

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF HILTON HEAD ISLAND, SOUTH CAROLINA, AUTHORIZING THE TOWN MANAGER TO ENTER INTO A MEMORANDUM OF AGREEMENT WITH BEAUFORT COUNTY, SOUTH CAROLINA FOR THE WILLIAM HILTON PARKWAY GATEWAY CORRIDOR PROJECT.

WHEREAS, Beaufort County, South Carolina is the sponsor of a Project proposed to include the replacement of all four bridges crossing Mackay Creek and Skull Creek and the U. S. Highway 278 corridor on Jenkins Island, the causeway from Jenkins Island to Hilton Head Island, and on Hilton Head Island to the intersection of U. S. Highway 278 and Spanish Wells and Wild Horse Roads (the "Project"); and,

WHEREAS, while the Town and Beaufort County have worked diligently to reduce and/or eliminate impacts arising from the Project, the Project will have impacts on the citizens, residents, property owners and visitors of and to the Town; and

WHEREAS, in order to alleviate or reduce the impacts, the Town and Beaufort County desire to undertake actions related to the Project that are outlined in the proposed Memorandum of Agreement that is attached hereto as Exhibit "A"; and

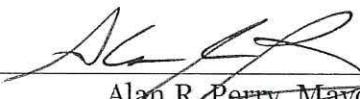
WHEREAS, the Town Council hereby finds that the execution of the proposed Memorandum of Agreement with Beaufort County is in the best interests of the Town of Hilton Head Island and its citizens, residents, property owners and visitors.

NOW, THEREFORE, BE IT, AND IT HEREBY IS, RESOLVED BY THE TOWN COUNCIL FOR THE TOWN OF HILTON HEAD ISLAND, SOUTH CAROLINA:

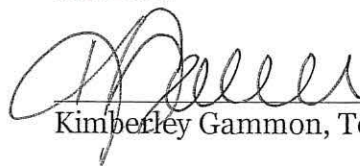
1. The Town Manager to execute and deliver the Memorandum of Agreement with Beaufort County that is in the form and substance of Exhibit "A" to this Resolution.
2. The Town Manager is authorized to take all actions necessary to comply with the Town's obligations set out in the Memorandum of Agreement.

PASSED AND APPROVED BY THE TOWN COUNCIL FOR THE TOWN
OF HILTON HEAD ISLAND, SOUTH CAROLINA, ON THIS 19th DAY OF
JUNE, 2024.

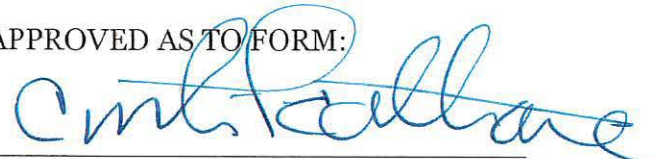
THE TOWN OF HILTON HEAD
ISLAND, SOUTH CAROLINA

By: 
Alan R. Perry, Mayor

ATTEST:


Kimberley Gammon, Town Clerk

APPROVED AS TO FORM:


Curtis L. Coltrane, Town Attorney

STATE OF SOUTH CAROLINA) MEMORANDUM OF AGREEMENT
) WILLIAM HILTON PARKWAY GATEWAY
) CORRIDOR PROJECT
COUNTY OF BEAUFORT)

WHEREAS, the Project will begin at the intersection of U.S. Highway 278 and Moss Creek Drive and run to the intersection of U.S. Highway 278 and Spanish Wells and Wild Horse Roads as shown on Exhibit 1 which is attached to this Memorandum of Agreement, and which is attached hereto and incorporated herein by reference; and

WHEREAS, in 2019, the Town Council for the Town of Hilton Head Island, South Carolina (the "Town Council"), created the U.S. 278 Gateway Corridor Committee which developed a series of "Guiding Principles" to be utilized in developing the Project which were formally adopted by Town Council on February 18, 2020; and

WHEREAS, the Project is now proposed to include the replacement of all four bridges crossing Mackay Creek and Skull Creek to meet current design and safety code specifications, improved transportation performance throughout the corridor and within all major intersections, improved access to the Pinckney Island National Wildlife Refuge and the C.C. Haigh, Jr., boat ramp; improvements to address pedestrian and bicyclist needs, and improvements to address existing conditions within the corridor that are negatively affecting property owners and residents of the Big and Little Stoney Historic Neighborhoods (herein, collectively, the "Stoney Historic Community"), all of which are generally reflected in the revised project design plans shown in Exhibit 2 to this Memorandum of Agreement which are attached hereto and are incorporated herein by reference; and

WHEREAS, the part of the Project beginning at the point where the Skull Creek bridges meet Jenkins Island and ending at the intersection of U.S. Highway 278 and Spanish Wells and Wild Horse Roads is located within the Town's municipal limits; and

WHEREAS, the Project as a whole including the part within the municipal limits of the Town, will substantially impact the property owners and citizens of and visitors of the Town of Hilton Head Island; and

WHEREAS, the properties located the Stoney Historic Community were designated as a Traditional Cultural Property as a part of the National Environmental Policy Act ("NEPA") process in developing the Environmental Assessment and are reflected on a map attached hereto as Exhibit 3 to this Memorandum of Agreement and incorporated herein by reference; and,

WHEREAS, the U.S. Highway 278 corridor, extending from I-95 to Sea Pines Circle, is of regional importance to the Town, the County, and the State of South Carolina in facilitating trade, commerce, transportation of the local workforce, and the transportation of Hilton Head Island residents, visitors, and workers throughout the entire region; and

WHEREAS, the Project is currently in the preliminary design stage and is working through the NEPA process; and

WHEREAS, as part of the NEPA process, a Preferred Alternative for the Project was identified by the SCDOT and presented at a public hearing held on July 22, 2021; and

WHEREAS, following the development of the Preferred Alternative, on October 12, 2021, the Town Council approved suggested revisions to be formally incorporated into the Modified Preferred Alternative; and

WHEREAS, based upon public feedback and suggested revisions from the Town, SCDOT presented a Modified Preferred Alternative at a public hearing held on March 3, 2022; and

WHEREAS, the County, as project sponsor, approved many of these recommendations and they were formally incorporated into a Memorandum of Agreement that was approved on October 4, 2022; and

WHEREAS, in response to a substantial number of additional comments made by the residents of the Town and/or the County concerning the Project, the County and the Town determined that, as a necessary condition precedent to making an informed decision on what options for the Project are in the best interests of their citizens, property owners and residents, an independent review (the "Independent Review") should be performed by a qualified consultant; and

WHEREAS, the County and the Town coordinated on the procurement, awarding, and execution of an Independent Review with consultant CBB Transportation Engineers and Planners, which presented its findings on October 17, 2023; and

WHEREAS, the Town subsequently procured an additional transportation engineering firm, The Lochmueller Group, to conduct a Town managed Independent Study; and,

WHEREAS, the Lochmueller Group presented its findings and recommendations to the Town on June 17, 2024; and,

WHEREAS, to offset the impacts to the Stoney Historic Community, an innovative program of renewal and economic opportunity commensurate with the existing impacts to the Stoney Historic Community's social and economic vitality that have come about through decades of right-of-way expansion, will established and implemented; and

WHEREAS, the Town and County find that the completion of things set out in this Memorandum of Agreement are in the best interest of the Town and County, and their citizens, residents, property owners and visitors; and,

WHEREAS, in order to successfully incorporate these actions and the recommendations from the Independent Study, the Town and County are combining into this Memorandum of Agreement those elements that have previously been agreed to by the Town and the County in addition to all other requirements that the Town and County have now determined are integral to the Town's municipal consent for the Project; and

WHEREAS, as a condition precedent for the Town to grant its municipal consent for the Project, the County and Town hereby agree and enter into this Memorandum of Agreement with the express knowledge and understanding that the incorporation and completion of these terms will be a condition of Town's municipal consent for the Project.

NOW, THEREFORE, for and in consideration of the sum of One (\$1.00) Dollar, each paid to the other, and the performance of the mutual covenants exchanged herein, the receipt and sufficiency of which is acknowledged, the County and the Town do hereby agree as follows regarding the Project's design, the pursuit of neighborhood improvements, and the overall economic sustainability of the corridor:

PROJECT DESIGN:

1. The Project will advance through a joint and equal partnership, for the entirety of the Project. All decisions and approvals concerning the Project shall be made in writing and signed by both the Town Council and County Council respectively.
2. The Project's design will be modified to reflect those elements that are shown in Exhibit 2, which will serve to achieve the Project's goals while further reducing and/or eliminating the impacts to private property owners.
3. To the greatest extent feasible, the improvements proposed as part of the Project will be accomplished within the existing right-of-way with the exception of a multi-use pathway to be included on the northern side of the Project from the intersection of Spanish Wells Road to the new bridge and which will connect to the bridge via a connection which will run underneath the bridge coming onto Jenkins Island, and on the southern side of the Project from the intersection of the Windmill Harbour Traffic Signal to the end of the Mackay Creek bridge span.
4. The Project design will provide a separation of pathways from roadways to the greatest extent feasible and a pedestrian and bicycle safety plan which consists of the following:
 - a. Safe pedestrian refuges in median areas; and
 - b. Removal of pavement and landscaping necessary to protect pedestrians and bicyclists; and
 - c. The installation of up to two (2) pedestrian overpasses within the Stoney Historic Community and intersection protections that will facilitate the safe movement of pedestrians and bicyclists across the proposed roadway area.
 - d. The integration of strategies to create a pedestrian-friendly Stoney Historic Community corridor that honors and enhances the cultural fabric of the Stoney Historic Community. The Project must balance infrastructure improvement with respect for the Stoney Historic Community's cultural values, traditions, and social dynamics. Strategies to accommodate this include but are not limited to the following:
 - i. Respect for Cultural Landmarks: Ensure that pedestrian pathways respect and preserve cultural landmarks, and historical areas.
 - ii. Lighting and Security: Install adequate lighting and ensure pathways are safe, well-maintained, and patrolled if necessary.
 - iii. Universal Design: Ensure pathways are accessible to people of all ages and abilities, including those with disabilities.

- iv. Link Key Destinations: Design pedestrian pathways to connect important community destinations including schools, markets, parks, places of worship, and community centers.
- v. Multi-Modal Integration: Integrate pedestrian pathways with other modes of transportation, such as public transit stops and enhance overall connectivity.
- vi. Green Spaces: Incorporate green spaces, trees, and vegetation along pedestrian routes to provide shade, improve air quality, and enhance the aesthetic appeal.
- vii. Health Initiatives: Promote walking and cycling as healthy lifestyle choices through community programs and infrastructure that encourage physical activity.
- viii. Cultural Education: Raise awareness within the community about the benefits of improved pedestrian connectivity.
- ix. Wayfinding and Signage: Use relevant symbols and signage to help residents navigate the neighborhood easily.
- x. Road Safety Audit and Bike and Pedestrian Plan.

5. The elements shown on Exhibit 2, will be incorporated in the Project's design elements as follows:

- a. One (1) bridge with a width not greater than 123 feet, 7 inches extending from the mainland to Jenkins Island consisting of three (3) twelve-foot (12') wide travel lanes in each direction, one (1) ten-foot (10') wide outside shoulder in each direction, one (1) six-foot (6') wide inside shoulder in each direction, a twelve-foot (12') wide multi-use pathway along the southern side of the bridge, and physical barriers protecting the edges of the bridge and separating vehicular and pedestrian traffic which will include one (1) bulb-out refuge of fifty-feet (50') in length and twenty-feet (20') in width over the Mackay Creek, and one (1) bulb-out refuge of fifty-feet (50') in length and twenty-feet (20') in width over the Skull Creek; provided however, that these design elements will continue to be evaluated with the specific goal of reducing, to the maximum extent that is possible, the width of these various elements thereby reducing the overall width of the bridge which will serve to reduce the visual impacts of the bridge and in reducing the funding gap that is currently present for the Project; and
- b. Three (3) travel lanes in each direction through the Jenkins Island section of the Project which are each twelve-feet (12') in width; and
- c. Three travel lanes in each direction through the Stoney Historic Community consisting of two (2) travel lanes which are eleven-feet (11') in width and one (1) travel lane which is twelve-feet (12') in width; and
- d. All Jenkins Island traffic will be routed to the Windmill Harbour Intersection and the Jenkins Road intersection with William Hilton Parkway will be removed; and
- e. Access to Hog Island, Mariners Cove, Blue Heron Point, Jenkins Island Cemetery, Hilton Head RV Resort, and Hilton Head Harbor Marina will be from a new frontage road to be located on Jenkins Island; and

- f. There will not be a U.S. Highway 278 pedestrian crossing at the Windmill Harbour intersection; and
 - g. Vehicle access to Hog Island, Blue Heron Point, and Mariners Cove will be moved from southern side to northern side of U.S. Highway 278 with a new under bridge connection; and
 - h. Landscaped medians of varying widths will be installed to balance safety, property impacts, and aesthetics; and
 - i. The curb cut at Memory Matters, 117 William Hilton Parkway, will be removed; and
 - j. The median cut left turn movement for access to the Crazy Crab restaurant property, 104 William Hilton Parkway, will be relocated further westward towards the adjacent Town-owned property; and
 - k. One (1) elongated left turn lane from eastbound William Hilton Parkway onto Squire Pope Road; and
 - l. One (1) right turn lane from southbound Squire Pope Road onto westbound William Hilton Parkway; and
 - m. A new right turn lane will be provided from eastbound William Hilton Parkway onto Chamberlin Drive; and
 - n. The intersection of William Hilton Parkway and Spanish Wells Road and Wild Horse Road will be modified to include the following elements:
 - i. Two (2) left turn lanes from northbound Spanish Wells Road to westbound William Hilton Parkway; and
 - ii. One (1) through lane from northbound Spanish Wells Road to Wildhorse Road; and
 - iii. One (1) right hand turn lane from northbound Spanish Wells Road to eastbound William Hilton Parkway; and
 - iv. One (1) left hand turn lane from southbound Wild Horse Road to eastbound William Hilton Parkway; and
 - v. One (1) through lane from southbound Wild Horse Road to Spanish Wells Road; and
 - vi. One (1) right turn lane from southbound Wild Horse Road to westbound William Hilton Parkway; and
 - vii. Improvements to the right turn lane from eastbound William Hilton Parkway to southbound Spanish Wells Road; and
 - o. No at grade intersection on Pinckney Island; and
 - p. The bridge height clearance will remain at 65 feet over Skull Creek, same as the current bridge; and
 - q. The bridge height clearance over Pinckney Island will be a minimum of 17.19 feet, currently there is no bridge over Pinckney Island; and
 - r. The bridge length is 1.376 miles of the 4.218 mile project; and
 - s. The bridge will be designed to Safety Evaluation Earthquake (SEE) standards; and
 - t. The bridge will be designed to withstand a Category 5 hurricane.
6. In addition to the design modifications in Item 5 above, the following items will also be pursued as part of continued Project design efforts:
- a. Left turns during rush hour (peak hour) traffic will be minimized; and

- b. An additional merge lane from the Cross Island Parkway westbound to William Hilton Parkway will be evaluated; and
- c. The Project's design speed limits will be reduced to 45 miles per hour and will have a posted speed limit of 40 miles per hour; and
- d. Aesthetic elements proposed for the bridge and gateway corridor entrance elements will meet Hilton Head Island Design Review guidelines and will be approved by both Town Council and County Council.

7. The Windmill Harbour Traffic Signal will be incorporated within thirty (30) days upon execution of this Agreement into the Town's adaptive traffic management system and funded by the County. Additionally, the County will design and fund the installation of any corresponding infrastructure and associated improvements including traffic signal mast arms as part of the Project.

8. The Project will be designed sufficiently to address concerns resulting from storm surge impacts to the causeway connecting Jenkins Island to Hilton Head Island will include other similar resilience related matters into the Project design elements to ensure safe and reliable access for citizens, property owners, residents, visitors, and emergency services. Methods to address these concerns may include any of the following, but are not necessarily limited to these methods:

- a. Elevating the roadbed; and
- b. Installing surge barriers; and
- c. Installing armoring or other materials to withstand storm surge impacts; and
- d. Installing vegetation along the causeway to reduce wave energy and minimize erosion; and
- e. Installing sufficient drainage systems to prevent water accumulation on the causeway; and
- f. Installing real-time monitoring systems to provide early warning of rising waters and potential breaches as quickly as possible; and
- g. Performing regular interval inspections and evaluations of the causeway to ensure its long-term structural integrity in conjunction with the Town and appropriate emergency management agencies.

9. Where feasible, the Project will include and utilize landscaped medians within the part of the corridor beginning where the bridge meets Jenkins Island and extending through the Stoney Historic Community to the intersection of U.S. Highway 278 and Spanish Wells and Wild Horse Roads, in-lieu-of using concrete medians and will include landscaping along the right of way and on Town-owned property to reinforce the gateway entrance to Hilton Head Island through the Stoney Historic Community and Jenkins Island.

10. Where appropriate to protect the interests of adjacent landowners or for protection of natural resources, raised curbs and gutters will be installed on the exterior edge of the roadway to reduce right-of-way requirements and to handle stormwater runoff and discharge.

11. Further design modifications determined to be appropriate and feasible will be pursued if such will serve to further improve the quality of life within the Stoney Historic Community.

12. All parties will make available all project data, including but not limited to Project cost estimates with supporting details, traffic data, including modeling and simulation materials, other technical documents, and related design files.

13. Value engineering of the Project will be performed to identify and eliminate unwarranted infrastructure and subsequent costs with the goal to improve functional quality as well as optimizing initial and long-term investment thereby seeking the best possible value for the lowest cost.

14. The Town will work cooperatively with the County and/or SCDOT regarding the conveyance of any Town-owned land that may be necessary to accomplish the Project through the adoption of an Ordinance by the Town Council identifying all such properties or portions thereof to be transferred.

STONEY HISTORIC COMMUNITY IMPROVEMENT:

1. It is acknowledged that there are significant impacts to the Stoney Historic Community (Exhibit 3) and the Traditional Cultural Properties that are located within the Project's scope and for which, proactive improvement measures must be undertaken, including the elements set forth in this Agreement.

2. A Stoney Historic Community Economic Sustainability and Cultural Preservation Plan will be created and implemented in conjunction with the Gullah Geechee Historic Neighborhoods Community Development Corporation and serve as a vision and action plan. The 2003 Stoney Initiative Area Plan will serve as a guiding document for this effort.

3. A secure escrow account, reserve fund, contingency, or other mutually agreed form of funding of at least Ten Million (\$10,000,000.00) Dollars for the Stoney Historic Community shall be established within the Project budget for elements that include: landscaping, lighting, community sensitive signage, park improvements, and other community infrastructure improvements.

4. Through the Gullah Geechee Historic Neighborhoods Community Development Corporation, all parties will work directly with private property owners in the Stoney Historic Community to alleviate roadway impacts and improve quality of life measures including property access and property improvements.

5. It is agreed that some portions of Town-owned land may be needed to reduce the impacts to the private property owners that are located within the Stoney Historic Community and to adequately address other Project elements. This use of Town-owned land may be for purposes of right-of-way acquisition, project and wayfinding signage, landscaping, stormwater, or other similar Project purposes. Additionally, the Town Council will evaluate the use of Town properties within the Project corridor to support the efforts of the Gullah Geechee Historic Neighborhoods

Community Development Corporation in restoring economic opportunities within the Stoney Historic Community and the overall stabilization of this neighborhood.

6. A new park will be created south of U.S. Highway 278 in the Stoney Historic Community to showcase the Gullah Geechee culture/heritage.

7. Drainage improvements will be constructed within the part of the corridor beginning where the bridge meets Jenkins Island and extending through the Stoney Historic Community to the intersection of U.S. Highway 278 and Spanish Wells and Wild Horse Roads to improve stormwater conveyance both as part of the Project and as a part of the mitigation of any corresponding impacts to adjoining private properties.

8. Landscaping, lighting, and community sensitive signage will be installed throughout the Stoney Historic Community in order to provide this area with a clear sense of place to elevate this portion of the Project. This will also include a review of existing highway signage to determine if more appropriate alternatives can be utilized that are sensitive to the neighborhood context of the corridor.

9. Increased traffic and speed enforcement will be pursued within the area beginning at U.S. Highway 278 and Moss Creek Drive and continuing to the intersection of U.S. Highway 278 and Spanish Wells and Wild Horse Roads, including the bridges, Jenkins Island, and the Stoney Historic Community areas.

ECONOMIC SUSTAINABILITY:

1. Evaluation of multi-modal transportation opportunities, including ferry options, park and ride facilities, and other various modes of mass transit will be pursued to reduce travel demand for vehicles through the corridor.

2. The acceleration of the evaluation of a second bridge to Hilton Head Island through the Lowcountry Area Transportation Study (LATS) as outlined in the Long-Range Transportation Study for the region is supported and will be pursued.

3. Any additional recommendations from the Independent Review and Study will be considered, including those elements that may be outside of the defined Project area.

4. All parties will work cooperatively to seek the funding that will be necessary to implement the proposed Project improvements and any additional elements that are identified outside of the Project area.

5. It is acknowledged that a Tax Increment Financing ("TIF") District is a beneficial financial tool to facilitate the investment in community infrastructure for the Skull Creek Planning District (Exhibit 4), which includes the Stoney Historic Community. All parties will work cooperatively to


assess and consider establishing a TIF District within twelve (12) months following the adoption of this Agreement.

IN WITNESS WHEREOF, the Town of Hilton Head Island, South Carolina, and Beaufort County, South Carolina, by and through their duly authorized officers, have executed this Memorandum of Understanding on this ____ day of June, 2024.

WITNESSES:



TOWN OF HILTON HEAD ISLAND

By: 

Name: Marc Orlando

Title: Town Manager

WITNESSES:

BEAUFORT COUNTY

By: _____

Name: _____

Title: County Administrator

EXHIBIT "1" TO MEMORANDUM OF
AGREEMENT WITH BEAUFORT COUNTY, SOUTH CAROLINA

William Hilton Parkway Gateway Corridor Project

FULL PROJECT EXTENT

EXHIBIT 1

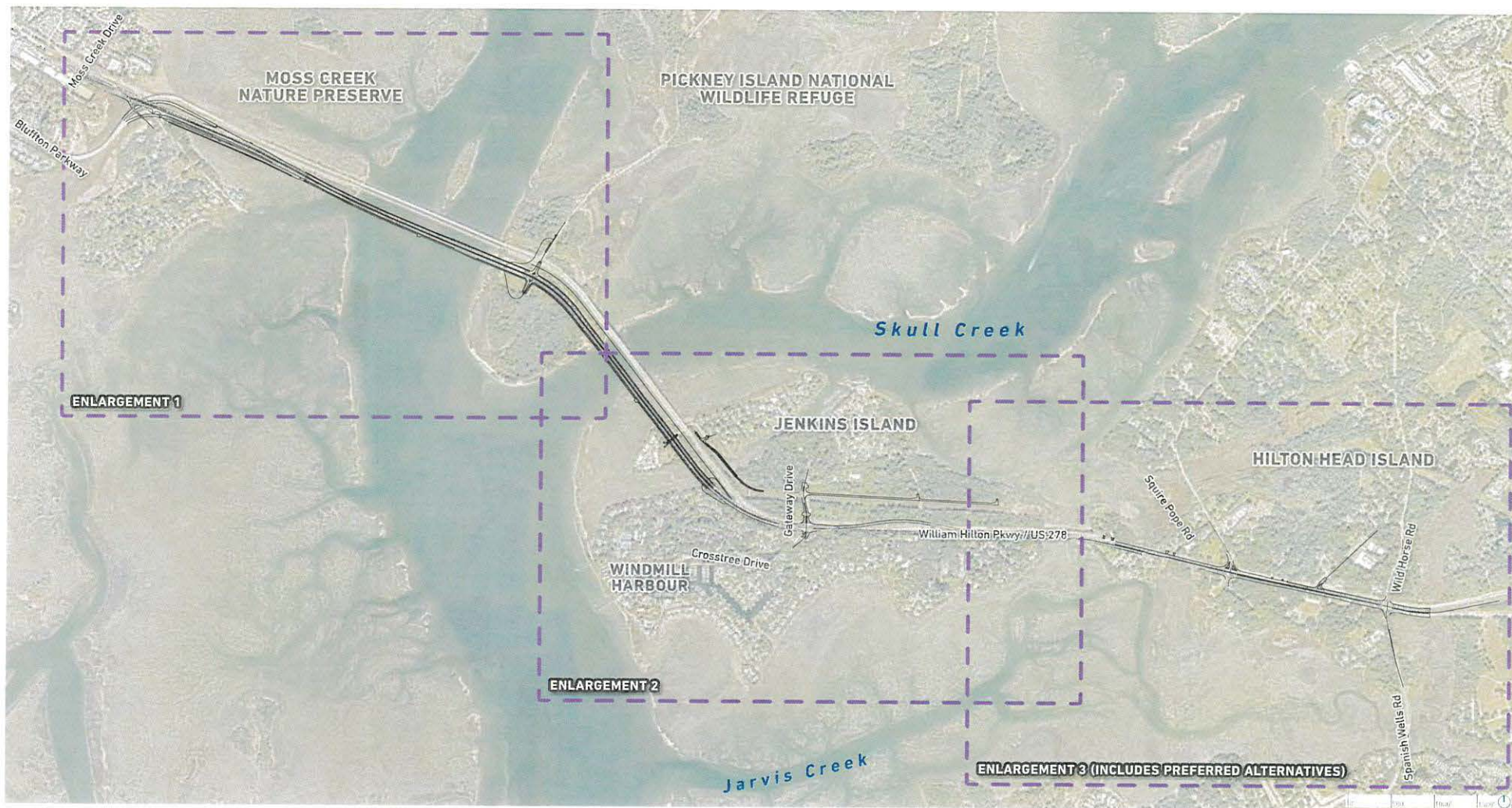


EXHIBIT "2" TO MEMORANDUM OF
AGREEMENT WITH BEAUFORT COUNTY, SOUTH CAROLINA

EXHIBT 2

William Hilton Parkway Gateway Corridor Project
BRIDGE SECTION ENLARGEMENT



EXHIBIT 2

William Hilton Parkway Gateway Corridor Project

STONEY AREA SECTION ENLARGEMENT

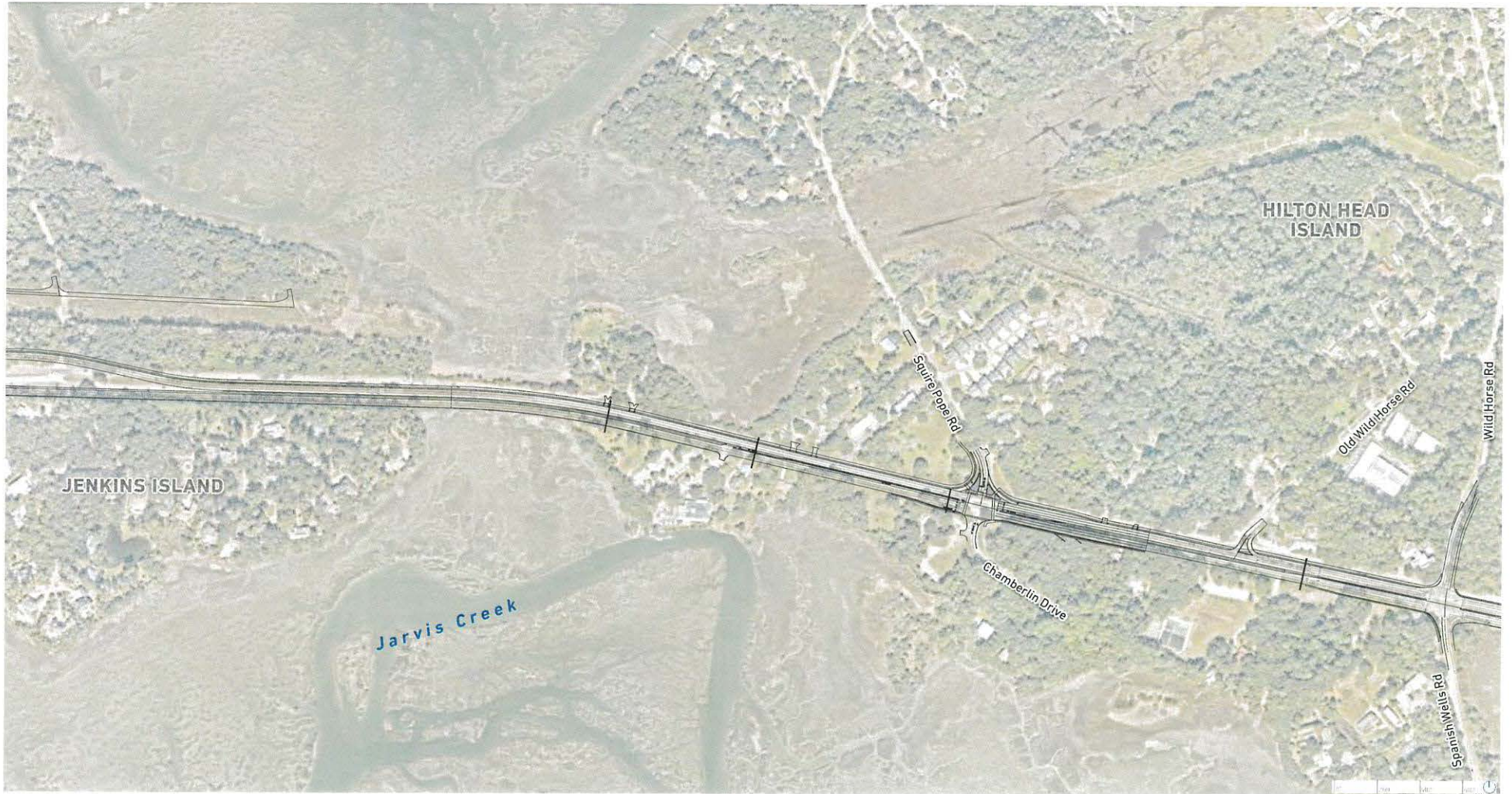


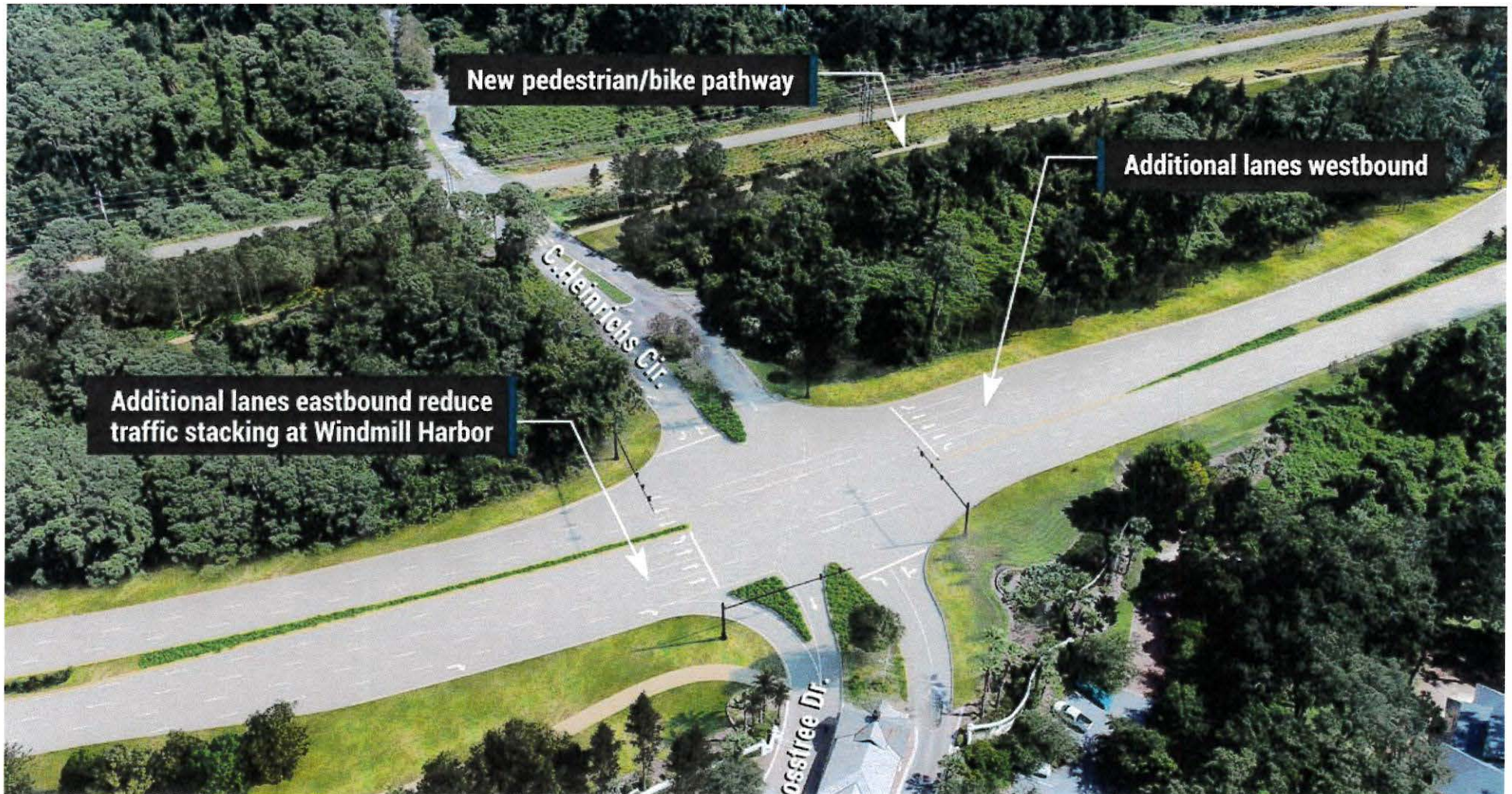
EXHIBIT 2

William Hilton Parkway Gateway Corridor Project

JENKINS ISLAND SECTION ENLARGEMENT



Current Proposal WINDHILL HARBOR INTERSECTION ENLARGEMENT



William Hilton Parkway Gateway Corridor Project

SQUIRE POPE ROAD / CHAMBERLIN DRIVE INTERSECTION ENLARGEMENT



EXHIBIT 2

William Hilton Parkway Gateway Corridor Project

WILD HORSE ROAD / SPANISH WELLS ROAD INTERSECTION ENLARGEMENT

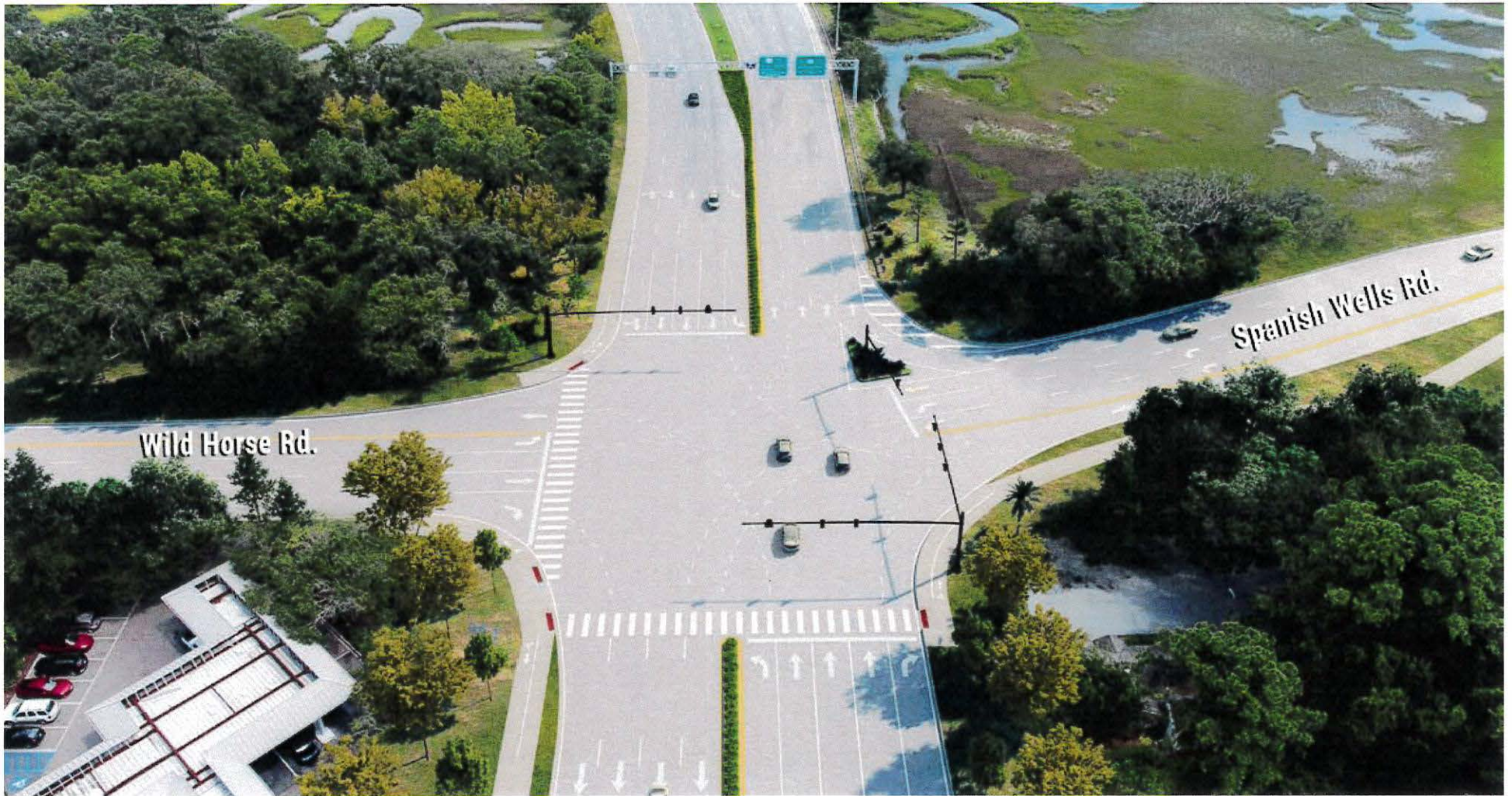


EXHIBIT "3" TO MEMORANDUM OF
AGREEMENT WITH BEAUFORT COUNTY, SOUTH CAROLINA

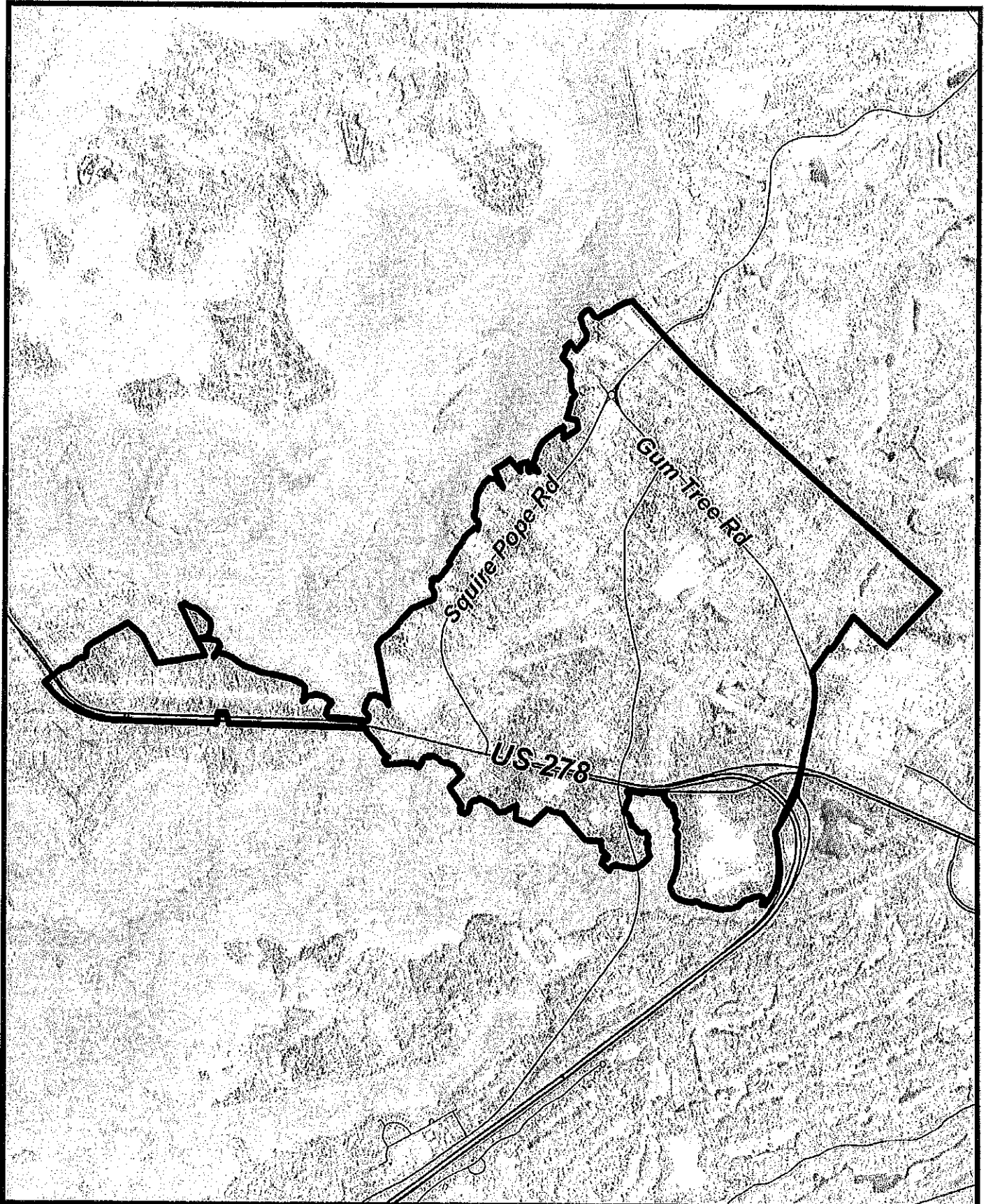
EXHIBIT 3

Traditional Cultural Property Boundary



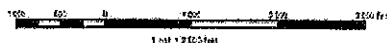
EXHIBIT "4" TO MEMORANDUM OF
AGREEMENT WITH BEAUFORT COUNTY, SOUTH CAROLINA

EXHIBIT 4



TOWN OF HILTON HEAD ISLAND
ONE SOUTH EDGEMOOR DRIVE
HILTON HEAD ISLAND, S.C. 29928
PHONE 843.671.4100
FAX 843.671.4101
WWW.HILTONHEADSC.COM

Town of Hilton Head Island
Skull Creek District Area
June, 2024



The information on this map was prepared from a series of aerial and ground photographs taken in 2023. The information is not intended to be used for legal purposes. The information is not intended to be used for legal purposes. The information is not intended to be used for legal purposes. The information is not intended to be used for legal purposes.