

Council Members

District 1: Stuart Graham
District 2: Charlene McGriff
District 3: Billy Mosteller, Vice Chair
District 4: Jose Luis
District 5: Steve Harper
District 6: Bryant Neal, Secretary
District 7: Brian Carnes, Chair

**County Administrator**

Dennis E. Marstall

County Attorney

Ginny L. Merck-Dupont

Clerk to Council

Sherrie Simpson

**July 23, 2025
4:00 PM**

**LANCASTER COUNTY COUNCIL
COMMITTEE OF THE WHOLE
COUNTY COUNCIL CHAMBERS, COUNTY ADMINISTRATION
BUILDING, 101 NORTH MAIN STREET, LANCASTER, SC 29720**

MINUTES

Council Members Present: Steve Harper, Bryant Neal, Brian Carnes, Billy Mosteller, Charlene McGriff, Jose Luis (via Microsoft Teams), Stuart Graham.

Staff Members/Others Present: Dennis Marstall, County Administrator; Ginny Merck-Dupont, County Attorney; Sherrie Simpson, Clerk to Council; Stephany Snowden, Deputy County Administrator; Allison Hardin, Development Services Director; Jeff Catoe, Public Works Director; Marcus Cureton, GIS Analyst; the press; various elected officials; various Department Heads; various employees; and citizens.

A quorum of Lancaster County Council was present for the meeting. The following press were notified of the meeting by e-mail in accordance with the Freedom of Information Act: *The Lancaster News*, *Kershaw News Era*, *The Rock Hill Herald*, Cable News 2, Channel 9 and the local government channel. The agenda was posted in the lobby of the County Administration Building and also on the County website the required length of time. The PowerPoint presentation utilized during the meeting is attached to the written minutes in the Clerk to Council's office.

Call to Order Committee of the Whole Meeting - Chairman Brian Carnes

Chairman Brian Carnes called the Committee of the Whole meeting to order at approximately 4:00 p.m.

Welcome and Recognition - Chairman Brian Carnes

Chairman Brian Carnes welcomed everyone to the meeting.

Pledge of Allegiance and Invocation - Council Member Stuart Graham

Stuart Graham led the Pledge of Allegiance to the American Flag and delivered the Invocation.

Approval of the Agenda

Charlene McGriff moved to approve the agenda. Seconded by Bryant Neal. The motion Passed by a vote of 7-0.

Citizens Comments

The following citizens signed up for and spoke during Citizen Comments: None.

The follow citizens submitted written, electronic comments for Citizen Comments: None.

Discussion and Action Items

a. Strategic Plan Quarterly Update - *Stephany Snowden*

Stephany Snowden provided an update on the County's Strategic Plan via the County's PowerPoint presentation. A copy of the PowerPoint presentation is attached as Schedule A to the minutes. Council and staff discussed the need to identify Economic Development growth areas and water and sewer capabilities and the associated costs.

b. Road Inventory Update - *Presented by Jeff Catoe*

Jeff Catoe introduced Marcus Cureton, the County's new GIS Analyst, and the Kimley Horne consultants that assisted with the road inventory project. Jeff Catoe reviewed the road inventory update via the County's PowerPoint presentation. Council and staff discussed the road inventory program's features and layering capabilities. The Kimley Horne consultants explained that the purpose of the segment ID numbers on the program was to identify each segment of a roadway, and the numbers would be searchable. Jose Luis questioned if there were any artificial intelligence opportunities with the program, and Marcus Cureton explained that the upkeep of the program would be maintained by the County's GIS department and Kimley Horne.

c. Unified Development Ordinance (UDO) Discussion for Module 3 (Subdivisions) - *Presented by White/Smith/Cousino and Allison Hardin*

Sean Scoopmire reviewed Module 3 of the Unified Development Ordinance ("UDO") via the County's PowerPoint presentation. Council, staff and the consultants discussed cluster subdivisions and Council's interest in increased conservation areas in cluster subdivisions without including wetlands/floodplains. Council, staff and the consultants also discussed the need for more open space areas, street parking and overflow parking, wetlands, tree preservation requirements, development area boundaries, and a possible incentive program for the Carolina Thread Trail.

Adjournment

Charlene McGriff moved to adjourn the Committee of the Whole meeting. There being no further business to discuss, the Committee of the Whole meeting adjourned at approximately 6:07 p.m.

Respectfully Submitted:

Lauren Hill

Lauren Hill
Deputy Clerk to Council

Approved by Council on August 25, 2025.

Bryant Neal

Bryant Neal, Secretary

Schedule A



**Lancaster County Council Committee of the
Whole Meeting
July 23, 2025**

Council Members: District 1: Stuart Graham District 2: Charlene McGriff District 3: Billy Mosteller, Vice Chair District 4: Jose Luis District 5: Steve Harper District 6: Bryant Neal, Secretary District 7: Brian Carnes, Chair	County Administrator Dennis E. Marstall County Attorney Ginny L. Merck-Dupont Clerk to Council Sherrie Simpson
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1



- 1. Call to Order – Chairman Brian Carnes**
- 2. Welcome and Recognition – Chairman Brian Carnes**
- 3. Pledge of Allegiance and Invocation – Council Member Stuart Graham**
- 4. Approval of the Agenda [deletion and additions of non-substantive matter]**

2

5. Citizen Comments

[Lancaster County Council welcomes comments and input from citizens who may not be able to attend Council meetings in person. Written comments may be submitted via mail to ATTN: Sherrie Simpson, Post Office Box 1809, Lancaster, SC, 29721, by email to Sherrie Simpson at ssimpson@lancastersc.net or by online submission by selecting the "Citizens Comments" quick link located on the County website homepage at <https://www.mylancastersc.org/>. Comments must be no longer than approximately 3 minutes when read aloud. Comments received will be acknowledged during the Citizens Comments portion of the meeting. Comments will need to be received prior to 4:00 p.m. on the day of the meeting. Please use the same link above in order to submit input/comments for Public Hearings. Please note that any handouts presented to Council become an official part of the record and a copy is attached to the legal minutes for the meeting.]

3

6. Discussion and Action Items

- a. Strategic Plan Quarterly Update – Presented by Stephany Snowden**

4



Strategic Plan Council Quarterly Update 7/23/25

5



Vision

Lancaster County is a network of thriving communities offering the highest quality of life in the Carolinas.

6

Mission

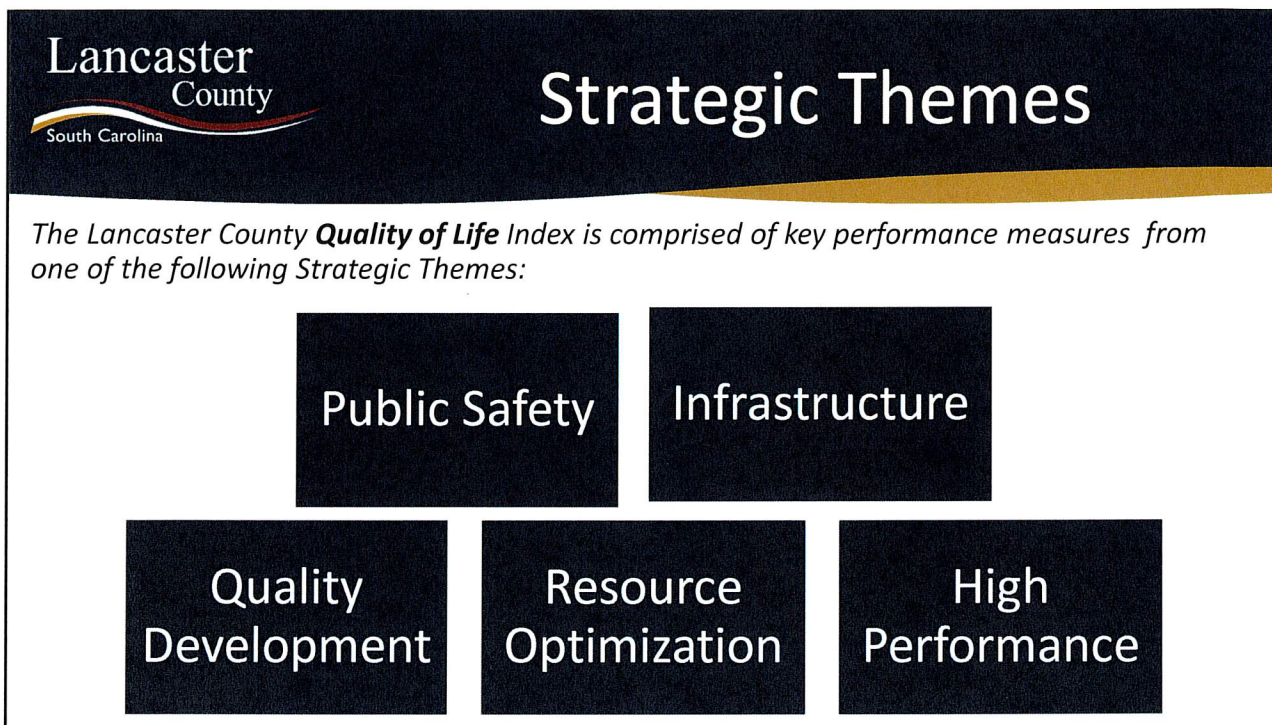
To enhance our community's **quality of life** by enabling people to live, learn, work, worship, play, and grow – both personally and professionally.

7

Values Pyramid



8



9

The slide is titled "Strategic Focus: Public Safety" and features the Lancaster County logo in the top left corner. The main content is a list of bullet points:

- **Objective PS.1: Meet the demands of the growth of the County without negatively impacting the quality of Public Safety Service.**
- ✓ Progress has already been made on key initiatives, including the construction of a new detention facility, coroner's office and sheriff's evidence storage facility, enhancements to 911 and fire infrastructure and equipment, distribution of premium COVID-19 pay, implementation of the Indian Land Consolidated Fire Service, preliminary discussions of a dedicated fire service millage. These efforts provide a solid foundation for the operational analysis.

10

Strategic Focus: Public Safety

- **Objective PS.1: Meet the demands of the growth of the County without negatively impacting the quality of Public Safety Service.**

- ✓ The Administrator's FY 26/Council Approved Budget Included
- ✓ Additional Public Safety Staffing
- ✓ Additional Staffing for Animal Shelter
- ✓ Construction of Additional EMS Stations
- ✓ Creative Fire/EMS Staffing in Indian Land
- ✓ Enhanced Staffing for McDonald Greene Fire
- ✓ Public Safety Vehicles/Apparatus
- ✓ Increased Detention Center Health Services

Objective	Target Metric	Current Metric	Status	Target Date
PS.1	1	68%	Progressing On Target	March 30, 2025

11

Strategic Focus: Public Safety

- **Objective PS.3.1: Create a fire service growth management working group, including career, volunteer, and blended representatives.**

- ✓ Administration is working with the 19-member Fire Commission, County Council, Fire, and EMS Directors to meet this objective.
- ✓ During the FY 26 budget process, the administrator presented a plan for additional staffing that optimizes infrastructure, equipment, and personnel costs.

Objective	Target Metric	Current Metric	Status	Target Date
PS.3.1	1	56%	Progressing On Target	March 30, 2025

12

Strategic Focus: Infrastructure

○ **Objective IN 2.1: Prepare and Present 1 Comprehensive Roadway funding study to analyze all known funding sources by June 30, 2025**

- ✓ The County achieved this objective largely through the efforts of Public Services Division Director Jeff Catoe and the proposed reconstituted road funding plan in preparation for the November 2025 ballot.
- ✓ Additionally, Mr. Catoe and Administrator Marstall have identified potential local, state, and federal funding sources that may be leveraged should the transportation funding plan pass. The June 13, 2025 submission to the SC Infrastructure Bank
- ✓ Another example of an associated activity outlined in the strategic plan is the development of a data-driven infrastructure prioritization plan to identify and map service levels for all County maintained roads.
- ✓ The public services division has initiated the mapping of county roads using GIS technology to document service levels

Objective	Target Metric	Current Metric	Status	Target Date
IN 2.1	1	98%	Progressing On Target	June 30, 2025

13

Strategic Focus: Infrastructure

○ **Objective IN 3.2: Develop and Present 1 Utility Infrastructure (water, sewer, etc.) gap analysis and needs assessment to identify high-leverage opportunities to drive commercial growth by June 30, 2025.**

- ✓ The Director of Economic Development has exceeded this task by first, identifying an infrastructure gap and presenting this to Council during its annual retreat, to include the absence of an available industrial "spec" building in the county inventory. A turnkey building would enhance the county's ability to attract additional high-quality manufacturing and or a warehouse distribution partner, all of which would create jobs and help stimulate economic activity.
- ✓ Furthermore, the Economic Development Director and his team have inventoried the availability of utilities at Air Rail Park, lots #1, #2, #4, #5, Quality Drive, Hauss Camp Road, Fosters Crossroads, Heath Springs Park, Fosters Crossroads, and Air Rail Park Phase 2

Objective	Target Metric	Current Metric	Status	Target Date
IN 3.2	1	98%	Progressing On Target	June 30 2025

14



Strategic Focus: Quality Development

- **Objective QD1.1: Prepare and Present a Comprehensive financial impact model to estimate the next financial impact growth patterns throughout the County by sub-community areas by June 30, 2025**
- **Objective QD 2.1: Prepare, prioritize, and present a list of recommendations within the County Comprehensive Plan**
 - ✓ This object was largely met during the third quarter of 2024

Objective	Target Metric	Current Metric	Status	Target Date
QD 2.1	1	98%	Progressing On Target	June 30 2024

15



Strategic Focus: Quality Development

- **Objective QD.3 Consider the Adoption and Implementation of a revised Unified Development Ordinance.**
 - ✓ The Development Services Division, under the guidance of Ms. Hardin has already presented several chapters of the proposed revised UDO to County Council and is working to meet the target goal of completing the revision during the 4th quarter of 2025 or the 1st quarter of 2026.

Objective	Target Metric	Current Metric	Status	Target Date
QD.3	1	35%	Progressing On Target	December 31, 2025

16

Strategic Focus: Resource Optimization

- **Objective RO.1 Optimize Sources of Non-Property Tax Funding to Advance the Priorities of the County**

- ✓ Associated Activity- The establishment of a formal grant management function.
 - Council has approved a grant management position in the FY 26 budget
 - Additionally, the Administrator shall work with finance/procurement to begin a countywide audit/review of purchase card expenditures
 - Another example of resource optimization, the Administrator was tasked with preparing and maintaining a comprehensive software inventory, valued at \$3,000,000.

Objective	Target Metric	Current Metric	Status	Target Date
RO.1	1	35%	Progressing On Target	June 30, 2024

17

Strategic Focus: High Performance

- **Objective HP.1 Complete a comprehensive review of the County's workforce approach to identifying opportunities to enhance recruitment and retention**

- ✓ Establish ongoing method of monitoring County-wide employee engagement
 - Employee Recognition Program
 - Employee Engagement Committee
 - Employee Public Safety Committee
 - Countywide Holiday and Recognition Programs
 - Countywide Total Compensation Analysis for Employees
 - FY 26 Budget, Council approved funding for a countywide employee engagement survey.

Objective	Target Metric	Current Metric	Status	Target Date
HP 1.1	Ongoing	Ongoing	Progressing On Target	June 30, 2024

18

Strategic Focus: High Performance

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- Employee Recognition Program
- Employee Engagement Committee
- Employee Public Safety Committee
- Countywide Holiday and Recognition Programs
- Countywide Total Compensation Analysis for Employees
- FY 26 Budget, Council approved funding for a countywide employee engagement survey.

Objective	Target Metric	Current Metric	Status	Target Date
HP 1.1	Ongoing	Ongoing	Progressing On Target	June 30, 2024

19

Next Steps & Questions

In the coming months, we will work more closely with department directors, staff, and key stakeholder to advance this living document.

- Our focus will be on refining objectives, tracking associated activities
- Identifying where we are on target as well as identify where performance metrics indicate that we are falling behind.
- Taking a collaborative effort will help ensure the continued alignment with strategic priorities and support informed decision making moving forward.

20

6. Discussion and Action Items

b. Road Inventory Update – *Presented by Jeff Catoe*

21

ROAD INVENTORY UPDATE



Committee of the Whole
July 23, 2025

22

22

- Lancaster County has roughly 1,400 miles of publicly maintained roadway (900 SCDOT miles, 500 county/other municipality miles) per latest information from SCDOT and Lancaster County.
- Last Road Inventory was in 2010, but “new” subdivisions were not inventoried.
- Since 2018, most new roads are private and have not been inventoried.

23

23

- Road Inventory benefits:
 - Staff (Public Works, Public Safety, Development Services, others)
 - User friendly, GIS integrated
 - Elected Officials and other agencies
 - Citizens
- Pavement analysis option to address future paved road needs and information.

24

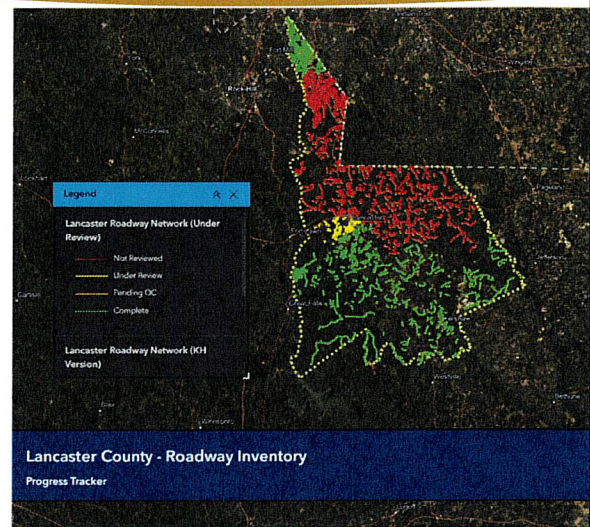
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- For our due diligence purposes, we have been utilizing the County's Register of Deeds Website and Lancaster County GIS.
- Working in phases, we analyze and document each segment by looking at individual plats to determine road ownership. These segments are based on a "From and To" form based on GIS data.



25

- To date, inventory is complete on 48% of the roads within the system which equates to 324 of 681 current county GIS centerline miles.



26

Timeline

FY 2025/2026

Continue to inventory, gather information, and program

FY 2026/2027

Completion and “Go live”

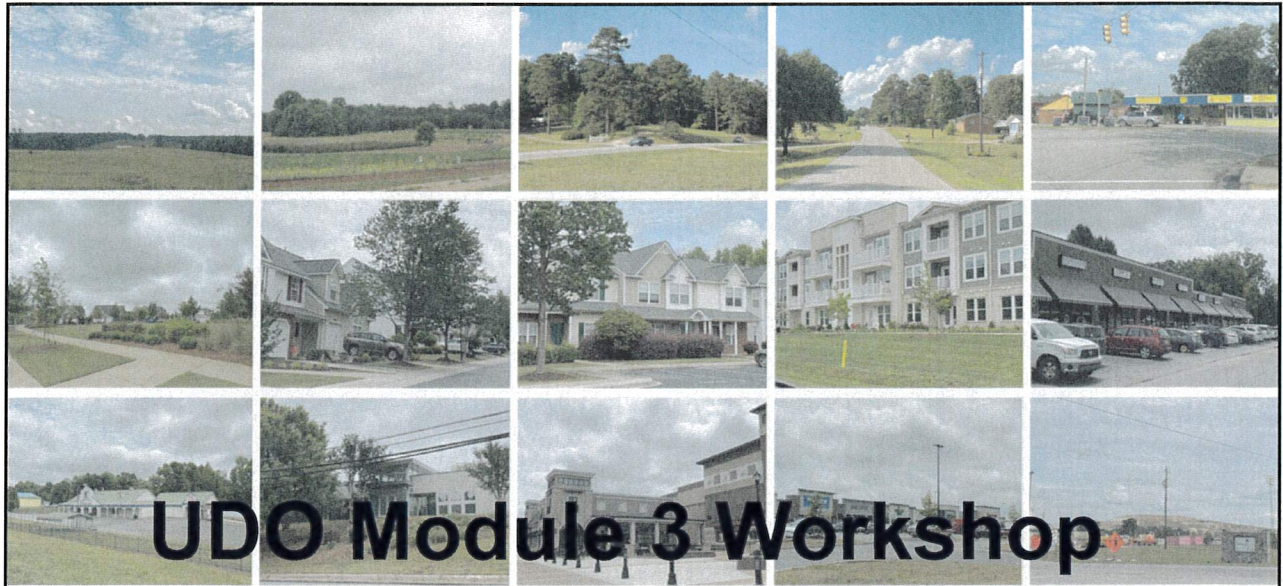
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27

6. Discussion and Action Items

- c. Unified Development Ordinance (UDO) Discussion for Module 3 (Subdivisions) – *Presented by White/Smith/Cousino and Allison Hardin***

28



UDO Module 3 Workshop

Lancaster County, South Carolina
July 23, 2025

WSC
White Smith Cousino
Planning | Codes | Design

29

Agenda

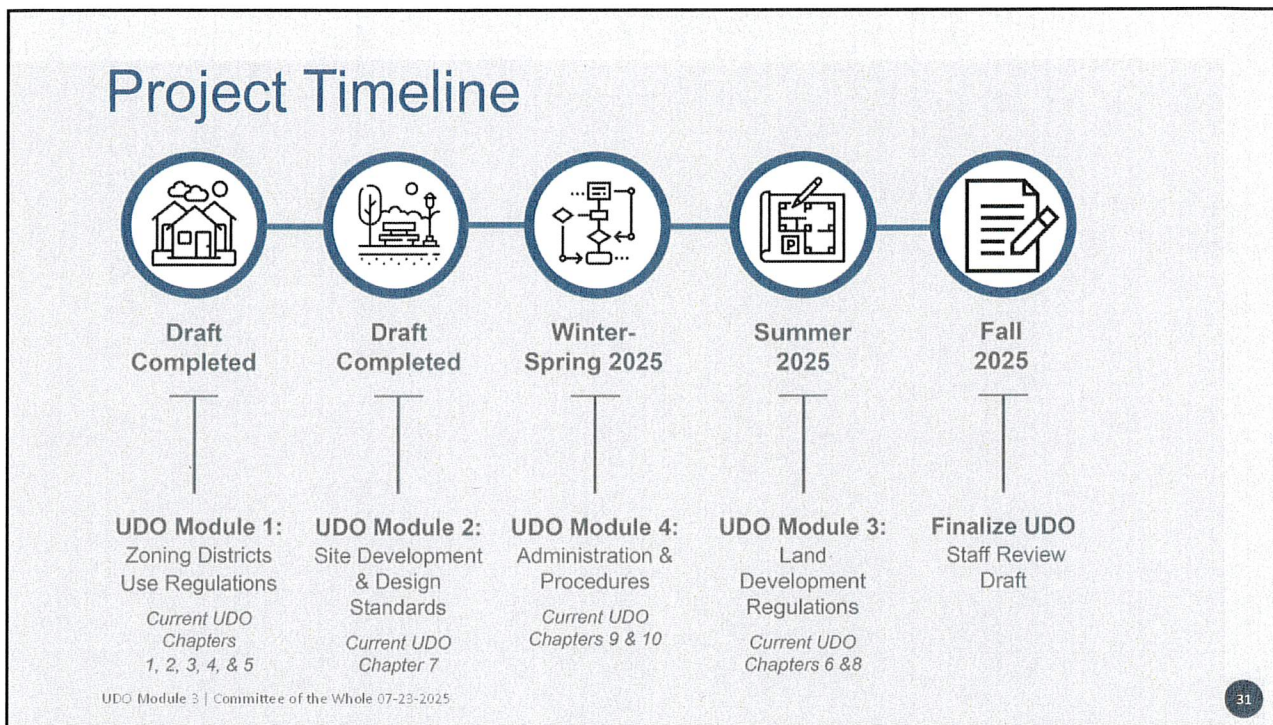
- Project Update
- Preview and Discussion of Module 3 Topics
 - Cluster Subdivisions
 - Development Areas
 - Infrastructure Standards
- Next Steps



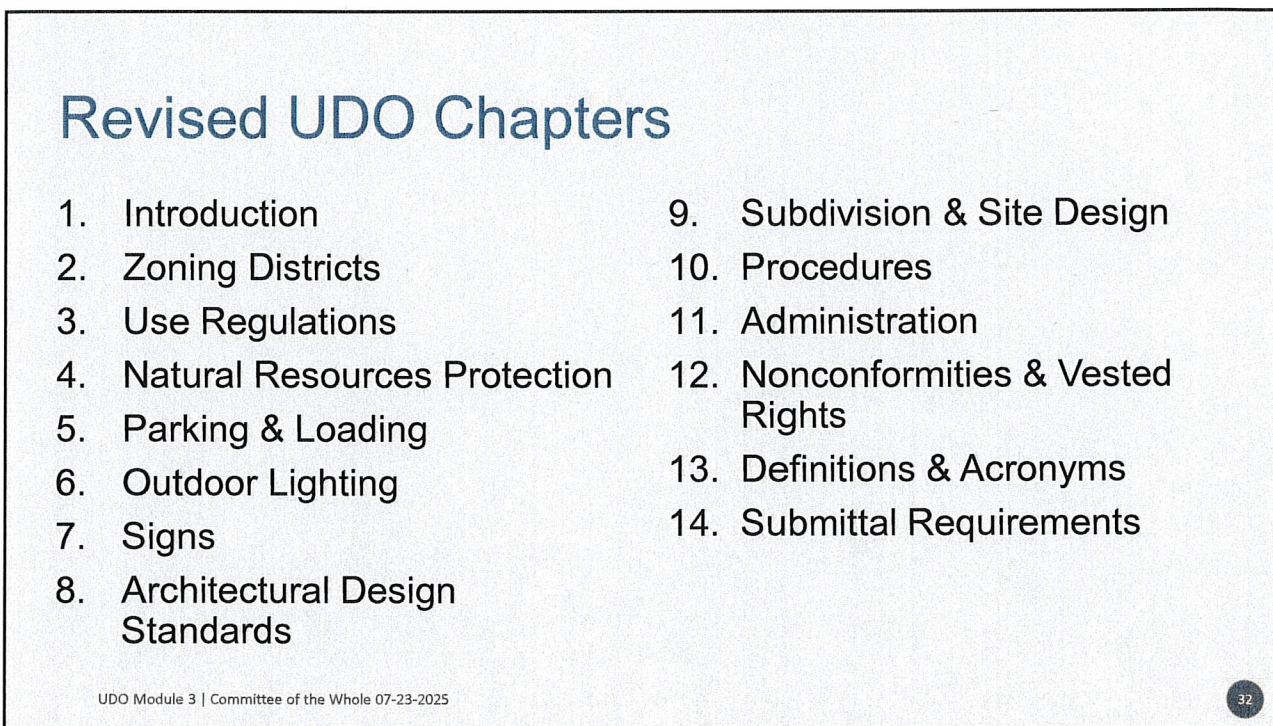
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30

30



31



32

Module 3 Topics

- | | |
|-----------------------------------|---|
| 1. Introduction | 9. Subdivision & Site Design |
| 2. Zoning Districts | 10. Procedures |
| 3. Use Regulations | 11. Administration |
| 4. Natural Resources Protection | 12. Nonconformities & Vested Rights |
| 5. Parking & Loading | 13. Definitions & Acronyms |
| 6. Outdoor Lighting | 14. Submittal Requirements |
| 7. Signs | |
| 8. Architectural Design Standards | |

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33

33



Module 3 Topics

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34

Chapter 9: Subdivision & Site Design

- Current § 4.1.1: Cluster Subdivision Overlay
- Current Ch. 6: Subdivision & Infrastructure Standards

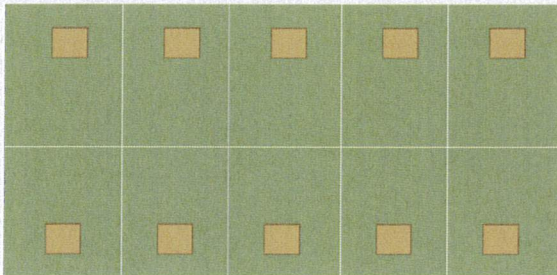


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35

35

Subdivision: Conventional

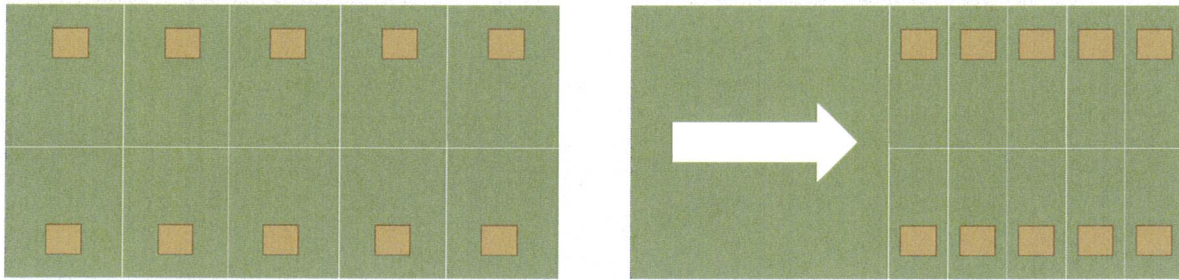


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36

36

Subdivision: Cluster

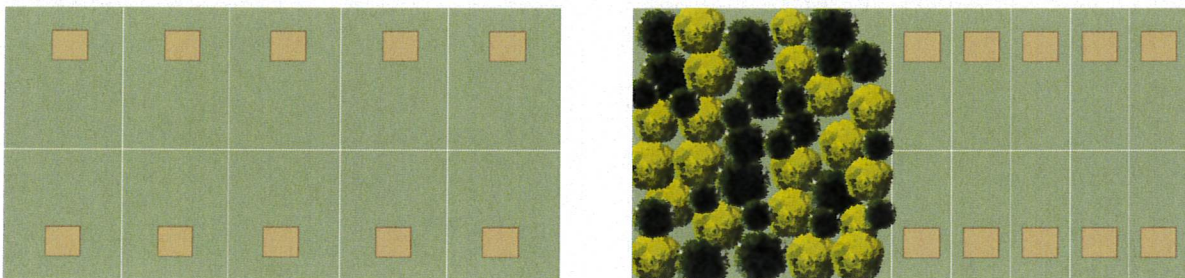


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37

37

Subdivision: Conservation

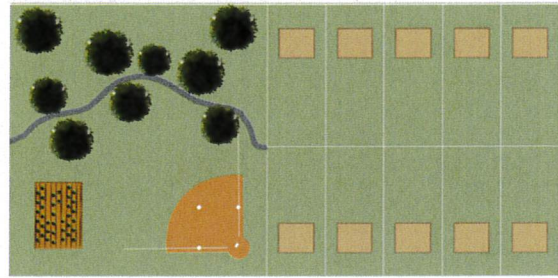
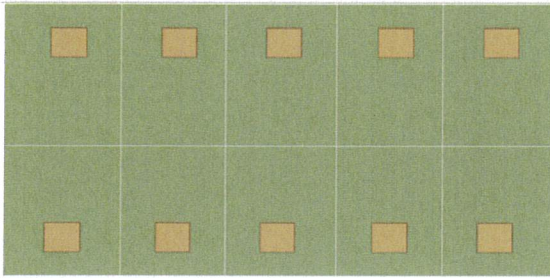


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38

38

Subdivision: Open Space

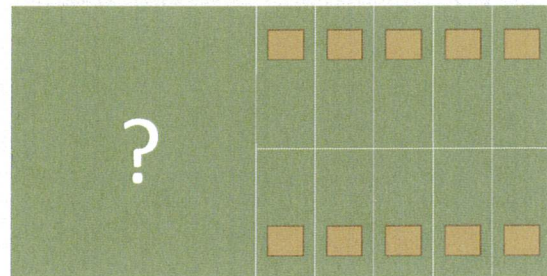
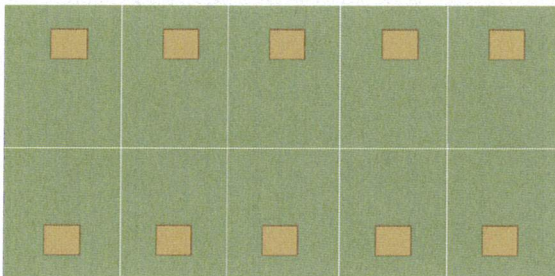


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39

39

Subdivision: Open Space Policy



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40

40

Current Subdivision Options

- Current: § 4.1.1: Cluster Subdivision Overlay
 - Minimum site – 30 acres
 - Open space requirement – 25% - excluding primary conservation areas (wetlands, surface water, streams)
 - Street frontage buffer – 0 ft.
 - Minimum lot size – 5,000 s.f.
 - Varied lot sizes required
 - Setbacks – front 20 ft. side 7 ½ ft.
 - Gross density is used as the metric

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41

41

Subdivision Options

- Discussion Topics:
 - Concerns with cluster subdivisions
 - Positives and negatives
 - Street buffers
 - Previous consensus (Sept. 2022) was to change density measurement to net density
- Goals for open space?
 - Conventional
 - Open Space
 - Conservation



UDO Module 3 | Committee of the Whole 07-23-2025

42

42

Subdivision Options

- Discussion Topics:
 - Proposed standards
 - Open space
 - LDR – 10%
 - MDR & MFR 20%
 - 5% improved open space
 - tree preservation requirements
 - LDR, MDR, MFR 30%
 - How should we coordinate the standards?



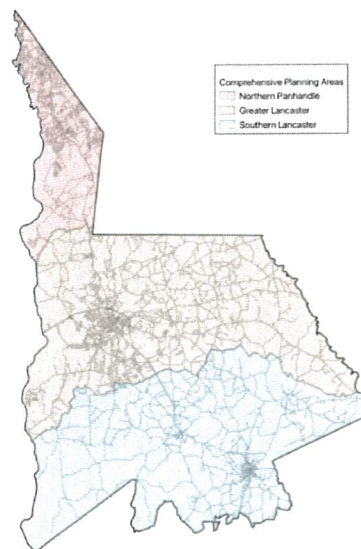
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43

43

Development Areas

- Development Areas Based on Comprehensive Plan Areas
- Council Had Concerns with Eastern Area of the County
- Proposed Highway 522 (Rocky River Road) as the Boundary for Greater Lancaster



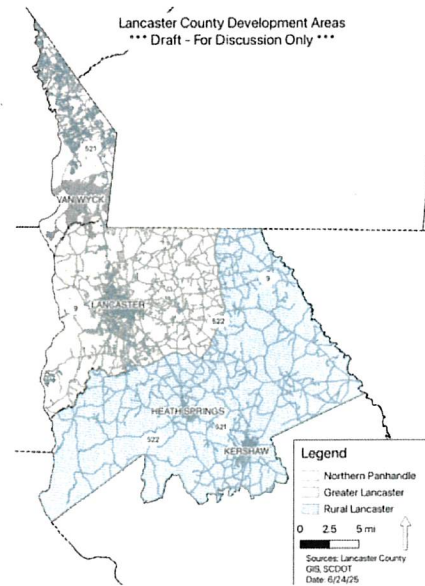
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44

44

Development Areas

- Updated Draft Development Areas Map
- Detailed Review of Proposed Map
- Areas of Concern
 - Van Wyck
 - Others?



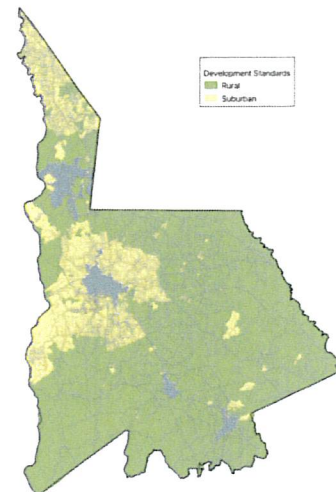
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45

45

Development Areas

- Example of Development Areas Based on Zoning Districts



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46

46

Subdivision Infrastructure by District

Required Improvements	Zoning Districts														
	AR	RR	RN	RUB	MH	LDR	MDR	PB	NB	GB	RB	INS	LI	HI	All Others
Underground Drainage*	-	-	-	-	-	-	-	X	X	X	X	X	X	X	X
Curb and Gutter*	-	-	-	-	-	-	-	X	X	X	X	X	X	X	X
Public Water and Hydrants	-	-	-	-	-	-	X	X	X	X	X	X	X	X	X
Public Sewer	-	-	-	-	-	-	X	X	X	X	X	X	X	X	X
Street Lights	-	-	-	-	-	-	-	X	X	X	X	X	X	X	X
Street Trees	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Paved Streets	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Street Signs (All)	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Underground Wiring	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Park/Open Space	X	-	-	-	X	X	X	-	-	-	-	X	-	-	X
Sidewalks (also see 6.7.1)*	-	-	-	-	-	X	X	X	X	X	X	X	-	-	X

* Administrator may wave required improvements with use of approved Low Impact Development Infrastructure.

- Should the Development Areas Replace Districts?
- What changes are needed for the current table?

UDO Module 3 | Committee of the Whole 07-23-2025

47

47

Subdivision & Infrastructure Topics

- Private road design for family/minor subdivisions
 - Private drives accessing two lots – no standard
 - Private drives accessing up to five lots can have gravel surface
- Curb & gutter
- Sidewalks – especially perimeter sidewalks
- SCDOT standards preferred for roads?
- Add Townhouse/MF subdivisions as a type?
- Add grading plan approval?
- Should CTT require dedication?
- Other topics to discuss?



UDO Module 3 | Committee of the Whole 07-23-2025

48

48

Other Thoughts on Module 3?



UDO Module 3 | Committee of the Whole 07-23-2025

49

49

Next Steps

- **Module 2**
 - Staff has completed review with Planning Commission Sub-Committee
 - Comments incorporated/addressed in Final UDO
- **Module 4**
 - Committee meetings being conducted by Planning Department staff
 - Comments incorporated/addressed in Final UDO
- **Module 3:**
 - Committee meetings being conducted by Planning Department staff
 - Comments incorporated/addressed in Final UDO
- **Final Combined UDO – Expected October 2025**

UDO Module 3 | Committee of the Whole 07-23-2025

50

50

Questions?



UDO Module 3 | Committee of the Whole 07-23-2025

51

51

Gross vs. Net Density – if Needed

- Cluster Subdivision Overlay (CS-O) uses gross land area in the calculation of residential density
- CS-O allows significant lot size reductions in MDR (10,000 sf to 5,000 sf)
- Many development sites have significant environmental features (streams, steep slopes, etc.) that result in large portions of the site being unbuildable
- This results in neighborhoods that “feel” more dense than the maximum gross density of 2.5 du/ac

UDO Module 3 | Committee of the Whole 07-23-2025

52

52

Gross vs. Net Density

- Gross density allows more flexibility in site development
- Net density better correlates with the visual impact of density
- Communities typically regulate either maximum gross density or maximum net density
- Some communities regulate maximum gross density and minimum net density in order to encourage compact development with significant open space
- The calculation of net density varies by community (i.e., which elements are excluded from net land area)

County Council Input Needed:

- Should we explore alternative methods for calculating density?

UDO Module 3 | Committee of the Whole 07-23-2025

53

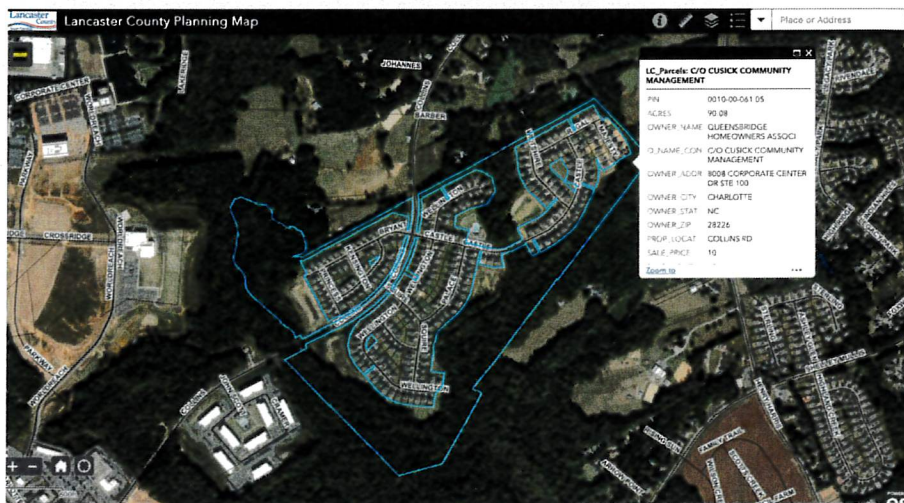
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DENSITY

Queensbridge

INDIAN LAND, SOUTH CAROLINA

- 156.22 GROSS ACRES
- 249 LOTS
- 1.59 DU/AC



UDO Module 3 | Committee of the Whole 07-23-2025

54

54

DENSITY

VISUALIZING NET DENSITY

Queensbridge
INDIAN LAND, SOUTH CAROLINA

- 15.77 NET ACREAGE (FILLED AREA)
- 71 LOTS
- 4.5 DU/AC AVERAGE



55

DENSITY

VISUALIZING NET DENSITY

Queensbridge
LANCASTER, SOUTH CAROLINA



56

DENSITY

Tree Tops

LANCASTER, SOUTH CAROLINA

- 613.61 GROSS ACRES
- 786 LOTS
- 1.28 DU/AC



UDO Module 3 | Committee of the Whole 07-23-2025

57

57

DENSITY VISUALIZING NET DENSITY

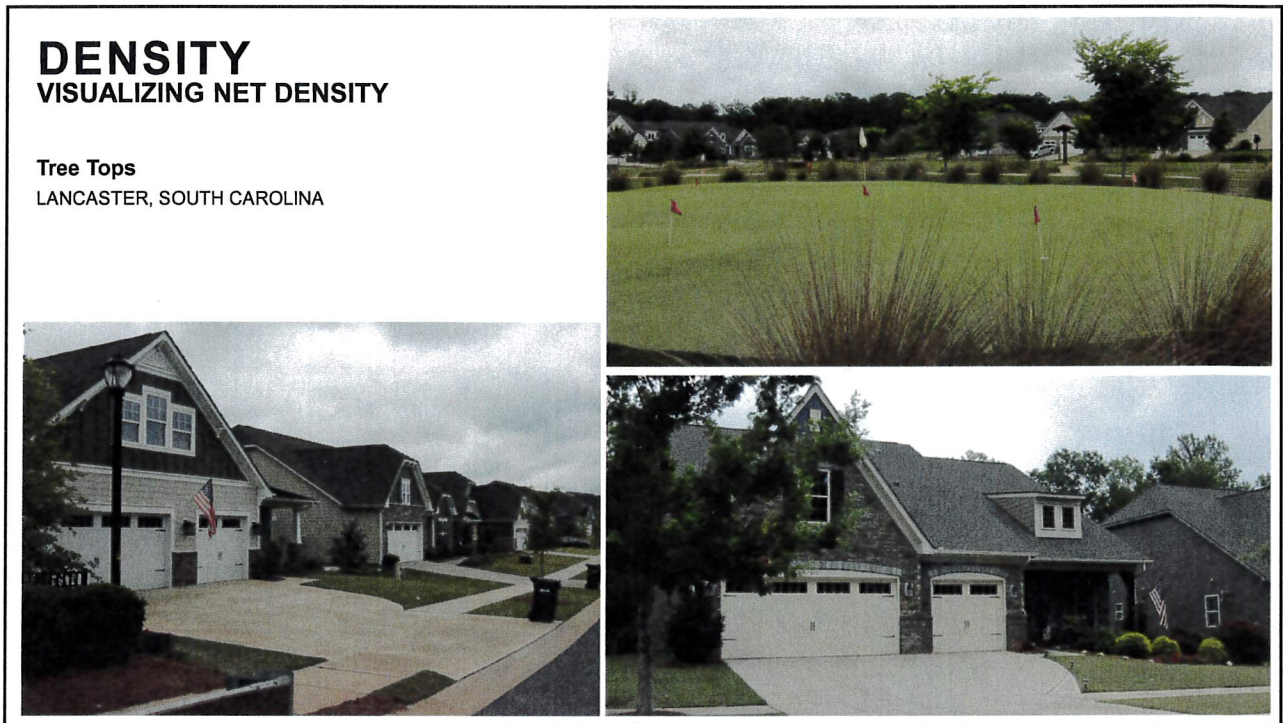
Tree Tops

LANCASTER, SOUTH CAROLINA

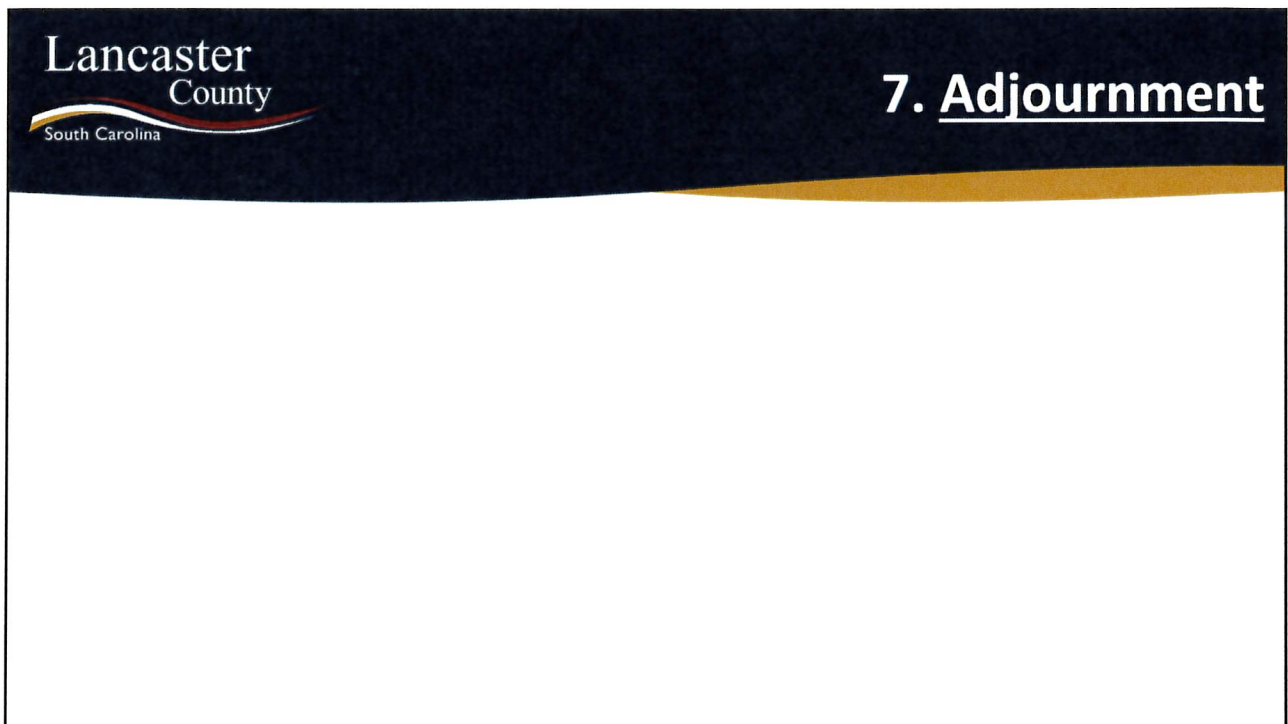
- 43.86 NET ACREAGE (FILLED AREA)
- 242 LOTS
- 5.12 DU/AC AVERAGE



58



59



60