oversees HMFP's assets, reviewing the annual budget for each fiscal year, monitoring implementation of the budget and financial procedures, and reviewing monthly financial reports.
 - Through the Executive Director, supervises, directs, and controls all matters pertaining to HMFP's finances including, but not limited to, the placing of insurance, the filing of tax returns, the payment of taxes, the preparation of the annual operating budget, and the preparation of monthly and annual reports to the Board on HMFP's financial condition.
 - Commissions the annual preparation of audited financial statements and management letter by certified public accountants approved by the Board for the immediate past fiscal year.

- Supervises formulation and implementation of financial controls and audit procedures for the Corporation.
- **Development Committee:** The Development Committee, which may include members who are not Directors, including the Executive Director, who is an ex officio member, develops fundraising plans to ensure the long-term financial viability of the HMFP through funding of traditional unearned sources of income. These efforts include but are not limited to:
 - Annual campaigns, capital, endowment, and planned giving programs, and special events;
 - Business sponsorships;
 - Applications for grants for the use by and benefit of the HMFP;
 - Implementing and coordinating all such activities following approval by the Board.
- **Governance Committee:** All members of the Governance Committee are Directors, with the exception of the Executive Director, an ex officio member. The chair of the Nominating Committee is also a member of the Governance Committee. The Governance Committee meets at least quarterly to provide for the Board's effectiveness and continuing development, recommending to the Board policies and processes to provide for efficient governance, including, but not limited to:
 - Performance evaluations of the Board, the Chair, and Directors, the election and re-election of Board members, Board orientation and education, and the review and recommendation of descriptions detailing responsibilities and expectations for the Chair and Directors.
 - A statement of Directors competencies and personal attributes necessary or desirable to further the purposes and goals of HMFP to be used as a guideline for recruitment and election of Directors.
 - Conduct of a "gap analysis" when necessary to identify succession planning and recruitment needs, provide guidelines for overseeing the process for vetting the fitness of prospective nominees as Directors, develop and oversee a plan to maintain Board diversity, and evaluation of the performance of individual Directors and officers eligible for re-election.
 - Annual review of the By-Laws and recommend amendments to the Board and overseeing the Board's self-assessment and improvement process not less than every other year.
- **Planning and Operations Committee:** The Planning and Operations Committee may include members who are not Directors, including the Executive Director, who is an ex officio member. The Committee makes recommendations for actions to be taken by the Board on matters concerning the operations, site planning and development of HMFP's facilities, operation and maintenance of the facilities and equipment, development and implementation of programs and policies, and coordination of volunteers.

- **Nominating Committee:** The Nominating Committee may include members who are not Directors, including the Executive Director, who shall be an ex officio member. In conjunction with the Governance Committee, the Nominating Committee shall be responsible for developing a strong, functional Board. To that end, the Nominating Committee develops and maintains a recruitment plan for prospective Directors, identify and maintain a pool of prospective Directors, and nominate candidates for Directors and officers. Nominees for Directors and officers are presented to the Board at its annual meeting, and when necessary to fill any vacancy.

Executive Director

The Executive Director is the Chief Executive Officer of the HMFP, serving at the pleasure of the Board, and is responsible for the day-to-day management and operation of the HMFP (including fundraising) and the implementation of the HMFP's objectives and policies as established by the Board.

Hired in June 2017, Mr. Ahmad Ward is the Executive Director for the Historic Mitchelville Freedom Park. As the founding executive, Ward is responsible for leading the HMFP master plan development and implementation process, in addition to managing the day-to-day operations.

Prior to this position, Mr. Ward spent fifteen years leading the Education Department at the Birmingham Civil Rights Institute in Birmingham Alabama. There, he honed his expertise in telling the story of civil and human rights in America, with a focus on historical analysis and application to current social justice issues. With Masters-level training and years of experience in exhibition design, he brings a strong understanding of storytelling and the importance of technology in interpretation. He has been responsible for creating programming partnerships with local schools, universities and organizations; teacher and student resources; writing articles, blogs and essays for local, national and international platforms as well as for the development of public programming for the community-at-large on civil and human rights movements, multiculturalism and contemporary human rights issues.

Mr. Ward is a native of Elizabeth City, North Carolina. He received a BA in Art from Elizabeth City State University and a MA in Museum Studies from Hampton University. He is a Board member of the Association of African American Museums, a member of Rotary of Hilton Head Island Club and the Southeastern Museums Conference Jekyll Island Management Institute (JIMI) Selection Board. He is a former member of the Smithsonian Affiliates Advisory Board.

Current Organization

Current employees include the Executive Director and one staff person. The bulk of the manpower currently necessary to conduct operations is provided by volunteers. However, in the future, managing new facilities and implementing expanded programming will require additional paid employees. Future organizational needs and structure are discussed below.

As mentioned above, HMFP is ably assisted by a group of 120 volunteers, including a dedicated core of 45-50 individuals that help in administrative duties, as well as provide support for Mitchelville's programs, events, activities and services.

➤ *HMFP will benefit from alliances, associations, and affiliations with strong partners.*

Strong Local and Regional Alliances

HMFP is supported by dedicated partners that give of their time and resources to help preserve, maintain and develop opportunities to educate locals and tourists about Historic Mitchelville. These partners include:

- Beaufort County
- Town of Hilton Head
- Heritage Library
- National Parks Service – Network to Freedom Program
- NIBCAA
- Coastal Discovery Museum
- Community Foundation of the Lowcountry
- Gullah Heritage Tours
- Historic Churches of Mitchelville
- Historic Cherry Hill School

Associations and Affiliations

HMFP recognizes the importance of connecting with similar institutions and national organizations in the Museum field, with educational and historical affiliations and regional / national tourism interests. HMFP is currently a member of:

- The National Park Service Underground Network to Freedom;
- The Association of African American Museums; and
- The Association for the Study of African American Life and History.

In addition, HMFP is allied with:

- Hilton Head Island /Bluffton Chamber of Commerce;
- Gullah Geechee Cultural Heritage Corridor

In the future, HMFP also will seek:

- Membership with the Southeastern Museums Conference;
- Accreditation with the Alliance of American Museums;
- Membership in the Smithsonian Affiliates, which has over 200 members across the United States and Central America.

➤ *HMFP is amassing a trove of artifacts and objects from archaeological research.*

Collections

The Collection of Historic Mitchelville Freedom Park consists of artifacts and objects that have been collected over the years through archaeological research. However, many of these objects will not be available to HMFP until after the construction of buildings that can appropriately house them on site. Archaeological surveys have been conducted on the Beach City Road site since Michael Trinkley's research in the 1980's. As it currently stands, HMFP has no clear claim or agreement to the thousands of objects that Trinkley uncovered during his work at the "Fish Haul" site.

In 2013, Brockington and Associates performed archaeological data recovery mitigation for Talbert, Bright & Ellington Inc., Columbia, South Carolina connected to the extension of the Hilton Head Island Airport

runway. This research uncovered over 20,000 objects that under verbal agreement will be released to HMFP upon the completion of structures that have the requisite climate control/HVAC systems to support and protect the objects long term.

Some of these objects are currently on display at the Westin Hotel and Spa as part of an exhibition entitled "Finding Freedom's Home," which discusses the history of Mitchelville and chronicles the 2013 excavations. This exhibition is considered part of Mitchelville's collection and its placement at the Westin serves as HMFP's largest outreach element, welcoming over 25,000 people each year. (Please refer to "Archaeological Data Recovery at Mitchelville (38BU2301) Hilton Head Island Airport Improvements Study Area, Beaufort County, South Carolina" prepared by Brockington and Associates for detail about the objects.)

Since 2018, HMFP has sponsored archaeology on the Beach City Road site to determine the historic street grid and locations of homes, churches and the general store. Katherine Seeber, a PhD candidate from Binghamton University, has been the primary investigator for the recent excavations. She and her students and graduates from Binghamton have high confidence they have located the site of one of the historic churches from the Mitchelville era, and they believe they know the location of one of the general stores from the community. Items recovered during excavations or found during surveys will remain the property of HMFP but will be loaned to Binghamton for short-term curation. Short-term curation in this case is defined as a minimum of two to three years, but less than ten years. Any deviations to time period will be mutually agreed upon by Katherine Seeber, Binghamton and HMFP. Curation will be based on the amount of time needed to analyze said materials. Binghamton retains the right to refuse curation or to return items sooner than ten years if they decide they are of limited analytical value, have been fully analyzed, or require too much effort or cost to transport or analyze. After analysis, Binghamton will be responsible for returning artifacts to HMFP.

Objects, artifacts and historic documents will be made available for researchers to examine on site with the permission and guidance of a HMFP representative. Collections are accessible to the visiting public, with some under restriction due to conservation or security considerations. Storage will be maintained on the property in the Interpretive Center and the Classroom / Lab building. Certain objects will be available for short and long-term loans with museums, galleries and other cultural attractions after the coordination of loan agreements signed by both parties.

In addition, each interior and exterior artifact, exhibit and interpretive element on the 33-acre site, becomes a part of the HMFP collection and will be catalogued as such.

Current Situation Overview

- *Momentum behind Mitchelville has been building rapidly.*

The above review of HMFP milestones, achievements, financial growth and management performance establishes that steady, dedicated effort over many years is now reflected in exponential momentum behind development of Historic Mitchelville Freedom Park.

- *HMFP has demonstrated effective stewardship of committed resources.*

Since incorporation in 2010, HMFP (formerly MPP) has raised and directly managed over \$1.9 million in financial (and in-kind) support for the Mitchelville preservation effort. HMFP revenue is growing significantly, expanding over 50% on average per year recently. The increasing levels of government commitment and support and public participation reflect growing confidence in and anticipation of our progressing to the construction phase of development.

- *A Strong Board and Key Leadership are in place to execute.*

The appropriate Board structure and competencies, and board and executive leadership are in place to undertake the next phase in development.

Board Chairperson

Shirley “Peaches” Peterson, a Board member since 2015, has led HMFP as Chair since 2016. Almost three quarters HMFP’s financial support has been raised under her leadership. She has spearheaded the recruitment of the current Board of skilled and committed Directors, and built strong relationships in the Native Islander, local government, and philanthropic communities. She also oversaw the search for and selection process of Executive Director, Ahmad Ward. Having initiated a 2017 Board review of the 2010 conceptual master plan, Ms. Peterson has advocated successfully for Town support to produce an updated master plan complemented by an interpretive plan for preservation and enhancement of the Park.

Executive Director

Mr. Ahmad Ward is the Executive Director for the Historic Mitchelville Freedom Park. Hired in June 2017, as the founding executive, Ward is responsible for leading the HMFP master plan development and implementation process, in addition to designing the programming and managing the day-to-day operations of HMFP. While he currently leads an organization of two staff, supported by numerous volunteers, he plans to expand staff appropriately for the next phase of HMFP development, as indicated below.

2019 Board Composition

In order to guide the recruitment and election of new Directors, the Board annually undergoes an assessment of its composition, collective experience, and capabilities. The 2019 median age of the Board was 51-65; two-thirds of the Board are women. Except for two directors who currently reside out of state, directors have lived in Beaufort County over 18 years on average. The HMFP Board is racially and ethnically diverse, with Asian, Caucasian, and African American representation, and two current members are of Native Islander descent.

The 2019 Board reflects the effort to involve individuals who, in addition to possessing passion for the project, are in position to contribute experience and expertise at this critical phase of project evolution. Accordingly, the Board assessment indicates:

- 9 directors have previous Board experience, averaging 3 Boards per director;
- 6 directors have business management experience, 2 of which have public service/non-profit specific experience;
- 6 have finance industry expertise; 3 have fundraising/development experience;
- 4 have human resources management experience;
- 4 have expertise in community relations;
- 4 have backgrounds in supporting the arts and cultural heritage;
- 4 have planning and/or marketing and media expertise.

➤ *The Strategic Opportunity for HMFP is clearly in focus.*

Explicated below is our working strategic framework for HMFP, target market demographics, segment data on African American cultural tourists, and comparative analysis of HMFP to other relevant historical and cultural sites and attractions. We see HMFP as benefiting strategically from its historical uniqueness as the first self-governed town of the formerly enslaved, and also with potential to create value from its continuing relevance as an exemplar of the importance of citizenship, helping to prepare citizens for 21st century America.

➤ *Plans are in place for design and construction phases and being developed for operations.*

With community input and review, the Board, Executive Director, and an experienced consulting team have collaborated to produce the HMFP Master Plan and Interpretive Plan. Summaries of these plans are presented below. Following those summaries is an explication of the capital requirements for realizing these plans.

As will be described below, profiles and financial pro formas for HMFP operations after build out will be refined during the first quarter of 2020. However, we present a base case operating scenario and some preliminary assessments, also below, in order to characterize the economics of Park operations.

➤ *It's no longer "if", but "when" Mitchelville will be reborn as HMFP.*

After three decades of attention, particularly the last 10 years of organized effort, the project's tipping point has been reached. The apparent consensus at the State, County, and Town level, as well as the public's outlook, is that HMFP will become a reality. With the assistance of all who continue to support this effort, the HMFP board and leadership are looking forward to realizing the vision of transforming Historic Mitchelville Freedom Park into "an imaginative and exciting place that celebrates the American spirit through the telling of the story of the first freedman's town in America; and that informs and strengthens the fabric of our shared American heritage."

Part Two: Planning the Future of HMFP
[Pages 17-50]

In the following sections, we explain the components of the current HMFP Business Plan and present the case that:

- *HMFP’s “High Concept” Strategy Framework links freedom to citizenship.*
- *The Master Plan and Interpretive Plan concepts have been completed and vetted.*
- *The capital requirements for two-phased implementation of those plans have been estimated. A capital campaign is under development.*
- *Base Case P&L pro forma & organizational requirements are being analyzed and refined.*
- *A Long-Range Plan for HMFP’s Realization, Validation, and Sustainability is under development.*

Strategic Vision and Framework

➤ *The “High Concept” Strategy Framework is in place.*

A high concept is a simple, overarching statement of the principle value proposition framing the opportunities for realizing both HMFP’s immediate and future potential. Such a concept must flow from, and align with HMFP’s Mission and Vision, articulated above.

Citizenship in a Free Society

HMFP’s high concept, “Citizenship in a Free Society”, acknowledges that Mitchelville was fundamentally about the opportunity to live free in community.

This particular space (Sea Islands) and time was an epicenter of society-shattering war, devastation and upheaval; where two tectonic plates, North and South, inexorably clashed over slavery, with one bitterly (and only briefly) yielding to the other. It was where and when the ground shook beneath the feet of enslaved Africans, giving them freedom from bondage and a historically unique opportunity to build and govern their own town.

Mitchelville deserves celebration, not only because of this unique history, but also because, from a modern perspective, it is an important chapter in the story of citizenship rights in America--a story still being written.

The linkage of freedom to citizenship offers a positive and inspiring, relatable, message, with current relevance to today’s conversations on citizenship rights and responsibilities. This linkage will appeal, not only to African American culture and heritage tourists, but also to broad swaths of the public, as the American Dream is grounded in individuality (freedom of choice) and in community.

In a 2018 American Enterprise Institute Study, Americans were asked what makes the American dream a reality. Respondents did not select as essential factors being rich, owning a home or having a successful career. Instead, 85% indicated that having **“freedom of choice in how to live”** was essential to achieving the American dream. In addition, 83% indicated that **“a good family life”** was necessary. Seeing the American dream as more **about community and individuality** than material success and social mobility appeared across demographic and political categories, race, ethnicity and economic circumstances. The findings suggest that “Americans would be well served to focus less intently on the nastiness of our partisan politics and the material temptations of our consumer culture, and to focus more on **the communities they are part of and exercising their freedom to live as they wish.**”¹

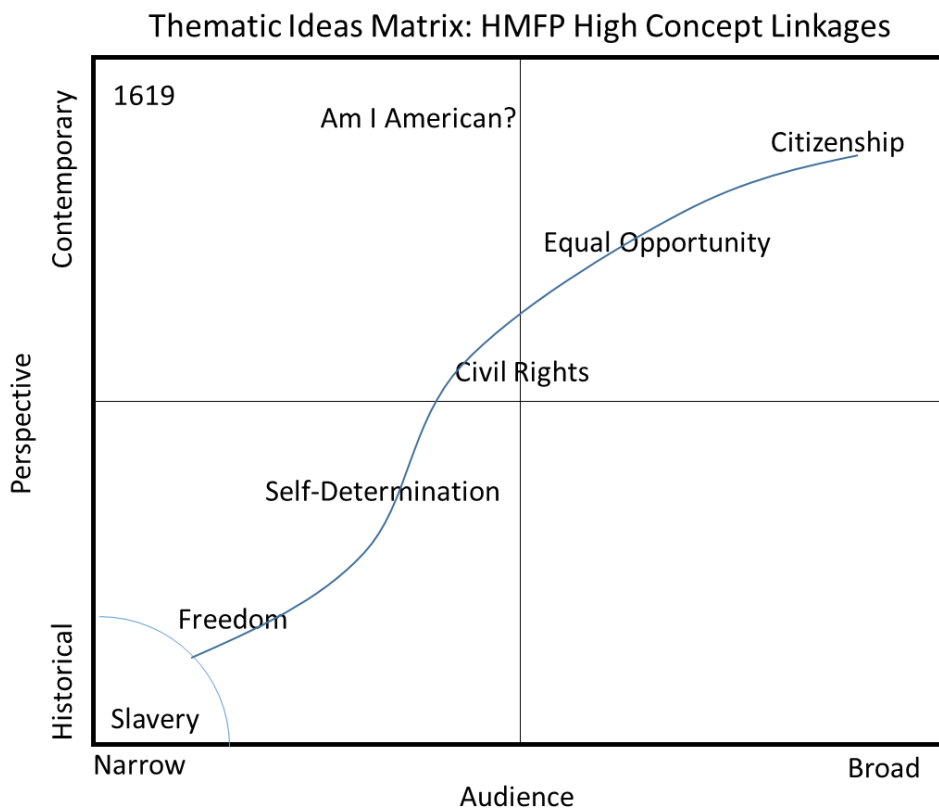
Mitchelville is a story of the triumph of freedom over slavery as a way of life, a pivotal point in American history, the start of the enjoyment of citizenship rights guaranteed to other Americans, but previously denied to America’s builders, the formerly enslaved. However, it also is a guidepost, reminding us that a country established upon the noblest and highest ideals has fully yet to achieve them, and has much to learn about itself from its own history.

¹ “We’re Still Living the American Dream,” by Samuel J. Abrams, **The New York Times** OP-ED, February 6, 2019.

HMFP, therefore, has the unique opportunity to impart historical knowledge and awareness; to heighten visitors’ understanding of themselves and the America we live in today; and to inspire them with a renewed sense of purpose that together, as Americans, we may strive for a better society.

➤ ***HFMP High Concept links Freedom and Citizenship to other Related Themes.***

Citizenship in a Free Society provides an overall platform for addressing related themes that, together, allow for Mitchelville to be experienced from a historical or a contemporary perspective. In this framework, historic Mitchelville was a democratic community enabled by **Freedom**, fueled by **Self-Determination**, grounded in **Civil Liberty and Opportunity**, and structured around **Citizenship**.



Additionally, it positions HMFP to have both niche appeal (particularly for African American culture and heritage tourists) and the potential to reach and attract an even wider audience based on its contemporary relevance to today’s discussions of citizenship rights and responsibilities.

(Note that we have not chosen to link Mitchelville to such modern discussion themes as “Am I an American,” or “1619”, despite being relevant in those conversations, because they currently appeal to narrow audiences, and do not offer the potential today to expand HMFP’s market reach.)

Target Market Segment and Competitive Positioning

Citizenship in a Free Society provides an overall platform for addressing related themes that, together, allow for Mitchelville to be experienced from both a historical and a contemporary point of view. Additionally, this theme positions HMFP to have both niche appeal (particularly to the African American Cultural Tourist Segment, a particularly desirable niche of the culture and heritage tourism market) and the potential to reach and attract an even wider audience based on its contemporary relevance to today's discussions of citizenship rights and responsibilities.

Local Demographics

HMFP is sited in an affluent area with a strong tradition of supporting art and culture institutions. According to the US Census Bureau, the 2018 population of Beaufort County was 188,715, including 39,639 on Hilton Head Island.² The County, is growing very rapidly; and according to a *2018 Vision and Strategic Action Plan for Hilton Head Island*, "the population of Hilton Head Island is forecast to rise to approximately 44,000 by 2020."

The median age of Hilton Head Island was 54.1 in 2015. The workforce participation rate for Hilton Head is 54.4% with major occupations including business and financial management and sales, which collectively account for 34.6% of occupations in the town. Major industries include accommodations and food service, retail trade, and construction.³ The median income for Hilton head is \$66,646.⁴

While philanthropic and governmental support is strong locally for arts and culture, so is the competition for grants and funds. Accordingly, HMFP must continue to prove its worth to the community, but also must attract its share of Hilton Head visitors, especially cultural tourists, to be a viable and sustainable addition to the area's culture and history attractions.

Tourism on Hilton Head Island

During peak tourism season, the Hilton Head population can increase to over 150,000.⁵ **The total number of visitors to Hilton Head Island in 2018 was 2,617,764.⁶ Those visitors spent an estimated \$745 thousand at parks and over \$4 million on cultural activities on Hilton Head during their visits.⁷**

Hilton Head Nonprofit and Cultural Organization Spending

According to the recent Arts and Economic Prosperity 5 study presented by the Town of Hilton Head Island's Office of Cultural Affairs, **spending by nonprofit arts and cultural organizations totaled \$15.8 million in Hilton Head Island during fiscal year 2018.** This spending is far-reaching:

- Organizations pay employees, purchase supplies, contract for services, and acquire assets within their community. These actions, in turn, support jobs, generate household income, and generate revenue to local and state governments.

² US Census Bureau, <https://www.census.gov/quickfacts/beaufortcountysouthcarolina>

³ Future IQ, "Town of Hilton Head Island Community Profile and Benchmark Analysis," May 2017, 5.

⁴ Future IQ, 11.

⁵ Future IQ, "Vision and Strategic Action Plan, Hilton Head Island, South Carolina," February 2018, 8, <http://lab.future-iq.com/hhiourfuture/>.

⁶ Regional Transactions Concepts, LLC Economic Modeling, "Estimated Total Impact of Tourism in Beaufort County, SC," March 2019, 3.

⁷ Regional Transactions Concepts, LLC Economic Modeling, 4.

- Hilton Head Island’s nonprofit arts and cultural organizations provide rewarding employment for more than just administrators, artists, curators, choreographers, and musicians. They also employ financial staff, facility managers, and salespeople.
- In addition, the spending by these organizations directly supports a wide array of other occupations spanning many industries that provide their goods and services (e.g., accounting, construction, event planning, legal, logistics, printing and technology).

In the preliminary base case operating HMFP pro forma explained below, we anticipate **HMFP will contribute \$1.1 million** initially to local nonprofit arts and cultural organization spending annually.

➤ *HMFP’s Target Market Segment is attractive and growing.*

Culture and Heritage Tourists Market Demographics

HMFP’s primary target market is the culture and heritage tourist, and especially the African American sub segment. We see this market as having extremely favorable size, characteristics, and growth dynamics:

- **Seventy-eight % of all U.S. leisure travelers** take part in cultural or heritage activities, spending an average of **\$994 per trip** and contributing more than **\$192 billion** a year to the U.S. economy, according to a 2009 Mandala Research study commissioned by the U.S. Cultural & Heritage Tourism Marketing Council.
- Heritage tourists **travel farther and more frequently** than other travelers, and are categorized as: passionate, well-rounded, self-guided, aspirational, or keeping it light. **Passionate, well-rounded and self-guided travelers** are considered the more serious travelers as they account for **40% of all leisure travelers** and contribute nearly **\$124 billion to the U.S. economy**.

Research by Louis Harris, Inc., Decima Research, the Travel Industry of America, and the National Trust for Historic Preservation establishes that today’s heritage tourist has the following overall profile, representing the kind of high-value-generating visitor the Town and County seek:

- **Well educated** – Most heritage tourists have advanced degrees. Education level is the single most significant factor that influences cultural and heritage participation and travel.
- **Older** – Participation in cultural and heritage events peaks between ages 45 and 65, when people are at the height of their careers, earning power, and discretionary income.
- **Influenced by women** – Women typically plan family vacations and group trips and control more personal discretionary income.
- **Cosmopolitan** – International travel is growing. Those travelers seeking heritage or cultural events are just as likely to travel to Europe, Asia, or Africa as to the U.S. and Georgia.
- **Accountability-driven** – Increasing access to global communication has made heritage travelers more discerning and better informed. They look for value for the dollar and experiences that will meet their expectations.

- **Generous in spending** – Visitors to historic and cultural sites spend about \$62 more per day than other visitors. They tend to spend money on antiques, art, gourmet food, wine, health food, and outdoor experiences such as biking, hiking, canoeing, and bird watching.
- More inclined to **stay overnight** in hotels and bed and breakfasts.
- More inclined to **stay longer** than the average traveler.
- More **likely to visit a diversity of sites, cities, and regions** than the average traveler.
- Wants **high quality services** – The tourist looks for quality in infrastructure and services, as well as in program content.
- Interested in **authenticity** – The heritage tourist seeks out experiences that are authentic in order to learn about a community’s history and culture.
- Wants **easy-to-do, accessible quality travel experiences** – Due to time constraints, including less leisure time, the heritage tourist wants a unique and enriching travel experience that combines education, entertainment, and authenticity.

➤ *African American Culture Tourist Niche is particularly desirable.*

In 2001, the African American market was identified by the United States Travel Association (USTA) as the **fastest growing segment in the travel industry**. According to a study conducted by Mandela Research in 2018, the **economic value of African American travelers has increased in 2018 to \$63 billion from \$48 billion in 2010**, an average growth of 3.5% per year. And, **African American “cultural” travelers are the highest spenders, averaging \$2,078 per trip versus \$1,345 for all African American travelers.**

In 2001, the African American market was identified by the United States Travel Association (USTA) as the **fastest growing segment in the travel industry**. According to a study conducted by Mandela Research in 2018, the **economic value of African American travelers has increased in 2018 to \$63 billion from \$48 billion in 2010**, an average growth of 3.5% per year. And, **African American “cultural” travelers are the highest spenders, averaging \$2,078 per trip versus \$1,345 for all African American travelers.**

The Mandela Research study found that **African Americans pick travel destinations with cultural and historical significance.**

- **Some 64%** of the travelers reported those attractions are top destinations on their list because of its significance.
- The importance of African American cultural and heritage attractions rated at **43% for family reunion travelers.**

Cultural Heritage Tourism is **growing rapidly in the U.S. Southeast**, including in the Lowcountry. The area’s **historical significance** and its **Reconstruction Era National Monument designation** are drawing attention to the region. The **Gullah Geechee Culture** is an important staple of the Lowcountry, and its profile is rising, especially with the official recognition of the Gullah Geechee Cultural Corridor.

➤ *HMFP can be the “Beating Heart” of the Gullah Geechee Corridor.*

Mitchelville Positioned to be a Major Culture Attraction

The Gullah Geechee Cultural Heritage Corridor is a 12,000 square mile, federal National Heritage Area designated by the U.S. Congress to recognize the unique culture of the Gullah Geechee people who have traditionally resided in the coastal areas and the sea islands of North Carolina, South Carolina, Georgia and Florida — from Pender County, North Carolina, to St. Johns County, Florida. The Corridor is not a national park or a single site. It is comprised of many places of historical and cultural significance to the Gullah Geechee people.



NORTH CAROLINA

- Bellamy Mansion Museum, Wilmington, NC
- Poplar Grove Plantation, Wilmington, NC
- Brunswick Town/Fort Anderson, Winnabow, NC

SOUTH CAROLINA

- Brookgreen Gardens, Myrtle Beach, SC
- Gullah Museum, Georgetown, SC
- Hobcaw Barony, Georgetown, SC
- The Rice Museum, Georgetown, SC
- Avery Research Center, Charleston, SC
- Phillip Simmons House Museum, Charleston, SC
- Magnolia Plantation and Gardens, Charleston, SC
- Drayton Hall, Charleston, SC
- Boone Hall Plantation & Gardens, Charleston, SC
- Aiken-Rhett House, Charleston, SC
- McLeod Plantation, James Island, SC
- Caw Caw Interpretive Center, Ravenel, SC
- Penn Center, St. Helena Island, SC
- Gullah Museum of Hilton Head Island, SC
- Mitchelville, Hilton Head Island, SC**

GEORGIA

- Geechee Kunda Museum, Riceboro, GA
- Cumberland Island National Seashore
- Dorchester Academy Boys' Dorm, Midway, GA
- Sapelo Island, GA
- Harris Neck, GA

FLORIDA

- Red Bank Plantation House, Jacksonville, FL
- Kingsley Plantation, Duval County, FL
- Fort Mose NHL, St. Augustine, FL
- Lincolville Historic District, St. Augustine, FL
- Lincolville Museum, St. Augustine, FL

Geographically, Hilton Head is located at the midpoint of the corridor, a position that should allow HMFP to be a vibrant center, a “beating heart” of the regional effort to preserve, share, and honor the unique Gullah Geechee culture.

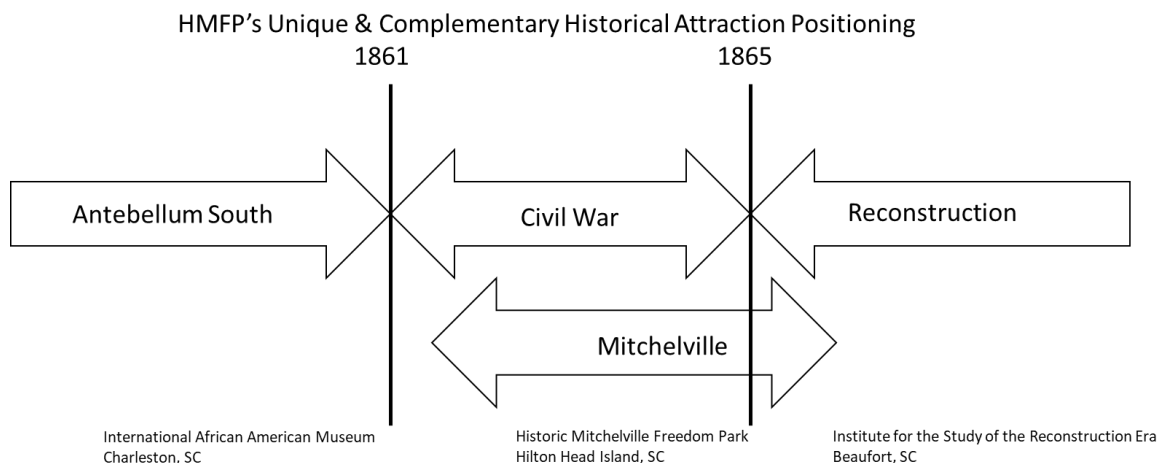
In recognition of both the potential and the responsibility of such positioning, the HMFP Master and Interpretive Plans have been designed to reflect and interpret the origins and the importance of this vibrant culture in the telling of the story of Mitchelville.

Generally speaking, the above cultural sites located along the Corridor, and others too numerous to note, tend to focus on: the antebellum plantation life, the slave trade, Civil and Revolutionary War battlefields; are agricultural and environmental areas of historical significance; or are cultural arts centers, museums, and research centers. **None of them offer exposure to “the experiment in citizenship” that Historic Mitchelville represented, making Mitchelville thematically unique among corridor attractions.**

➤ *HMFP will complement--not compete with--regional history resources.*

Mitchelville’s Position as Complementary History Resource

By geographic location, time period of focus, and uniqueness of its self-governance by the formerly enslaved, HMFP will be a complementary resource and destination, especially for visitors to the International African American Museum (being constructed in Charleston that will focus on the international slave trade and its impact on slavery in the South) and/or the newly established Institute for the Study of the Reconstruction Era at USCB in Beaufort.



Because Mitchelville’s history touches and/or reflects so many historical and cultural points of interest, HMFP stands to benefit from proximity and association to other such sites and resources.

In addition, because HMFP will have the uniqueness of a positive message of freedom and citizenship, it has the potential to become a major culture and heritage tourism draw in its own right.

Therefore, HMFP should occupy a comfortable market niche—without a direct competitor—and positioned to increase culture and heritage tourism in the local area.

➤ *Master Plan and Interpretive Plan concepts are completed and vetted.*

Below is a description of the Master Plan and accompanying Interpretive Plan. They have been grounded in the Board’s strategic vision for Historic Mitchelville Freedom Park, are designed to be true to the historical Mitchelville experience and will be engaging to culture and heritage tourists and local visitors.



Plan View of the Visitor Center and Entry Plaza



The Visitor Center is an 18,000 square foot state of the art building. The first floor includes a gift shop/bookstore, standing theater, lobby and welcome area, permanent and temporary exhibit areas, janitorial space, restrooms, and general program storage. There is a visitor elevator and a freight elevator connecting the first floor with the second floor. The second floor includes a catering kitchen, offices, restrooms, audiovisual closet, and an event space with moveable walls (250-person capacity). The second story features an overlook/terrace. A 1,750 square foot lower terrace off the back of the building overlooks the Event Lawn and can serve as a stage with storage and a loading dock underneath.

An Entry Plaza in front of the Visitor Center serves as a gathering area and drop off location for the building. There is room for buses to load and unload at the Entry Plaza, which features decorative paving to represent and interpret the Mitchelville-era Historic Map.

Adjacent to the Visitor Center there is a pervious paved accessible and staff lot with approximately 13 parking spaces. The area also includes a service entrance for the Visitor Center for caterers, vendors, deliveries, and trash collection.

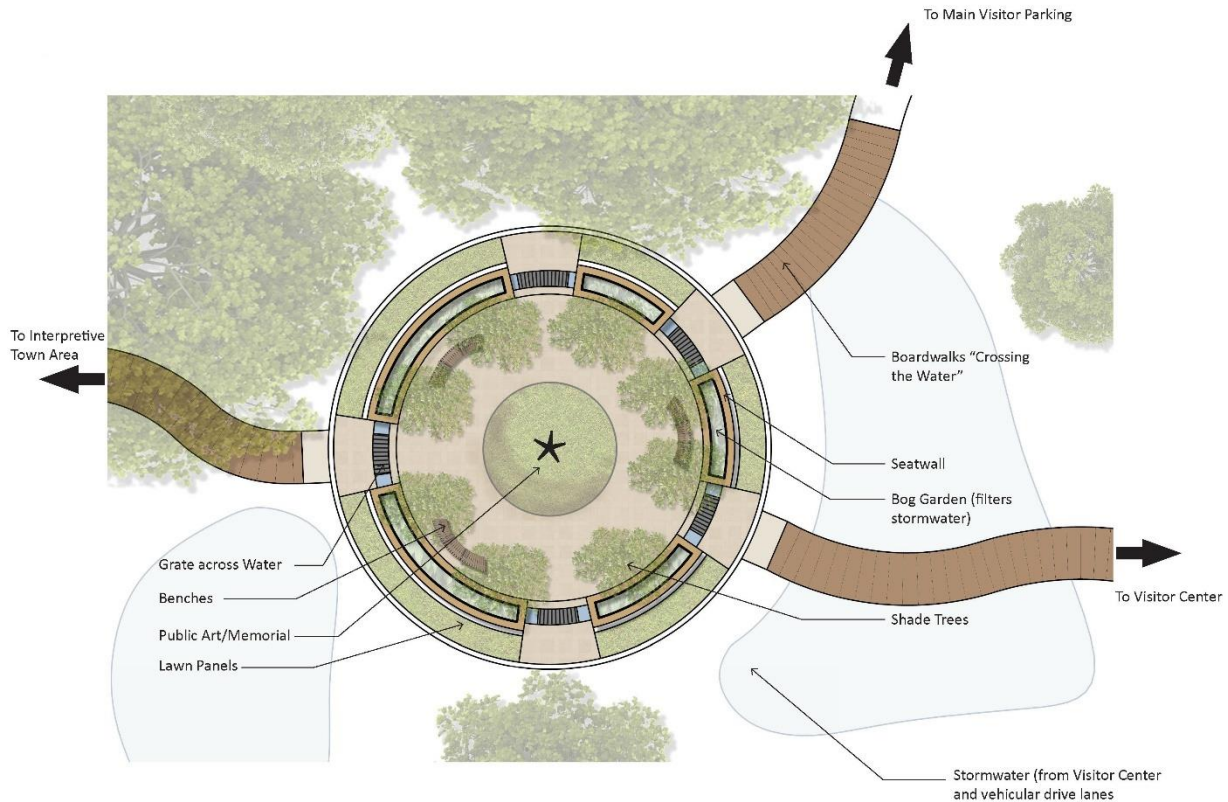
Plan View of the Event Lawn and Group Shelter



The Event Lawn is an open grassy area that serves as a gathering and interpretive space for the site. The lawn sits below the Visitor Center Terrace. The Event Lawn includes interpretive footprints delineating Mitchelville-era houses and quarter-acre lots. These footprints are flush with grade and can be constructed of tabby concrete or decorative pavers. The house footprints delineate the approximate size of a residential building in historic Mitchelville. The quarter-acre lots represent the approximate size of a property owned by residents of Mitchelville.

A Group Shelter is located in the Event Lawn and is a 1,275 square foot open air structure can be used for special events, educational programming, and visitor picnics. The Group Shelter includes restrooms. This space can be used as VIP seating for events featuring performances on the Visitor Center Terrace.

Plan View of Freedom Plaza



Freedom Plaza is a central gathering space within historic Mitchelville Freedom Park. The 5,200 square foot plaza includes paving, plantings, seating opportunities and lawn areas. Storm water from the site is filtered through bog gardens, which ring the plaza. Footbridges cross over the filtration bogs, and visitors “cross the water” to enter the space. The space includes benches and seat walls for seated contemplation as well as a central lawn area that will house the site’s most prominent memorial or piece of public art. Located centrally, visitors enter the plaza from the main visitor parking lot or the Visitor Center. Visitors follow a boardwalk carrying them over an ephemeral pond that stores storm water runoff from impervious surfaces and roofs at the site. This “crossing the water” zone could be an area for interpretation of the journey of freedmen and women during the Civil War from the mainland to Hilton Head Island. In the plaza, water is filtered through an “eco revelatory” design which uses native plants to filter and improve water quality in raised bog gardens. The plaza is large enough to stage small gatherings, but intimate enough to provide space for reflection and rest. Visitors exit the plaza to the east and make their way to the interpretive town area.

Plan View of the Classroom/Lab and Maintenance Area



Phase One includes construction of a 4,000 square foot Classroom/Lab Building with an artifact processing area (wet room), climate-controlled artifact storage, a curatorial area, at least two classrooms, offices, and restrooms.

A Maintenance Operations Building is also located in this area. The building will support equipment for maintenance and personnel. It will have service bays, workstations, and storage. The area is supported by a small seven-space parking lot.

Plan View of the Main Parking Area



Vehicular Access to the site is via two drive aprons located on the edge of the property for access from Beach City Road. These entrances will be two-way and will have automatic gates. The southern entrance will be limited to employee/permit access. The northern entrance will include a Welcome/Pay Station. Visitors will pay an entrance fee to activate the gate. The Welcome/Pay Station is 275 square foot building that is climate-controlled and appropriate for housing staff or security for events. For special events and free days, the gates may remain open.

The primary parking lot for the facility includes seventy-two total parking spaces with two-way vehicular circulation. Fifty-four spaces will be constructed with pervious pavers or gravel with wheel stops to promote on-site treatment and retention of storm water. Eighteen grass pave spaces will serve as overflow for large events. All spaces will include concrete curb stops and access to pedestrian circulation for the site. Site plans include an additional nine on street pervious parking spaces located on the south side of Beach City Road. These spaces can serve as both overflow parking and parking for buses.

Plan View of the Interpretive Boardwalk, General Store, and Woodland Knoll Shelter



Pedestrian circulation at the site uses existing trail clearing where possible to minimize impact to natural resources. A twelve-foot-wide path serves as an Interpretive Trail that partially follows a historic road alignment and skirts the marsh line to connect visitors to various interpretation points throughout the park. There will be interpretive panels along the trail describing the natural and historical features of the park. The Interpretive Trail also leads to the General Store. The General Store is an interpretive site, potentially informed by future archeological work, which is a representation of one of the Mitchelville-era stores with standalone interior interpretation. Phase One interpretation may include a ghosted structure with full build out during Phase Two.

The Interpretive Trail will be paved with stabilized aggregate screenings, which provides an accessible “natural” walking surface. The path leads to an Interpretive Boardwalk, which allows visitors to walk out across the marsh area. Interpretation along the boardwalk will include information about the flora and fauna of the marsh, cultural influences of life on the marsh, and Gullah Geechee waterways traditions. The Interpretive Trail leads to Woodland Knoll Shelter located at a high point on the site. This small group shelter will include picnic tables and can accommodate outdoor classroom uses, small group gatherings, and environmental education efforts. No restrooms or kitchen facilities will be provided at this location. The Interpretive Trail leads to a path to the beach. This accessible natural surface paths connects visitors to one of the premier views at the site with sweeping views of Port Royal Sound.

Site Interpretive Elements

Visitor Center Interpretation

The Visitor Center will include multiple galleries with different modalities of interpretation to appeal to various ages and types of visitors. The following summarizes the main galleries and displays.

- ***Theater: Battle of Port Royal***
A dynamic five-minute media presentation using lights, video, and special effects to tell the story of the Battle of Port Royal: the event that forever changed the lives of African Americans in the region.
- ***Transition Space: Maze of Questions***
This space includes multi-sided forms that are emblazoned with questions confronted by the formerly enslaved in the aftermath of the Battle of Port Royal.
- ***Celebration + Uncertainty***
This gallery includes a series of exhibits using graphics, images, and objects placing Mitchelville within the greater regional and national context of the chaotic years between 1861 and 1870—a time when the status of African Americans was in constant flux.
- ***Gullah Culture***
This area includes a spiral-shaped, basket-like structure, which puts Gullah culture at the center of the gallery space. Imagery and text celebrate the Gullah people: their history, their unique traditions and language, and their continued presence in Hilton Head and the Sea Islands. A timeline of Mitchelville history is mounted to the exterior of the exhibit structure. This area celebrates the passing-down of traditions, food ways, and language through today.
- ***Mitchelville's Relevance***
This gallery has a series of kiosks that use imagery, object display, media, and text to connect the daily activities of Mitchelville with larger themes that remain relevant to African American communities today: political participation, education, religion, family, economic opportunity, and home or land ownership.
- ***What Does It Mean to Be A Citizen?***
This area includes multi-sided kiosks that invite visitors to weigh in on some of themes explored in the rest of the museum. The exhibit employs low-tech (response cards) and media techniques (“record your story” video stations) to ask such questions as: What are the advantages and responsibilities of citizenship? Who has access to their full rights as a citizen?

Virtual Mitchelville – Roof Overlook

The second story terrace will include three augmented reality (AR) stations to give visitors as sense of the activity level and density of Historic Mitchelville.

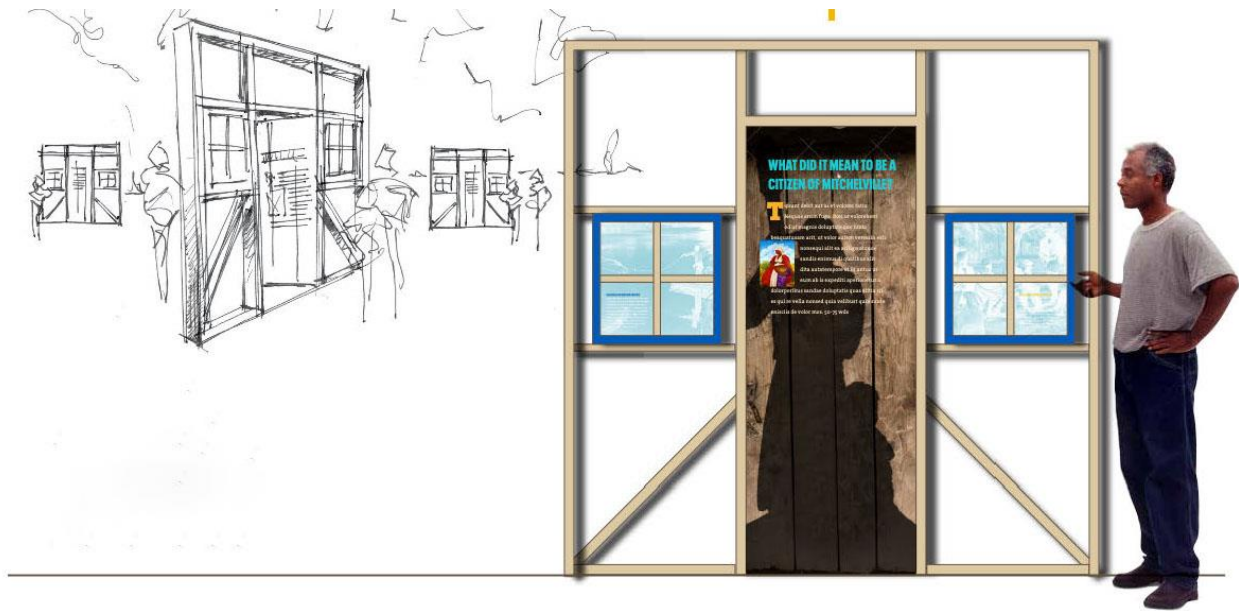
Exterior Interpretive Elements

Interpretation at the site will include eight to ten reconstructed houses that represent the orientation and clustering of homes at Mitchelville during the historic period. Phase One of the project will include “ghosted” structures, which are framed out houses without walls that represent the house form in three dimensions. Interpretation during this phase may include facade panels. This interpretive element uses windows and doors, which serve as a metaphor for freedom and opportunity. The front side of the structures would provide interpretation of historic Mitchelville. Visitors pass through the door to discover alternate graphics on the back side of these panels, which would include alternate graphics with a contemporary feel that address current relevant issues. Phase Two of the project will include full reconstructed houses. Some of these will be open for interpretation with standalone interior exhibits. One house will include interpretation of the rear yard. This area will be a space for interpreting outdoor household practices in Mitchelville. The area may include a small interpretive garden with period-appropriate plants. The area between the houses (“the road”) will be paved with stabilized aggregate screenings, which provides an accessible “natural” walking surface.

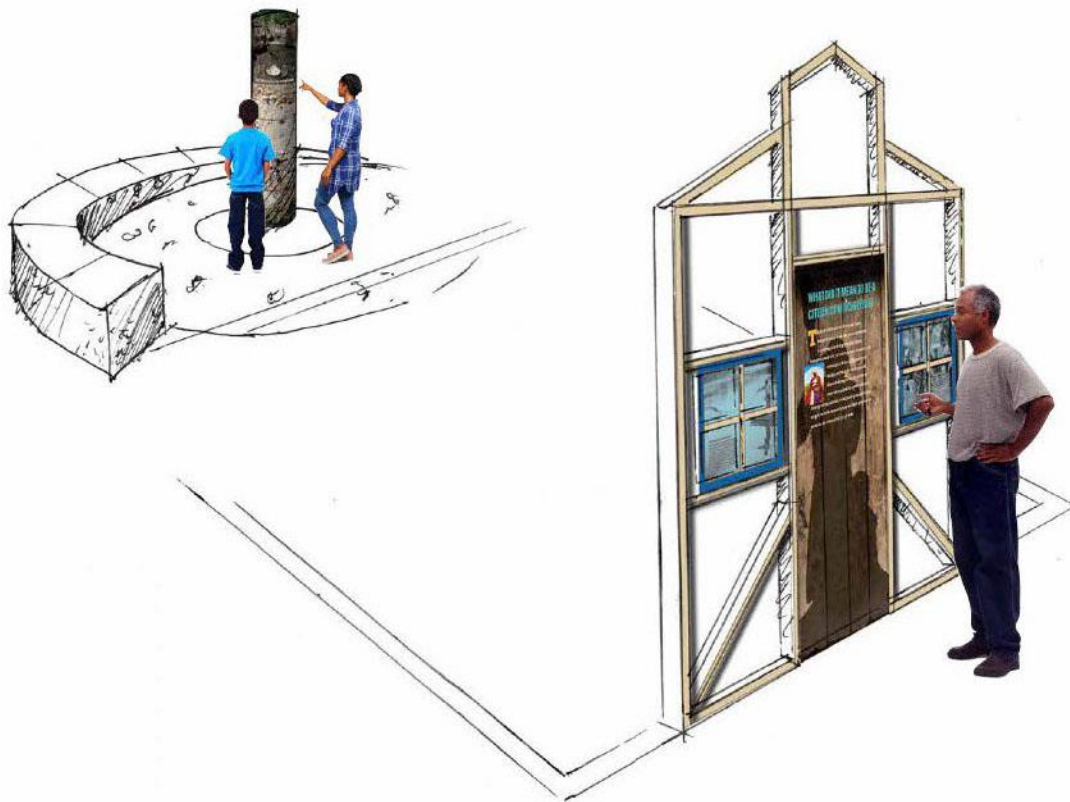
Plan View of the Interpretive Houses and Garden



Rendering of a Ghosted House Facade Interpretation



Rendering of the Archaic/Church Interpretive Area

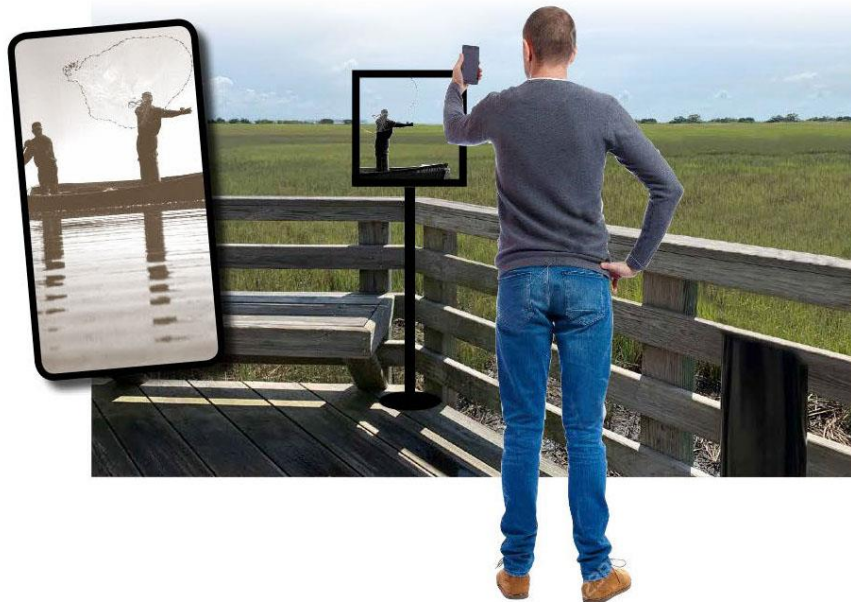


Designed to be a contemplative space on the site of the former church, this area combines a ghosted facade interpretive element and a core sample (representing archeology at the site) in a circular plaza.

Graphics on the front of the façade interpret the former location of the church and the role of spirituality in the community. Passing through, visitors encounter a core sample and a semicircular seat wall. The footprint of the Mitchelville-era church intersects with the circular plaza. Impressions of artifacts found on the site are revealed in the sides of the seat wall and/or in the plaza paving. The core sample conveys the history of human habitation on this site and back of the facade will provide interpretation of the findings and the potential spiritual connection across the millennia. The approach to this plaza is a wide pathway interpreting the alignment of a road from the Mitchelville-era Historic Map.

Exterior exhibits will be located along the Interpretive Trail. These exhibits include six augmented reality stops and various exhibit panels. The augmented reality tour “Virtual Mitchelville” includes framed windows with silhouetted images that signal stops. Visitors that download the app can watch an animation depicting daily life at Mitchelville or survey the town as it once may have appeared. There will be five three-dimensional core samples highlighting the layers of human occupation at the site that have been revealed through archeology. Exterior exhibits along the trail include Bateau Panels, which will be used to interpret daily life of the residents at Mitchelville. From fishing and farming, to basket weaving and netmaking, to storytelling and dance—these panels will bring to life the Native Islander Culture. Additional wayfinding signage, welcome signs, and interpretive waysides may be located throughout the park.

Example of a Stop on the Augmented Reality Tour



Rendering of a Bateau Panel



Rendering of a Core Sample



➤ *Capital requirements for phased development have been identified.*

HMFP Master and Interpretive Plan Capital Requirements

Creating a commemorative Park on a site where no visible elements of the town remain is a challenging and rewarding undertaking, but also unavoidably a capital-intensive endeavor. Execution of the entire Master Plan and Interpretive Plan summarized above is estimated at **\$22.8 million**, of which 60% is for Master Plan implementation and contingency, 29% for interpretive design and elements, and 11% in assorted fees and archaeology costs.

HMFP’s design consultants are recommending a two-phased approach for implementation. Under this approach, Phase 1, at a cost of **\$5.8 million**, essentially would: lay the infrastructure for the Park; provide the outdoor interpretation areas; ghost interpretive houses; build the classroom/office and maintenance buildings; and put in place the complementary interpretive elements. Phase 2, **\$17 million**, would: complete the site preparation; finish the landscaping, and hardscaping; complete the interpretive houses, the Park’s shelters and main plaza; build the anchor facility, the Visitor Center; and implement the remaining interpretive elements.

Master Plan and Interpretive Plan Implementation	Phase 1	Phase 2	Total	Total%
Interpretive Plan				
Design Fees	\$140,500	\$691,000	\$831,500	3.64%
Interpretive Elements	\$1,090,000	\$3,446,000	\$4,536,000	19.86%
Contingency @ 25%	\$307,625	\$1,034,250	\$1,341,875	5.88%
Subtotal Interpretive Plan	\$1,538,125	\$5,171,250	\$6,709,375	
Site Plan				
Buildings and Site Elements	\$2,876,485	\$8,125,220	\$11,001,705	48.17%
Contingency @ 25%	\$719,121	\$2,031,305	\$2,750,426	12.04%
Subtotal Site Plan	\$3,595,606	\$10,156,525	\$13,752,131	
Grand Subtotal	\$5,133,731	\$15,327,775	\$20,461,506	
Permitting Fees @ 5%	\$179,780	\$507,826	\$687,607	3.01%
Landscape Arch., Eng., Arch. Fees @ 12%	\$431,473	\$1,218,783	\$1,650,256	7.23%
Archaeology	\$15,000	\$25,000	\$40,000	0.18%
Grand Total	\$5,759,984	\$17,079,384	\$22,839,369	100.00%
% Total	25.22%	74.78%	100.00%	

The detail behind this project cost summary is provided in Exhibit 1 to this document.

We aim to raise and deploy the \$22.8 million to complete the Park in two years. HMFP’s Board and executive leadership are confident Mitchelville will be considered a strong candidate for capital support of this magnitude. We also understand that the capital support necessary to implement these plans for HMFP would need to be incremental to the support the organization already receives.

However, we are now in position to make a strong case for such consideration. In this business case, we explain Historic Mitchelville Freedom Park will become a unique and substantial visitor attraction, having the power to bring high-value culture and heritage tourists to the Island, to stimulate the economy of the north end, and to generate national recognition for Native Islanders and the Gullah Geechee culture. Mitchelville will complement, rather than compete directly with, other existing history, art and culture

attractions, fill a void in the telling of local, regional, and national history, and make the telling of that story relevant to the present.

HFMP's Board and executive leadership are eager to engage the Town, County, public and private supporters and donors in the quest to secure the necessary incremental capital required to make a reality of the vision and potential of Historic Mitchelville Freedom Park.

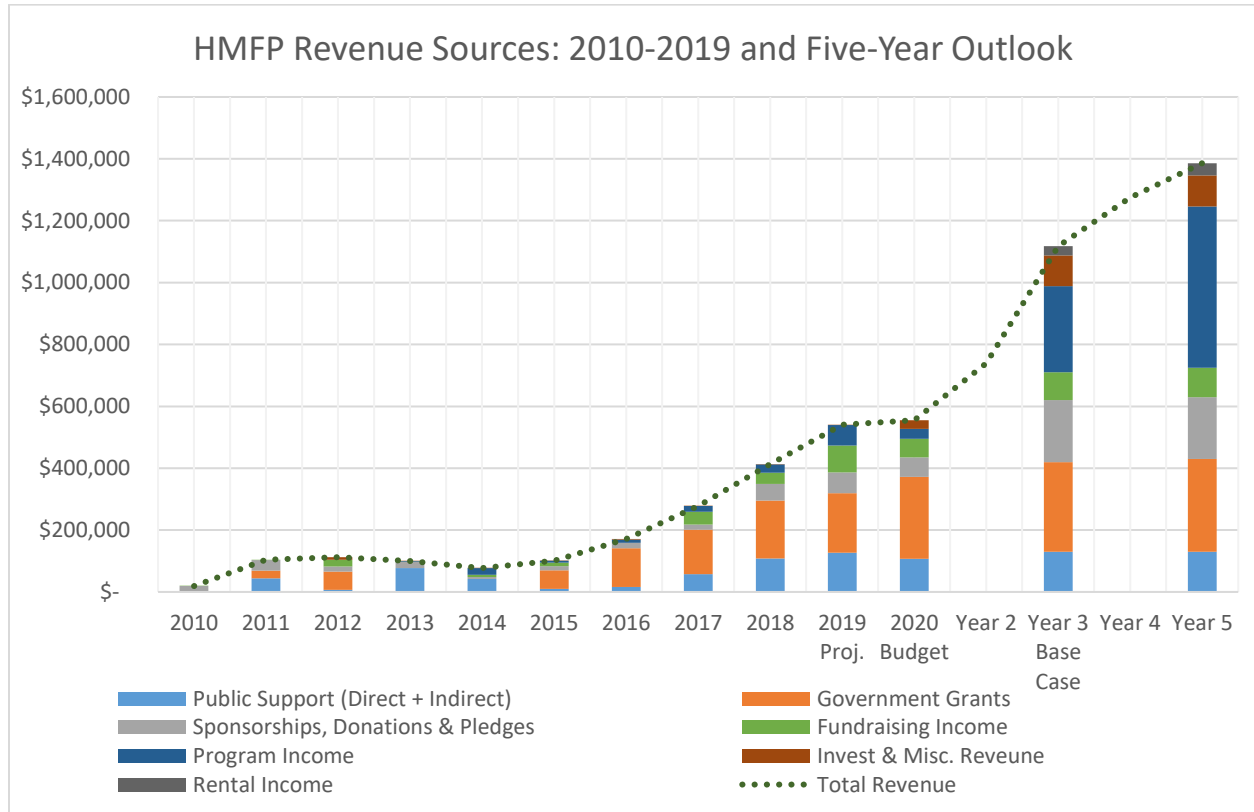
Base Business Case Overview

[Note: This is a preliminary assessment of a base case operating profile of HMFP post build-out. While it is indicative of future performance parameters, the Board and executive leadership intend to further refine the profile in early 2020.]

Base Case Revenue Projections

Current sources of revenue include public support, government grants, sponsorships, donations and pledges, fundraising income and program income.

Revenue Sources



However, with the full site build out, HMFP will generate additional revenue from visitor admissions, special event rentals, program fees, traveling exhibits, and gift shop sales.

This additional program income and new rental income source, coupled with higher local and national Mitchelville “brand” awareness leading to more effective fundraising events, accounts for much of the forecasted increase in HMFP revenue. The chart above shows a Year-3 (or 2022) base case revenue projection of \$1,118,000, with growth to \$1,386,000 in two years (2024.)

- In the past, especially the last five years, HMFP revenue growth has occurred largely from increasing levels of government and public support.

	2019 Proj.	2020 Budget	Year 3 Base Case	Year 5
Public Support (Direct + Indirect)	\$ 127,000	\$ 107,000	\$ 130,000	\$ 130,000
Government Grants	\$ 192,500	\$ 265,000	\$ 290,000	\$ 300,000
Sponsorships, Donations & Pledges	\$ 67,000	\$ 63,000	\$ 200,000	\$ 200,000
TOTAL Contributions, Gifts, Grants	\$ 386,500	\$ 435,000	\$ 620,000	\$ 630,000
% Total Revenue	71.5%	78.3%	55.5%	45.5%
Fundraising Income	\$ 86,717	\$ 60,000	\$ 90,000	\$ 95,000
Program Income	\$ 66,400	\$ 32,400	\$ 278,000	\$ 521,000
Invest & Misc. Revenue*	\$ 1,051	\$ 28,100	\$ 100,000	\$ 100,000
Rental Income			\$ 30,000	\$ 40,000
TOTAL Fundraising, Program, Inv & Misc.	\$ 154,168	\$ 120,500	\$ 498,000	\$ 756,000
% Total Revenue	28.5%	21.7%	44.5%	54.5%
Total Revenue	\$ 540,668	\$ 555,500	\$ 1,118,000	\$ 1,386,000

* Includes \$100,000 maintenance agreement.

- However, the completion of the Park significantly enhances HMFP's ability to generate revenue on its own.
 - While currently able to generate less than 30% of its revenue from operations, that will increase to the 45-55% range after build out allows for full operational status.
 - The enhancement in revenue generating potential will allow for relatively stable levels of support in the form of contributions, gifts, and grants. This, in turn will make HMFP less dependent, in percentage terms, on these sources.

As indicated above, HMFP will have an enhanced variety of program revenue generators after Park completion. They include: admissions, memberships, enhanced fundraising events, venue rentals, gift shop sales, traveling exhibits, additional programs including education, and opportunities for collaboration. These opportunities are more described in detail in Exhibit 2.

Base Case Operating Expenses

Below is a schedule of expenses in support of base case revenue projections.

Expenses		
Compensation/Benefits	\$465,000	39.4%
Dues and Subscriptions	\$4,500	0.4%
Travel and Training	\$25,000	2.1%
Accounting	\$15,000	1.3%
Operations	\$200,000	16.9%
Program Costs	\$200,000	16.9%
Advertising/Marketing	\$40,000	3.7%
Insurance	\$25,000	2.1%
Board Costs	\$1,500	0.1%
Archeology Program	\$27,000	2.3%
Legal Council	\$10,000	0.8%
Other Outside Services	\$50,000	4.2%
Exhibit Maintenance	\$15,000	1.3%
Depreciation	\$40,000	3.4%
Total Annual Expenses	\$1,118,000	100.0%

The base case assumes an expansion in the organization, from the current level of two paid employees, to a staff of ten in Year 3. As a result, compensation and benefits, the largest cost category at \$465,000, requires further explication. Accordingly, the following describes how HMFP will be organized and operated.

ORGANIZATIONAL MANAGEMENT

Current employees include the Executive Director and one Staff. While currently the bulk of the staff is primarily comprised of volunteers, new facilities and programming with require some permanent paid employees. Once the Visitor Center has been completed and begins earning revenue, the permanent paid personnel roster will be increased.

Future management staff will include:

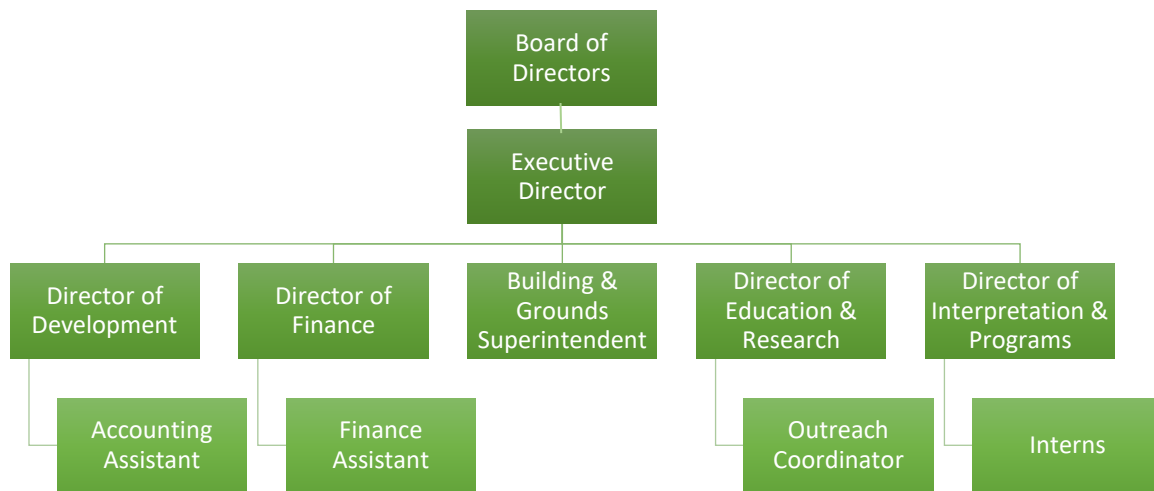
- Director of Finance:** This staff member will oversee financial management and human resources, technology, and administration for HMFP. This staff member will work closely with the Executive Director and Board of Director in all day-to-day accounting operations including oversight of accounts payable and receivable, and maintenance of the general ledger. This staff member will oversee the Accounting Assistant.
- Director of Development:** This staff position will oversee planning, organizing, and directing all of HMFP’s fundraising including the major gifts program, annual fund, planned giving, special events and capital campaigns. This staff member will work closely with the Executive Director and Board

of Director in all development and fundraising endeavors. This staff member will oversee the Development Assistant.

- **Building and Grounds Superintendent:** This staff member will oversee maintenance and management of the park facilities including buildings, grounds, parking facilities, and trails.
- **Director of Education and Research:** This staff member will oversee designing and implementing educational programs directed at the public. This staff member will coordinate classes, lectures, conferences, and educational materials for HMFP. This staff member will oversee the Outreach Coordinator.
- **Director of Interpretation and Programs:** This staff member will oversee presenting the unique and exciting story of HMFP via exhibitions, public programs, and other media. This staff member will be responsible for coordinating strategy and the implementation of all programming relevant to the visitor experience and audience development. This staff member will oversee the Interns.
- **Accounting Assistant:** This staff member will perform clerical tasks, including processing and recording transactions, preparing reports and budgets, fact checking, filing, and other duties, as needed.
- **Development Assistant:** This staff member oversees advising on operating procedures, planning fund-raising programs, engaging with support agencies, promoting special events, creating development calendars, maintaining donor databases, and preparing prospect materials.
- **Outreach Coordinator:** This staff will oversee the planning and implementation of outreach strategies. This staff member will be primarily responsible for connecting people in the broader community with HMFP through educational and development efforts.
- **Interns:** Interns will work with HMFP on ongoing exhibit development projects and may be involved in one or more activities including but not limited to: content research, preparation of documentation for outgoing loans and the permanent collection, digitizing collection records, and research projects pertaining to donors.

Anticipated Compensation Chart (includes benefits)	
Executive Director	\$100,000
Director of Finance	\$58,000
Director of Development	\$58,000
Building and Grounds Superintendent	\$49,000
Director of Education & Research	\$58,000
Director of Interpretation & Programs	\$58,000
Accounting Assistant	\$28,000
Finance Assistant	\$28,000
Outreach Coordinator	\$28,000
Additional Staff (Admin Assistant)	\$28,000
Total Payroll	\$465,000

Future Organizational Flow Chart



Volunteers

Volunteers at HMFP will participate in meaningful, hands-on work.

- **Docents:** support HMFP’s collections, research, and exhibits by staffing interactive stations, assisting visitors in exhibition spaces, giving highlight tours, and facilitating hands-on activities.
- **Museum Ambassadors:** help people get the most out of their visits by welcoming groups, circulating throughout HMFP’s public zones to answer questions, and directing visitors to programs and exhibitions of interest.
- **Collections Volunteers:** involved in both short term and ongoing administrative projects managing the HMFP collections and archives
- **Development and Membership Volunteers:** perform administrative tasks as well as provide assistance during special events and fundraising. May assist with mailings, preparing “swag bags” and party favors, and setup for special events.
- **Private Event Volunteers:** provide general assistance during weddings, corporate and community parties, etc.

MARKETING AND SALES

The importance of a sound marketing and sales strategy is far greater than the cost it represents. Accordingly, while not insignificant an expense at \$40,000 in the base case, it is important to explain how those funds will be leveraged to drive awareness and participation.

Marketing Channels

According to a 2019 Hilton Head Island Marketing plan, as “travelers increase their domestic vacations, attractions are becoming more relevant in influencing vacation decisions. More than half of all vacations (53%) included at least one visit to an attraction last year. And of those 41.5 million households surveyed, 68% say that they chose those attractions before their vacations began. This means that travelers are building attractions into their travel planning instead of making the decision to visit the attraction while in the destination . . . research indicates that the top-ranking attractions are more educational and culturally based.”⁸

HMFP promotes itself through various forms of marketing.

- The **Exploremitchelville.org website** connects Mitchelville to potential “citizens” all over the world. According to analytics regarding 2018 vs. 2019, the website has seen a 57.9% increase in average page views per month. The website averages 27,116 page views a month and in 2019, 85% of visitors to the site were new visitors. HMFP also runs ticketing for special events such as Juneteenth and the Anniversary Forum through the site. The website is currently being updated and will have a new look starting in 2020.
- HMFP sends out a **monthly e-newsletter** that reaches about 3,000 people in and outside of the Southeast region. Once someone becomes a “citizen” (member) they are automatically added to the digital mailing list. The newsletter allows HMFP to promote programs, discuss project accomplishments, advertise events and highlight collaborations with sister institutions. The organization also maintains an effective social media presence through Facebook (<https://www.facebook.com/exploremitchelville>) and Twitter (<https://twitter.com/mitchelville>). The social media impressions and reach continue to grow year by year as the organizational profile increases.
- **Paid advertisement** also is a viable form of marketing outreach for HMFP. For two years, the organization has secured a full-page ad in the USA Today Black History Month 2019 periodical that reaches 5 million people each year. In addition, HMFP utilizes media buys (print, radio, TV and social media) that help to attract returning visitors and drive the interest of new visitors to the Park, and for specialized programming. Media buys are generally secured in South Carolina: Hilton Head, Beaufort, Columbia, Greenville, Charleston; Georgia: Savannah, Augusta and Atlanta; North Carolina: Charlotte and Raleigh; and Florida: Jacksonville. The tourism impact is measured through electronic and written surveys, Geofencing, online ticket sales and online analytics – website and social media.

⁸ Hilton Head Island marketing Council, 10.

Marketing Strategy

The Southeast region has a large amount of cultural institutions that are attracting cultural heritage travelers. HMFP benefits from the niche of being the “first self-governed freedman town in the United States.” This will allow us to tap into the same marketing lanes as institutions such as NMAAHC and the Center for Civil and Human Rights.

- In the start-up phase, HMFP has already begun to focus efforts in social media and its website to expand its reach. HMFP contracts with Foresight Communications to implement our marketing strategies. The Mitchelville Facebook and Twitter pages are already effective tools for event promotions, outreach to constituents and basic information. For example, Facebook strategies for the organization’s Juneteenth Celebration makes imprints in South Carolina, North Carolina, Georgia, Florida, Alabama and Mississippi.
- HMFP is connected to industry organizations such as the Association of African American Museums (AAAM) and Southeastern Museums Conference (SEMC) to promote events and programming. Mitchelville has secured ad space in national periodicals such as USA Today’s Black History Month issue and online vehicles such as Rolling Out.
- With completion of the Master Plan and Interpretive Plan, HMFP intends to increase the scope of all these connections, including the employ of national marketing experts to effectively connect with audiences throughout the country.

HMFP Short Term Marketing Initiatives

In the near term, in order to aid and complement capital development initiatives, marketing will aim to:

- Establish a six-month promotional campaign that brings awareness to the construction of HMFP and the importance of the park’s development. The campaign should be advertorial style content and included in a national advertisement including print, online and syndicated TV/Radio segments.
- Have an interactive booth at industry conferences that takes participants through a virtual experience of HMFP. This can be done through virtual reality technology headsets or an animated video.
- Maintain the existing relationships with program partners that have tourism, history and/or culture connections, such as the Smithsonian and National Parks Services.
- Maintain the existing program that exposes visitors and tourists to the history of HMFP and establishes HMFP marketing ambassadors.

The targeted tactical approach will utilize:

- Online (organic, paid social media content and videos)
- Print (news outlets, leisure magazines)
- TV (news features, black history moments)
- Radio (feature interviews)
- Special Events and Programs (Freedom Day, Blues and BBQ, Juneteenth, Big Tree Lighting)

HMFP Long Term Marketing Initiatives

The long-term goal will be to continue to build the momentum gained from the short-term strategy. Hosting industry events that bring groups of 100 or more to HMFP will promote the HMFP brand with educators and tourists.

The supporting targeted tactical approach will

- Online (organic, paid social media content and videos)
- Print (news outlets, leisure magazines)
- TV (news features, black history moments)
- Radio (feature interviews)
- Special Events and Programs (Freedom Day, Blues and BBQ, Juneteenth, Big Tree Lighting, Citizens Town Hall, Film Festivals)

Marketing Metrics

HMFP measures the effectiveness of marketing and programming by tracking the number of visitors, tourism trends and responses to each of the hosted exhibits, programs and events. Data is collected through online ticket sales, visitor surveys and on-site surveys at signature events.

HMFP also employs program / event specific evaluations, using both quantitative and qualitative data to measure the effectiveness of programmatic offerings.

- Regarding programs like the Roots of Reconstruction tour, we coordinate evaluation information with the Coastal Discovery Museum and the Hilton Head Land Trust.
- For Griot's Corner, the teachers are engaged before they leave the Park, to secure feedback about the story, activities and connection to literacy/reading standards.
- 2019's Juneteenth celebration survey was implemented by the Lowcountry and Resort Islands Tourism Institute at USCB. They gathered information on demographics, visitor information / motivations, and festival characteristics that connected with visitors. These methods will be expanded to include every function of the completed Park and all educational and programmatic offerings.

Long Range Plan

Realization, Validation, and Sustainability

The 2020 Long Range Plan (LRP) for HMFP under development by the Board and executive leadership is aimed at achieving three phased priorities:

➤ ***Priority 1: Realization--Making HMFP a Reality***

In the next two years (Years 1 and 2 of 2020 LRP) HMFP leadership will engage in a vigorous national development campaign aimed at raising a significant amount of the \$19+ million that will be required to complete the design, phased construction and implementation of the Master Plan and Interpretive Plan. (The steps involved in pursuing such a campaign are outlined in Appendix, Exhibit 2.) Additionally, HMFP anticipates that the Town and County will undertake measures to provide a substantial portion of the capital required for the Park's completion, in addition to the financial support for annual operations the Town and County already provide through A-Tax allocations.

Additionally, HMFP will expand its organization, as per the plan detailed above, to provide the incremental operational expertise and capacity required to operate and service the Park. The organization will not be expanded, however, until the need for additional skills and manpower is justified by the extent of Park's completion and operation.

➤ ***Priority 2: Validation--Ensuring Viability of HMFP's Operating Model***

Upon the phased completion of the Park's facilities, executive leadership will begin implementing, testing, and refining HMFP's programs and activities in order to meet operational expectations (Years 2-4 of LRP). Validating and, as necessary, refining the HMFP base case operating model, described above, will substantiate HMFP's long-term viability. The opportunity to fine tune HMFP's offering will be enhanced by a broad array of opportunities for providing services and generating program revenues. By mid-Year 3, we expect that HFMP will exhibit Base Case attendance, revenue and operating expense projections and assumptions. By the end of Year 5, we anticipate that HMFP will have built a brand reputation as a destination venue known for its historical uniqueness and current relevance, drawing cultural tourists from afar, a must-see for all Island visitors, and an inviting place of pride for Native Islanders and HHI residents.

➤ ***Priority 3: Sustainability--Maximizing HMFP's Long-Term Outlook***

The ultimate concern of the Board and leadership is charting a path to sustainability for HMFP. Approaching this priority, the Board understands that few, if any, non-profit arts and culture institutions ever become self-sufficient, sustaining themselves through funds generated from their own operations, such as: admission fees, memberships, facilities rentals, programs, events, gift shop sales.

- Local statistics (\$15.8 million spent by arts and culture organizations locally, vs. \$4.75 million in arts, culture and park tourist dollars spent) suggest that in aggregate, local

institutions and organizations cover less than a third of their own costs with revenue they generate from serving tourists. The remaining two-thirds is generated through the development activities (fundraising events income) of the organizations and through government grants, public support, sponsorships, donations and pledges.

- HFMP Base Case preliminary revenue projections call for HMFP to generate about 45% of its revenue from base case operations (\$498 thousand of \$1.118 million) including: memberships, admissions, fundraising events, programs, gift shop sales, facilities rentals, and maintenance agreements. (The portion of revenues from operations increases to almost 55% in Year 5, 48% excluding fundraising income, representing funds from programs and services alone.)

Therefore, after the Park becomes a reality and the operating model has been substantiated, HMFP will have a significantly better than average ability to contribute to its on-going financial needs. However, notwithstanding this advantage, HMFP realizes how important it is to continue to demonstrate its worth and contribution to the local area, in order to justify the continuing support, it is likely to need in the form of public, private, and government funding.

Still, the Board and executive leadership has the long-term goal of reducing HMFPs dependence on outside support and is willing to explore both traditional and non-traditional means to chart a path towards financial independence over time. It is likely that the sustainability strategy decided upon will involve the pursuit of a combination of options, rather than rely on one option exclusively. As explained below, some are traditional options; while others derive from Mitchelville's uniqueness.

Among the traditional options the Board will pursue are:

- **Operating Reserves:** Accumulating operating reserves equivalent to six months of operating expenses, is a prudent approach for cushioning the operational impact of any unanticipated fluctuations in revenue generation and funding.
- **Endowment:** It is not uncommon for culture institutions like HMFP to be initially funded by grant or endowment. In HMFP's case, however, the first fund-raising priority must be to focus on making the physical improvements in the Park a reality. Nonetheless, the Board will respond to and pursue any significant source of endowment funds at any time from individuals, government entities and organizations that align with and support HMFP's mission, vision, and values.
 - For perspective, an endowment of \$3-5 million would generate \$90-150 thousand annually in interest (8% - 13% of base case operating expenses of \$1.1 million.) If left untouched for 20 years @3% annual percentage rate, a \$3-5 million endowment would grow to \$5.4-\$9 million, 5 to 9 times base case operating expenses, and generate \$162-\$270 thousand annually in interest.

- **Long-Term Sponsorships:** HMFP is exploring and developing alliances and relationships with arts and culture institutions and umbrella organizations. For example, we envision HMFP becoming a member of Smithsonian Affiliate, an association that would guarantee national exposure and broaden the support base for HMFP. Additionally, the HMFP Board will entertain proposals for naming and dedication rights for Park facilities, in exchange for appropriate levels of investment and/or continuing support.

For most cultural attractions, traditional operating economics dictate a tradeoff between “reach” and “richness”—of necessity they focus on a specific niche (limiting their “reach”) in order to deliver a “rich” experience to that certain audience (usually on-site); in turn, they are limited to delivering only a narrower experience (less richness) when attempting to serve a broader audience.

Technological advances and relationship marketing techniques are rapidly opening new, non-traditional avenues for engaging and providing rich experiences to large audiences remotely at little marginal cost. Of course, there must be an underlying message that has basic appeal to a large audience, for a technology-aided approach for revenue generation to work.

The HMFP Board believes that the unique nature of Historic Mitchelville as an “experiment in citizenship” offers just such an appealing message and platform for broadening HMFP’s audience (reach) and enriching the experience of its visitors and supporters (richness). When coupled with the use of modern information technology and current social media and relationship marketing techniques, HMFP has a unique opportunity to create value in a Mitchelville “citizenship” brand. A population of Mitchelville “citizens” could become a very valuable asset, creating opportunities to develop additional revenue streams while also helping to prepare citizens for 21st century America.

An illustration of a **possible non-traditional program** (in the conceptual stage, only) would be to create a virtual town of virtual citizens that become better informed members of their own communities by learning and practicing citizenship rights and responsibilities through HMFP remote programs and services. In effect HMFP would be a modern citizenship school, by providing both an incentive and an environment for learning and practicing citizenship. Such a program would be entirely incremental to traditional programs. It also would have the potential for generating small dollar amounts from many participants, aggregating to significant revenue with low marginal cost—the perfect complement to development efforts targeting small pools of large donors. (This concept is further developed in Exhibit 4.)

Epilogue: What is Historic Mitchelville Freedom Park?

In summary, with successful implementation of HMFP's strategy, business plan, master and interpretive plans, and long-range planning effort, Historic Mitchelville Freedom Park will be:

- A destination venue nationally known for its historical uniqueness, positive message, spiritual feeling, events and happenings, and natural beauty; drawing culture and heritage tourists from afar; a must-see for all Island visitors; and an inviting place of pride for Native Islanders and HHI residents.
- A unique resource in the heart of the Gullah Geechee Corridor, helping to preserve and share this important cultural tradition.
- An active advocate for better education in history, archaeology, and civics.
- A catalytic forum for relevant discussion, in both historical and current terms, of the meaning of citizenship in a free society.
- A source of pride and support for Native Islander families and descendants.
- And perhaps also, a vibrant extended community of "virtual citizens of Mitchelville who are actively engaged in citizenship activities and providing financial support.
- "An imaginative and exciting place that celebrates the American spirit through the telling of the story of the first freedman's town in America; and that informs and strengthens the fabric of our shared American heritage."

Exhibits
[Pages 51-63]

- 1. *Estimated Costs for Master Plan and Interpretive Plan*
- 2. *HMFP Operational Revenue Sources*
- 3. *Capital Campaign Plan Outline*
- 4. *Illustration of Non-Traditional “Citizenship” Program*

Exhibit 1

Interpretive Costs

Preliminary Cost Estimate - Concept Level -12.06.19				
Historic Mitchelville Freedom Park				
Hilton Head, SC				
<i>Item</i>	<i>Unit</i>	<i>Unit Price</i>	<i>Quantity</i>	<i>Total Cost</i>
				Totals Phase 1
Interpretive Elements Phase 1				\$1,090,000.00
Ghosted Facade Panels	EA	\$25,000.00	6	\$150,000.00
WiFi	AL	\$350,000.00	1	\$350,000.00
Augmented Reality Program	AL	\$100,000.00	1	\$100,000.00
Augmented Reality Windows/Stations	EA	\$5,000.00	6	\$30,000.00
Interpretive Panels (Bateau Panels)	EA	\$10,000.00	6	\$60,000.00
Freestanding Temporary Pavilion Panels	AL	\$250,000.00	1	\$250,000.00
Archeology "Core" Samples	EA	\$50,000.00	3	\$150,000.00
Interpretive Elements Phase 1 - Design Fees				\$140,500.00
Ghosted Facade Panels Design	LS	\$30,000.00	1	\$30,000.00
Augmented Reality Windows/Stations Design	LS	\$6,000.00	1	\$6,000.00
Interpretive Panels (Bateau Panels) Design	LS	\$12,000.00	1	\$12,000.00
Freestanding Temporary Pavilion Panels Design	LS	\$62,500.00	1	\$62,500.00
Archeology "Core" Samples Design	LS	\$30,000.00	1	\$30,000.00
				Totals Phase 2
Interpretive Elements Phase 2				\$3,446,000.00
Boardwalk Waysides	EA	\$3,500.00	6	\$21,000.00
Visitor Center Interpretive Exhibits	SF	\$500.00	6,000	\$3,000,000.00
Interpretive Exhibits - House Interiors	SF	\$250.00	1,700	\$425,000.00
Interpretive Elements Phase 2 - Design Fees				\$691,000.00
Boardwalk Waysides	LS	\$4,200.00	1	\$6,000.00
Visitor Center Interpretive Exhibit Design	LS	\$600,000.00	1	\$600,000.00
Interpretive Exhibits - House Interiors	LS	\$85,000.00	1	\$85,000.00
				Phase 1 Subtotal
				\$1,230,500.00
				Phase 2 Subtotal
				\$4,137,000.00
				Grand Subtotal
				\$5,367,500.00
Unforeseen Contingency Conceptual Level @ 25%				\$1,341,875.00
				GRAND TOTAL
				\$6,709,375.00

Site and Building Costs

Preliminary Cost Estimate - Concept Level - 12-6-19				
Historic Mitchelville Freedom Park				
Hilton Head, SC				
<i>Item</i>	<i>Unit</i>	<i>Unit Price</i>	<i>Quantity</i>	<i>Total Cost</i>
				Totals Phase 1
Site Preparation				\$165,025.00
Clearing and Site Prep	SF	\$0.80	105,500	\$84,400.00
Grading	AL	\$10,000.00	1	\$10,000.00
Erosion and Sediment Control	LS	\$7,500.00	1	\$7,500.00
Tree Protection	LS			
Site Security - Fencing, etc.	LS	\$63,125.00	1	\$63,125.00
Interpretive Houses				\$405,000.00
House Ghosting	SF	\$50.00	8,100	\$405,000.00
Interpretive Garden/Rear Yard				\$7,800.00
Sod	SF	\$1.00	2,800	\$2,800.00
Plants	LS	\$5,000.00	1	\$5,000.00
Church and Archaic Interpretive Area				\$26,250.00
Seatwall	LS	\$7,500.00	1	\$7,500.00
Pervious Pavers	SF	\$15.00	600	\$9,000.00
Footprint Paving	LF	\$12.00	100	\$1,200.00
Stabilized Screenings	SF	\$6.00	1,425	\$8,550.00
Military Map Road Alignment				\$9,360.00
Concrete Paving	SF	\$6.00	1,250	\$7,500.00
Flush Curb	LF	\$12.00	155	\$1,860.00
Classrooms, Lab, and Offices				\$1,080,000.00
Building	SF	\$250.00	4,000	\$1,000,000.00
FF&E	SF	\$20.00	4,000	\$80,000.00
Maintenance Building				\$300,000.00
Building	SF	\$150.00	2,000	\$300,000.00
Maintenance/ Lab Parking				\$41,750.00
Pervious Pavers	SF	\$15.00	1,330	\$19,950.00
Parking Lot Lighting	EA	\$2,800.00	2	\$5,600.00
Concrete Paving (Drive)	SF	\$6.00	2,700	\$16,200.00
Primary Parking Lot				\$365,800.00
Monument Signs	EA	\$5,500.00	2	\$11,000.00
Pervious Pavers	SF	\$15.00	8,900	\$133,500.00
Grasspave	SF	\$10.00	3,000	\$30,000.00
Concrete Paving (Drive)	SF	\$6.00	23,050	\$138,300.00
Bollard Lights	EA	\$1,500.00	15	\$22,500.00
Parking Lot Light Fixture	EA	\$2,800.00	10	\$28,000.00
Wayfinding Signage	AL	\$2,500.00	1	\$2,500.00
Interpretive Trail				\$144,000.00
Stabilized Screenings	SF	\$6.00	24,000	\$144,000.00
General Store Interpretation				\$50,000.00
Ghost Structure	SF	\$50.00	1,000	\$50,000.00
Path to the Beach				\$19,500.00
Stabilized Screenings	SF	\$6.00	2,000	\$12,000.00
ADA Access Mat	SF	\$7.50	1,000	\$7,500.00

Utilities					\$262,000.00
Sanitary Sewer	AL	\$62,000.00	1	\$62,000.00	
Stormwater	AL	\$60,000.00	1	\$60,000.00	
Water	LS	\$40,000.00	1	\$40,000.00	
Site Electrical (for lighting and bldgs)	LS	\$100,000.00	1	\$100,000.00	
					Totals Phase 2
Site Preparation					\$125,600.00
Clearing and Site Prep	SF	\$0.80	112,000	\$89,600.00	
Grading	AL	\$12,000.00	1	\$12,000.00	
Tree Protection	LS		1	\$0.00	
Erosion and Sediment Control	AL	\$24,000.00	1	\$24,000.00	
Visitor Center					\$5,838,000.00
Loop Road to Visitor Center	SF	\$6.00	13,000	\$78,000.00	
Building	SF	\$300.00	18,000	\$5,400,000.00	
FF&E	SF	\$20.00	18,000	\$360,000.00	
Event Lawn with Interpretive Footprints and Acre Lots					\$66,420.00
Sod	SF	\$1.00	32,670	\$32,670.00	
Flush Curb	LF	\$15.00	250	\$3,750.00	
Bollard Lighting	EA	\$1,500.00	20	\$30,000.00	
Entry Plaza with Mitchelville Map					\$71,000.00
Concrete Paving	SF	\$5.00	6,400	\$32,000.00	
Sawcut	LF	\$4.00	1,200	\$4,800.00	
Concrete Stain	SF	\$3.00	6,400	\$19,200.00	
Bollard Lighting	EA	\$1,500.00	10	\$15,000.00	
Group Shelter					\$130,000.00
Building	SF	\$100.00	1,300	\$130,000.00	
Freedom Plaza					\$257,350.00
Filtration Bog/Seatwalls	AL	\$75,000.00	1	\$75,000.00	
Boardwalk	LF	\$400.00	175	\$70,000.00	
Metal Grates	EA	\$500.00	5	\$2,500.00	
Permeable Pavers	SF	\$12.00	2,750	\$33,000.00	
Benches	EA	\$1,000.00	5	\$5,000.00	
Trees	EA	\$500.00	8	\$4,000.00	
Sod	SF	\$1.00	850	\$850.00	
Bog Plant Material	LS	\$5,000.00	1	\$5,000.00	
Lighting	EA	\$1,500.00	8	\$12,000.00	
Memorial/Sculpture	AL	\$50,000.00	1	\$50,000.00	
Interpretive Houses					\$810,000.00
Building Completion	SF	\$100.00	8,100	\$810,000.00	
On-Street Parking					\$22,000.00
Grasspave	SF	\$10.00	2,200	\$22,000.00	
Interpretive Boardwalk					\$156,000.00
Boardwalk	LF	\$400.00	390	\$156,000.00	
General Store					\$100,000.00
Building Completion	SF	\$100.00	1,000	\$100,000.00	
Welcome/Pay Station					\$71,250.00
Building	SF	\$150.00	275	\$41,250.00	
Gates	EA	\$7,500.00	4	\$30,000.00	

Visitor Center Accessible Parking & Service Area					\$57,500.00
Pervious Pavers	SF	\$15.00	2,400	\$36,000.00	
Signage	LS	\$1,500.00	1	\$1,500.00	
Parking Lot Lighting	EA	\$2,800.00	2	\$5,600.00	
Concrete Drive Lane	SF	\$6.00	2,400	\$14,400.00	
Woodland Knoll Shelter					\$35,100.00
Building	SF	\$50.00	600	\$30,000.00	
Picnic Tables	EA	\$850.00	6	\$5,100.00	
Utilities					\$385,000.00
Sanitary Sewer	LS	\$145,000.00	1	\$145,000.00	
Stormwater	LS	\$60,000.00	1	\$60,000.00	
Water	LS	\$60,000.00	1	\$60,000.00	
Site Electrical (for lighting and bldgs)	LS	\$120,000.00	1	\$120,000.00	
Phase 1 Subtotal					\$2,876,485.00
Phase 2 Subtotal					\$8,125,220.00
Grand Subtotal					\$11,001,705.00
Unforeseen Contingency Conceptual Level @ 25%					\$2,750,426.25
Permitting/Fees @ 5%					\$687,606.56
Landscape Architecture, Engineering, and Architectural Fees @ 12%					\$1,650,255.75
Archaeology Phase 1					\$15,000.00
Archaeology Phase 2					\$25,000.00
GRAND TOTAL					\$16,129,993.56
* Assume Inflation Rate of 3.33% per year past 2019					
SF Square Feet					
AL Allowance					
LS Lump Sum					
EA Each					

Exhibit 2

HMFP Operational Revenue Sources

Admissions

Visitors to HMFP will pay to access the site (pay at booth at entry road). Pricing is as follows: Adults: \$12, Children: \$5, Military ID: \$5. There will be a free day every week (anticipated on Sunday). Annual passes will be available. The cost for an individual pass will be \$35 and a family pass will be \$50.

Annual attendance is anticipated to be 40,000 visitors per year at a weighted average of \$8 per visitor, yielding \$320,000 in projected ticket sales in the base year. In year 5 of full-site operations, the outlook is for 75,000 visits, yielding \$600,000 in admissions.

Memberships

Memberships as “citizens” is granted currently in exchange for donations of specified amounts to HMFP. In the future the concept of citizenship may be employed in different ways: perhaps to anchor a capital campaign concept (as founding citizens of New Mitchelville) or to create opportunities to broaden our program and services (to a population of “virtual” citizens of Mitchelville.)

Fundraising Events/Private Donors

- Fundraising Events – Blues and BBQ - \$70,000
- Corporate Foundation Gifts
- Grants (\$75,000 - \$100,000)
 - Federal
 - State Funding
 - Local Accommodations Tax Grant (\$200,000)

Special Event Rentals

Once the Park is fully developed, HMFP intends to promote itself as premier yet affordable site on the Island to host events and gatherings. Rentals of park facilities will be available to the public. (Discounts will be given to local nonprofit entities). The following rates are contemplated:

Indoor Rentals:

- Lab Classrooms - \$100/2 hours (local nonprofit \$100/2 hours)
- Visitor Center Conference Room (25 people) - \$150/2 hours (local nonprofit \$75/2 hours)
- Breakout Space in Visitor Center Event Room - \$150/2 hours (local nonprofit \$75/2 hours)
- Visitor Center Event Room (250 people) - \$1,750-\$2,000

Outdoor Rentals:

- Group Shelter - \$500/day; \$100/hour (local nonprofit \$250/day; \$50/hour)
- Event Lawn - \$2,500-\$3,000 (local nonprofit \$1,250)
- Freedom Plaza – \$50/hour (local nonprofit (\$25/hour)
- There will be an event fee for large rentals. These will include a \$50 maintenance fee and a \$50 security fee. Alcohol will only be allowed at events without minors (except for weddings.)

HMFP Event Venues

As an event venue, the Park will be a valuable resource to the Greater Hilton Head Island / Beaufort County community. There is a recognized lack of affordable event spaces on Hilton Head for programming and special events. The Mitchelville event space will address this need with a multi-purpose area (3,000 sq. feet) for programs and events that will accommodate 250 people, and provide:

- Caterer's kitchen (1,000 sq. feet)
- Storage for tables, chairs, serving materials and linens (1,500 sq. feet)
- Freight elevator (100 sq. feet)
- Janitorial storage (80 sq. feet)
- Staging area (500 sq. feet)
- Lobby / foyer area (1200 sq. feet)
- Restrooms (Male – 350 sq. feet)
- Restrooms (Female – 500 sq. feet)
- Audio / Visual nook (100 sq. feet)

In addition to the interior space, the Interpretive Center will include a terrace / stage area that connects to an event lawn and would be suitable for outdoor concerts, festivals, weddings and other functions.

The other exterior spaces that will be used for events are: Freedom Plaza, The Classroom / Lab area, The Event Lawn Group Shelter and the area with the Interpretive Home replicas.

Gift Shop Sales

A gift shop in the Visitor Center will allow guests to purchase both museum memorabilia and local craft goods. Items available at the gift shop may include books, snacks, gifts, HMFP logo memorabilia, consignments by local artisans, and affiliated group logo sales.

Programs

Once the Park is complete, HMFP's program offerings will be expanded. The goal of HMFP's programs is to inspire, educate and engage audiences with the incredible story of Mitchelville and how it continues to inform our understanding of Citizenship, Democracy, Opportunity, Freedom and Self-Determination.

- Guided Tours (\$50-100)
- Griots Corner (\$2 per person)
- Specialized Educational Programs (\$5 – 50)

Programming will include special exhibitions and educational activities geared to different levels and ages, both inside and outside the Interpretive structures. A varied program schedule will include gallery talks, slide lectures, art classes or audio-visual displays, publications, conferences, seminars, workshops, film and television programs.

Public Programming will be a key educational component of HMFP. Educational programs present a means through which staff can continuously interest the community in the organization's activities. HMFP endeavors to serve as a "common" place that promotes open dialogue on issues of concern to the public. The institution will welcome opportunities to host lectures, workshops, and gatherings with community groups interested in human rights, history and culture. In many ways, we seek to become a community-

gathering place for teenagers, families, and young children. In addition, we are building a constituency of people who will look to us for education, entertainment at times, and community.

HMFP's already established programming includes:

- **Freedom Day** Programming - Freedom Day is the official day where the concept of "Freedom" is celebrated through educational programming, cultural offerings and informative tours of the Park.
- **Griot's Corner** - *Griot's Corner* is a program tailored for Pre-K –through 3rd Grade that uses storytellers and children activities to highlight freedom, acceptance, multiculturalism and citizenship. The "Griot" (grē'ō, 'grēō) is a West African storyteller, historian and/or musician. The griot's role was to preserve the genealogies and oral traditions of the respective tribe. Griot's Corner uses the spirit of storytelling to promote literacy and to help young students build strong character traits. This series is especially designed to engage young learners with interactive activities that include reading, creative dramatics, art and music.
- **Annual Juneteenth Celebration** - Juneteenth is the oldest known celebration to recognize the end of slavery. It was on June 19, 1865, when Union officer Major General Gordon Granger arrived at Galveston, Texas with news that the war had ended and all slaves were now free. HMFP hosts its annual Juneteenth Celebration in Historic Mitchelville Freedom Park. This program highlights the park and features stage performances and cultural programming that gives visitors a unique look at Historic Mitchelville.
- **Mitchelville Anniversary Forum** – One-day symposium that examines aspects of the Mitchelville story and how it resonates in present time.
- **Holiday Kickoff** at Historic Mitchelville Freedom Park - Community event for the entire family to kick off the holiday season with entertainment and refreshments near the Big Oak Tree.

HMFP will also present special exhibitions that will attract larger and more diverse audiences and stimulate participation in other aspects of the HMFP's programs. Generally, the exhibitions will either complement our permanent collection or introduce new material to the public. The significance of an exhibitions' contribution to knowledge is a major factor in justifying its selection and presentation. In their totality, programs and special exhibitions will be responsive to the needs of widely different audiences.

Traveling Exhibits

HMFP will develop traveling exhibitions / displays based on its rich archaeological and historical resources. These exhibits may vary in size and scope, but will be available for rent by museums, libraries, galleries, educational institutions and other like-minded cultural attractions. A fee of \$1,500 (plus shipping - estimated) is assumed in the Base Case.

Education

Most museums and cultural attractions /institutions have a strong commitment to education. For the most part, these facilities are viewed as institutions of enrichment. They are centers of culture and "the finer things" intended to enhance and reinforce the quality of life. They can strengthen basic skills, basic knowledge, basic comprehension and basic understanding.

The educational goals of the Historic Mitchelville Freedom Park are as follows:

- To recreate the community, life and events related to the historic Mitchelville Community on Hilton Head Island, SC.
- To inspire, educate and engage audiences about the incredible story of Mitchelville and how it continues to inform our understanding of Citizenship, Democracy, Opportunity, Freedom and Self-Determination.
- To recognize the contributions of the Gullah Geechee community to American history and culture.
- To compel people to examine their perceptions of the past and appreciate the significance of the Mitchelville story to their lives.
- To examine the connection between the Pre-Reconstruction / Civil War era, Reconstruction and pre-Jim Crow era and how they influenced the 20th Century and the present.

Collaboration

HMFP collaborates with Local, State and National partners to provide programming and public events that drive tourists to Hilton Head Island. For example, HMFP currently works with organizations such as: The Westin Hotel and Spa, The Marriott Barony Beach Club, Hampton Inn, Gullah Heritage Trail Tours, The Gullah Museum, Gullah Geechee Cultural Heritage Corridor Commission, Island Rec, Santa Elena, The Heritage Library, The Arts & Cultural Council of HHI The Heritage Classic Foundation, the Historical Black churches of HHI and Hilton Head Island-Bluffton Chamber of Commerce to attract culturally specific tours to the area.

Specifically, HMFP works with Coastal Discovery Museum and the Hilton Head Land Trust to present the “Roots of Reconstruction tours” which traces the history of Reconstruction and concentrates on the African American historical presence on the Island. HMFP partners with the Hilton Head Island Airport to present the traveling component of the Finding Freedom’s Home exhibition (original housed at the Westin Hotel) to organizations, events and gatherings on the Island and in the greater Beaufort County area. HMFP is partnering with the Heritage Library, the Hilton Head Land Trust, the Gullah Museum, and the Historical Black churches of HHI to present “Historic Holidays on Hilton Head Island” which chronicles the history of the Island with Christmas as the prevailing theme.

HMFP cross promotes events and programs with NIBCAA in national publications such as the USA Today and for national conferences like the Association for the Study of African American Life and History.

HMFP is working with the Association of African American Museums, the Southeastern Museums Conference and the Association for the Study of African American Life and History to promote the Park as an upcoming cultural attraction as Phase I of Park development takes shape.

In addition, HMFP is working with the National Park Service Reconstruction Monument on promotional and programmatic efforts will move forward between the two institutions.

Finally, HMFP continues discussions with the National Museum of African American History and Culture and has begun discussions with the US Holocaust Memorial Museum (Washington, DC), The National Underground Railroad Freedom Center (Cincinnati, OH), the Birmingham Civil Rights Institute (Birmingham, AL), and the National Civil Rights Museum (Memphis, TN) regarding potential programs, workshops and promotional opportunities. These existing collaborations will increase with the completion

of the Park, and will include other organization, such as the Association for State and Local History, the Alliance of American Museums, and the Smithsonian Affiliates program.

Exhibit 3

Capital Campaign

Steps for launching Capital Campaign for Mitchelville.

1. **MISSION-CASE DEVELOPMENT:** Based on the value of Mitchelville and its goal to better serve the community and at same time improve financial stability of the organization
 - a. Articulate in actual numbers believable growth in service
 - b. Articulate the value and purpose of Mitchelville to Hilton Head tourism
 - c. Compel high priority giving consideration from major prospects
2. **MAIN FUNDING STRATEGIES**
 - a. Develop gift table that shows that most money will come from a small number of large donors;
 - b. Identify and rate key potential high gift donors;
 - c. Determine balance between trustee, individual, foundation, and corporate gifts;
 - d. Establish the Goal (construction, moving, furnishing, and operating costs)
 - e. Get first commitments from entire Board, goal is 100% participation; (Standard is for Board to meet 25-30% of overall goal)
 - f. Begin Silent Phase, avoid broad based solicitations early on and focus on big gift effort
 - g. Publicly announce campaign when 50% goal is committed
3. **BUDGET**
 - a. Establish cost of construction
4. **ESTABLISH CAPITAL CAMPAIGN LEADERSHIP**
 - a. Chairperson and vice chairs to lead campaigns to corporations, foundations and individuals
 - b. Six to eight members on solicitation committee
5. **DEVELOP COMMEMORATIVE AND NAMED GIFT OPPORTUNITIES**
 - a. Guidelines relative to important gift and visibility
 - b. Persuasive to prospect and helpful to solicitors
 - c. Keep secondary—not the main reason for giving to campaign
6. **DEVELOP CAMPAIGN BROCHURE AND OTHER PRINTED MATERIALS**
 - a. Brochure should be simple, well done, not too elaborate
7. **CAPITAL CAMPAIGN FINANCIAL PROJECTION**
 - a. Develop 12- to 14-month projection
 - b. Quarterly estimates for commitments
 - c. Cash payments needed to keep pace with expenses
8. **DEVELOP A FULL AND COMPREHENSIVE CAMPAIGN CALENDAR AND ACTION PLAN FROM THE BEGINNING TO THE END OF THE CAMPAIGN**

Exhibit 4

Illustration of Non-Traditional Program Concept: Mitchelville Virtual Citizens

An illustration of a **possible non-traditional program** (in the conceptual stage only) would be to create a virtual town of virtual citizens that become better informed members of their own communities by learning and practicing citizenship rights and responsibilities through HMFP remote programs and services. In effect HMFP would be a modern citizenship school, by providing both an incentive and an environment for learning and practicing citizenship. Such a program would be entirely incremental to traditional programs. It also would have the potential for generating small dollar amounts from many participants, aggregating to significant revenue with low marginal cost—the perfect complement to development efforts targeting small pools of large donors.

- **Virtual Citizens of Mitchelville:** Mitchelville “citizenship” could be made available to everyone under an “ideal” formulation: e.g., a virtual community open to all, (including youth) without distinction of birth, nationality, language, race, or religion, with equality under the “law,” and with civil and political rights guaranteed without restriction. “Citizens” might participate in virtual and/or real acts of civic responsibility, and receive credits/recognition in virtual Mitchelville, thus elevating their community status.

- To become a Mitchelville citizen, one potentially would need to:
 - Demonstrate knowledge of the historical significance of Mitchelville;
 - Attend/participate in a “Mitchelville citizenship activity” (in person, remote program, online); and
 - Vote, if of voting age, or otherwise participate (volunteer, canvas, etc.) in a local election.
 - Register, vote (in mock elections), and financially support (e.g., annual automatic renewal) HFMP.

- Benefits of being a Mitchelville “citizen” might include:
 - Regular contact, participation in discussion forums, etc., discounts.
 - Educational certification for completing courses (to be designed) in civics and history. (Relationships with educational institutions will be developed for both curriculum and certification.)
 - Value packages and educational materials for arts and culture tourists, including free access to museum exhibits etc.
 - Virtual community status and leadership.

- Citizens might be recruited from visitors over time, or by visitors who introduce others to Mitchelville citizenship online. For perspective, a Mitchelville virtual citizenry of 150,000 “citizens” (50 to 100 times Mitchelville’s original population) would:
 - Potentially generate \$1.5 million in annual revenue at a contribution level of \$10 (“tax”). An enticement appealing to a large number of small “donors” is

a good complement to HMFP's development efforts focused on the smaller pool of large donors.

- Could translate into attendance, visits, impression statistics that are an order of magnitude larger than those of other nearby cultural tourist sites.
 - Represent a valuable database of cultural tourists.
- To undertake and manage such a program, focused on a virtual Mitchelville, HMFP would need to incur planning and operating costs in addition to those incurred in operating the Park. The additional resources in the form of a Citizenship Management Department would develop and implement:
- Strategies for identifying and recruiting new citizens.
 - Programs that add value to the community of Mitchelville citizens.
 - Requirements for, and the obligations of Mitchelville citizenship.
 - Meet strict expectations and guidelines for generating net revenue, as the primary financial goals are to reduce HMFP's reliance on outside support while ensuring long-term sustainability.

- A** Visitor Center (~18,000 SF) with Terrace
- B** Event Lawn with Interpretive Footprints/ and Quarter Acre Lot Delineations
- C** Entry Plaza with Mitchelville Map
- D** Group Shelter
- E** Freedom Plaza (see enlargement)
- F** Interpretive Houses
- G** Interpretive Garden/Rear Yard
- H** Church and Archaic Interpretive Area (see enlargement)
- I** Military Map Road Alignment
- J** Classroom, Lab, and Offices (~4,000 SF)
- K** Maintenance Building (~2,000 SF)

- L** Maintenance/Lab Parking (7 spaces)
- M** Main Parking Lot (54 spaces, 18 overflow)
- N** On Street Parking (11 spaces)
- O** Interpretive Trail
- P** Interpretive Boardwalk
- Q** General Store Interpretation
- R** Path to Beach
- S** Welcome/Pay Station
- T** Visitor Center Accessible Parking and Service Area (~13 spaces)
- U** Woodland Knoll Shelter



Historic Mitchelville Freedom Park Master Plan
Legend of Uses for Property
February 6, 2020

Visitor Center (A)	Up to 18,000 SF state of the art visitor center. First floor includes gift shop/bookstore, standing theater, lobby/welcome area, permanent and temporary exhibit areas, janitorial space, restrooms, general program storage. Visitor elevator and freight elevator. Second floor includes catering kitchen, offices, restrooms, A/V closet, event space with moveable walls (250-person capacity) with second story overlook/terrace, catering kitchen, restrooms, storage. Up to 1,750 SF terrace off back of building can serve as stage above event lawn (storage/loading dock underneath.)
Event Lawn (B)	This open lawn area serves as an event and interpretive space for the site. The lawn sits behind the visitor center terrace. The lawn includes interpretive footprints delineating Mitchelville-era houses and quarter acre lots. The group shelter (see below) is situated in the event lawn.
Entry Plaza (C)	The entry plaza serves as a gathering area and drop off location at the visitor center. The plaza features decorative paving (using colored concrete, pavers, etc.) to represent/interpret the Mitchelville-era Military Map.
Group Shelter (D)	This up to 1,275 SF open air structure can be used for special events, educational programming, and visitor picnics. It can also serve as VIP seating for events held in the event lawn/visitor center terrace.
Freedom Plaza (E)	This is a 5,250 SF plaza and lawn area. Stormwater from site is filtered through bog gardens, which ring the plaza. Footbridges cross over filtration bogs so visitors “cross the water” to enter the space. The middle of the space is occupied by a reinforced sloped lawn, which will house a memorial or piece of public art. Filtration bogs are lined with seatwalls and benches are spaced around the plaza. Shade trees are located near the benches.
Interpretive Houses (F)	8-10 interpretive houses with the same orientation and clustering as the Mitchelville-era Military Map. One house includes interpretation of the rear yard. Phase 1: Ghosted Structures (framed outlines with interpretive panels). Phase 2: Fully Reconstructed Houses – some with standalone interior exhibits.
Interpretive Garden (G)	This area, located behind one of the interpretive houses, will be a space for interpreting outdoor household practices in Mitchelville. The area may include a small interpretive garden with period-appropriate plants.
Church and Archaic Interpretive Area (H)	Plaza with hardscape and seatwall to interpret Native American occupation of the site and the location of a Mitchelville-era church. Space for contemplation, interpretation, and reflection.
Military Road Alignment (I)	Wide pathway interpreting the alignment of a road from the Mitchelville-era Military Map.
Classroom/Lab Building (J)	Up to 4,000 SF building with artifact storage and processing area, curatorial area, classrooms, offices, restrooms. Includes climate-controlled collections area as well as wet rooms for processing artifacts.

Maintenance Building (K)	Operations building (approximately 2,000 SF) to support equipment maintenance and personnel with service bays, work stations, and storage. Access from small parking area.
Maintenance/Lab Parking Lot (L)	7 pervious paver parking spaces
Primary Parking Lot (M)	54 pervious paver parking spaces 18 grass pave parking spaces (overflow)
On-Street Parking (N)	9 pervious or grass pave parking spaces
Interpretive Trail (O)	Accessible and partially following a historic road alignment, this natural surface trail skirts the marshline of the site and connects visitors to various interpretation points throughout the park. There will be interpretive panels along the trail describing the natural and historical features of the park. Interpretive trail connects with path to the beach.
Interpretive Boardwalk (P)	This boardwalk will include interpretation of the flora and fauna of the marsh, cultural influences of life on the marsh, and Gullah Geechee waterways traditions.
General Store Interpretation (Q)	Informed by future archeological work, this structure would be a representation of one of the Mitchelville-era general store with interior interpretation. Phase 1: Ghosted Structure (framed outline with interpretive panel). Phase 2: Fully Reconstructed General Store with standalone interior exhibits.
Path to Beach (R)	This accessible natural surface path connects visitors to one of the premier views at the site of Port Royal Sound.
Welcome/Pay Station (S)	Up to 275 SF building to house a payment center for ticket purchases. Will be a climate controlled space appropriate for housing staff or security for events. Entry and egress to the site would be gate controlled.
Visitor Center Accessible Parking & Service Area (T)	Visitor or staff lot with approximately 13 pervious parking spaces. These spaces would be "Reserved" or Accessible. This area will also include a service entrance for the visitor center for caterers, vendors, deliveries, trash collection, etc.
Woodland Knoll Shelter (U)	Small group shelter with picnic tables to accommodate outdoor classroom uses, small group gatherings, and environmental education efforts. No restrooms or kitchen facilities provided at this location.

Please Note: The list above is a general explanation of uses to correspond to the Physical Master Plan. Interpretive elements are included in the full master plan report.