

Council Members

District 1: Terry Graham
District 2: Charlene McGriff
District 3: Billy Mosteller, Secretary
District 4: Jose Luis
District 5: Steve Harper, Chair
District 6: Allen Blackmon
District 7: Brian Carnes, Vice-Chair

**County Administrator**

Dennis E. Marstall

County Attorney

Ginny L. Merck-Dupont

Clerk to Council

Sherrie Simpson

June 14, 2023

4:00 PM

**101 North Main Street
Lancaster, SC 29720**

**LANCASTER COUNTY COUNCIL
COMMITTEE OF THE WHOLE
County Council Chambers, County Administration
Building, 101 North Main Street, Lancaster, SC 29720**

AMENDED AGENDA

1. **Call to Order - Chairman Steve Harper**
2. **Welcome and Recognition - Chairman Steve Harper**
3. **Pledge of Allegiance and Invocation - Council Member Jose Luis**
4. **Approval of Agenda**

[deletion and additions of non-substantive matter]

5. **Citizens 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 before the meeting. Please use the same link above in order to submit input/comments for Public Hearings.]

6. **Special Presentations**

- a. Regional Park Update - Presentation by Woolpert

7. **Discussion and Action Items**

- a. Legacy Subdivisions and Abandoned Roads - Allison Hardin
- b. Budget Discussion regarding Fire Fees/Equivalent Residential Units (ERUs) and General Budget Information for Fiscal Year 2023-2024 - Dennis Marstall

8. **Citizen Comments**

[If Council delays until end of meeting]

9. **Adjournment**

Anyone requiring special services to attend this meeting should contact 285-1565 at least 24 hours in advance of this meeting. Lancaster County Council agendas are posted at the Lancaster County Administration Building and are available on the Website: www.mylancastersc.org

*Meetings are live streamed and can be found by using the following link:
<https://www.youtube.com/@LancasterCoSCGov/streams>*

Agenda Item Summary

Ordinance # / Resolution #: N/A

Contact Person / Sponsor: Chris Clouden / Parks and Recreation and Dennis Marstall / Administration

Department: Administration

Date Requested to be on Agenda: 6/14/2023

Council Action Requested:

Presentation regarding final components of the regional park, with cost estimates, phasing potential and construction timeframes.

Points to Consider:

The Regional Park Consultants from Woolpert (Andrew Pack and James Mann) will update Council on the final elements and costs for the various park amenities.

An overview of the options for a recreation center, and potentially phasing that in over time.

A review of the optional 20 acres, plus trail and disc golf plans will be reviewed.

Funding and Liability Factors:

The Regional Park is being funded via several sources, including the hospitality tax, and could have a \$44 million price tag, depending on the number and types of amenities, as well as phasing timeframe for the park.

The hospitality tax is not presently sufficient to fund the entire park, so Council will be asked to consider other funding sources or phase in some of the park amenities.

Recommendation:

Staff is looking for guidance to finalize amenities, in context of current funding and phasing options.

ATTACHMENTS:

Description	Upload Date	Type
Regional Park update presentation	6/12/2023	Presentation



Park Master Plan & Plan Development

COUNCIL UPDATE - Committee of the Whole

“New” Parks and Recreation Regional Park

Lancaster County, South Carolina

June 14, 2023

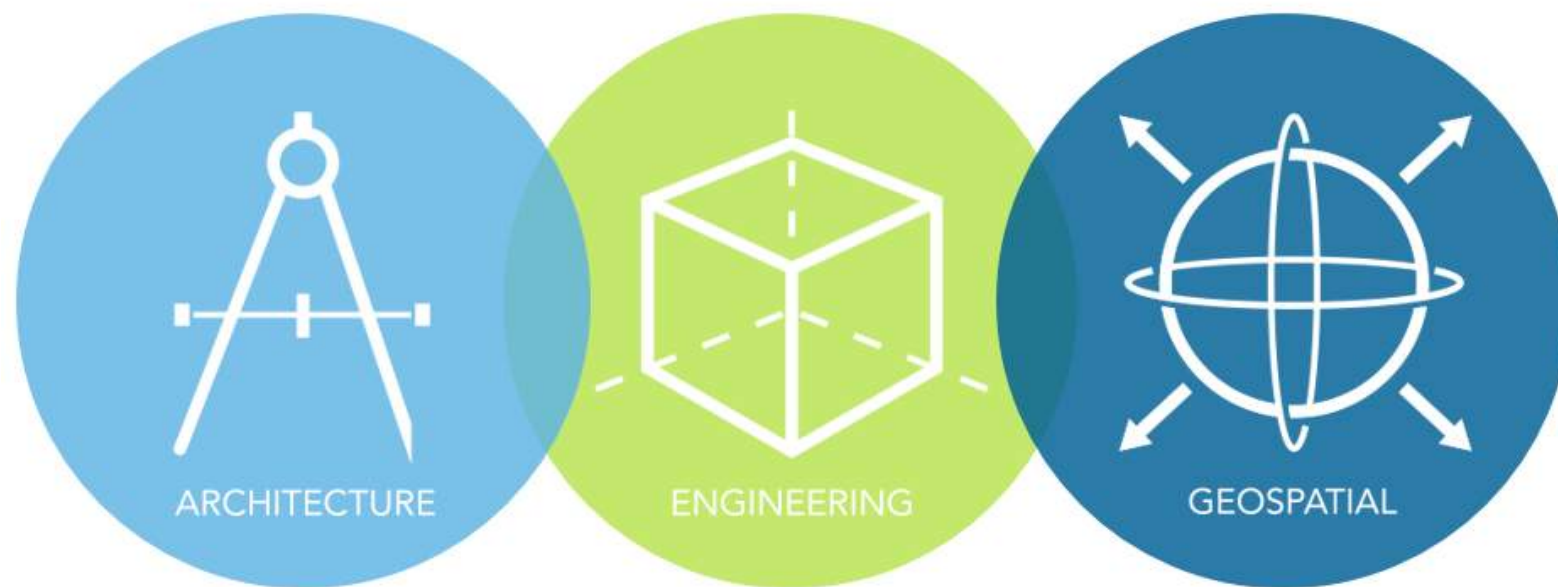
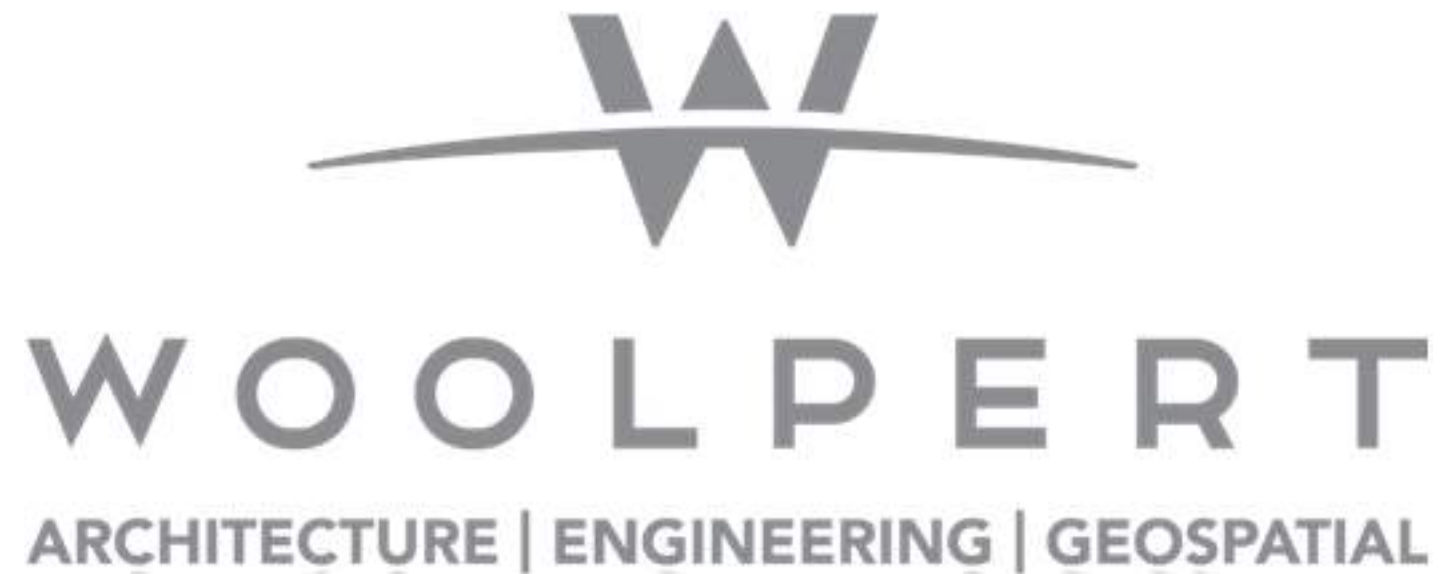


Agenda

- Introductions
- Recap
 - Park Location
 - Desired Park Programming
- Master Plan
 - Recommended Site Plan
 - Projected Budget Costs
- Project Schedule / Next Steps
- Open Discussion (Q&A)



Introductions

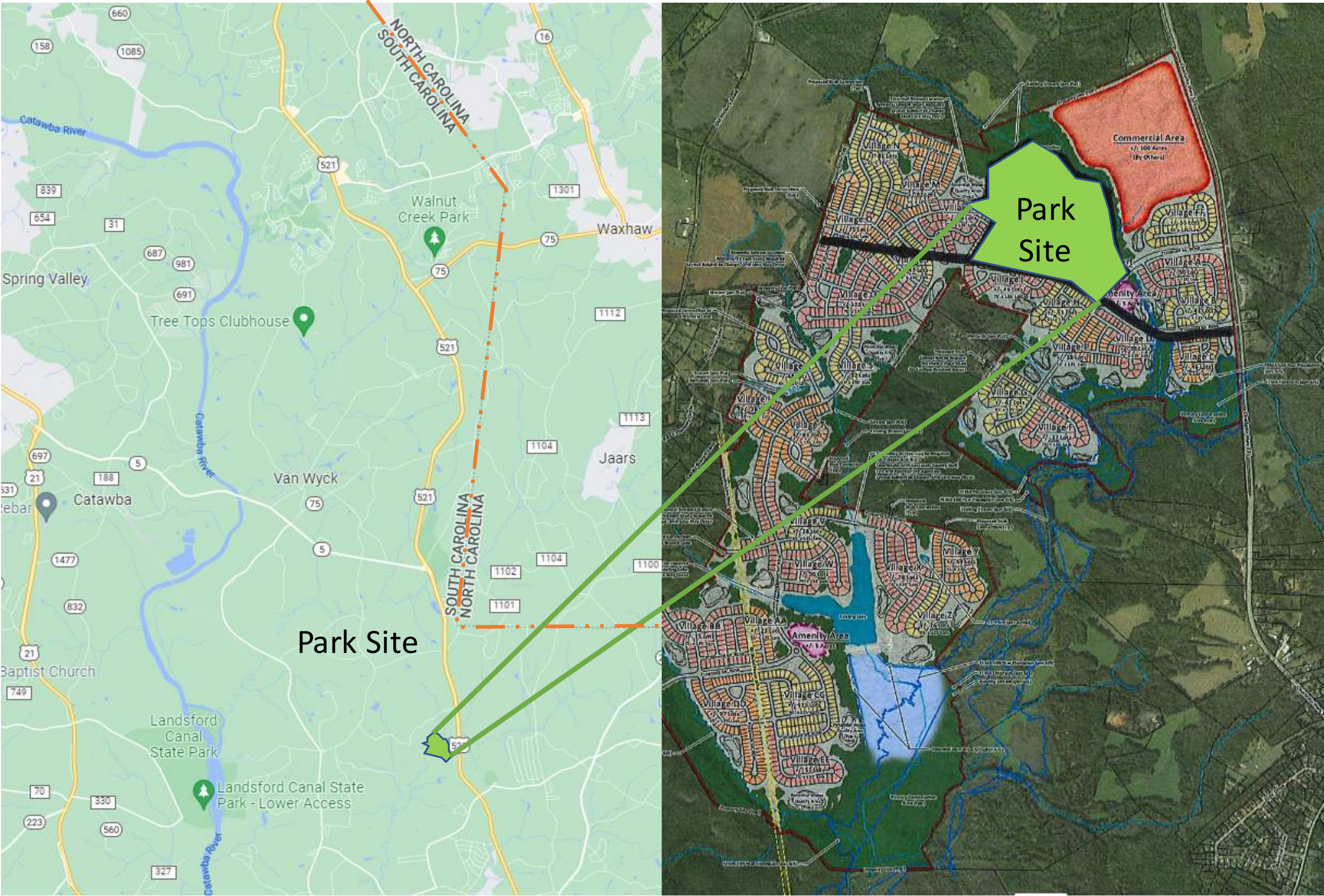


Andrew Pack, PLA, ASLA

*Project Director, Vice President
Managing Principal Charlotte Office*

Woolpert

Location Maps



Desired Programming Needs Summary

PARK PROGRAMMING



Active Recreation

- Multi-use Pitch Field Complex (4 fields)
 - Restrooms and Concessions
 - Overlay w/ U10 Fields
- Baseball/Softball Field Complex (3 to 4 fields)
 - 3 - 300' Fields w/ Multi-use U10 Soccer Fields
 - USCL Baseball Field w/ Covered Seating
 - Spectator Shade Structures
 - Restrooms and Concessions
- Storage/ Maintenance Building
- Adequate Parking / Overflow Parking

Passive / Indoor Recreation

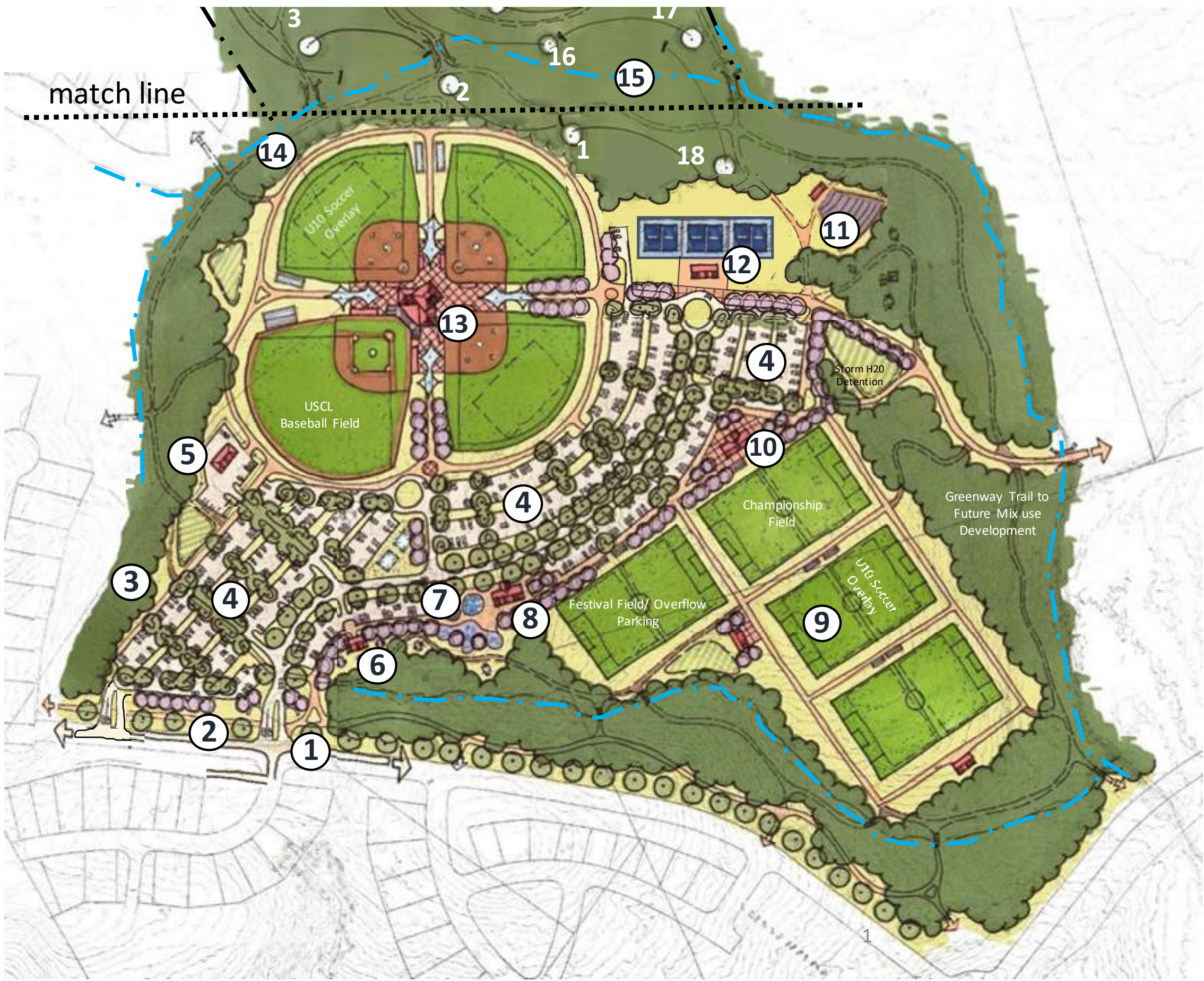
- Pavilion Shelters w/ Picnic Areas
- Themed Splash Pad
- Themed Playgrounds
- Small Outdoor Amphitheater
- Public Indoor Meeting/ Event Center / Gym
 - Multi-use Courts (pickle ball and basketball)
- Multi-Use Trails
 - Walking
 - Nature/ Interpretive
 - Cross Country
 - Biking
 - Regional Trail Connection



MASTER PLAN



Master Plan



Legend

- 1. Park Entrance
- 2. Meandering Sidewalk
- 3. Vegetation Buffer
- 4. Parking (+/-1050 spaces)
- 5. Maintenance Area/ Offices
- 6. Pavilion / Passive Picnic Area
- 7. Playground/ Themed Splash Pad
- 8. Pavilion /Restrooms
- 9. Multiuse Field Complex
- 10. Pavilion /Restrooms
- 11. Small Amphitheater
- 12. Multiuse Courts / Pavilion
- 13. Baseball/ Softball Complex/ Park Office
- 14. Multi-use Trail(s)
- 15. Frisbee Golf (18 holes on 20 Acre Parcel)





Master Plan

Potential Future
Community / Recreation
Center Location

Legend

1. Park Entrance
2. Meandering Sidewalk
3. Vegetation Buffer
4. Parking (+/-1050 spaces)
5. Maintenance Area/ Offices
6. Pavilion / Passive Picnic Area
7. Playground/ Themed Splash Pad
8. Pavilion /Restrooms
9. Multiuse Field Complex
10. Pavilion /Restrooms
11. Small Amphitheater
12. Multiuse Courts / Pavilion
13. Baseball/ Softball Complex/ Park Office
14. Multi-use Trail(s)
15. Frisbee Golf (18 holes on 20 Acre Parcel)



WOOLPERT

Master Plan

Potential Use of Adjacent
20 Acre Parcel



Legend

- 1. Park Entrance
- 2. Meandering Sidewalk
- 3. Vegetation Buffer
- 4. Parking (+/-1050 spaces)
- 5. Maintenance Area/ Offices
- 6. Pavilion / Passive Picnic Area
- 7. Playground/ Themed Splash Pad
- 8. Pavilion /Restrooms
- 9. Multiuse Field Complex
- 10. Pavilion /Restrooms
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- 14. Multi-use Trail(s)
- 15. Frisbee Golf (18 holes on 20 Acre Parcel)



WOOLPERT

Master Plan



Cross County Trail- 5
K (2 loops) or 10 K
(4 loops)

Legend

- 1. Park Entrance
- 2. Meandering Sidewalk
- 3. Vegetation Buffer
- 4. Parking (+/-1050 spaces)
- 5. Maintenance Area/ Offices
- 6. Pavilion / Passive Picnic Area
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- 9. Multiuse Field Complex
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- 13. Baseball/ Softball Complex/ Park Office
- 14. Multi-use Trail(s)
- 15. Frisbee Golf (18 holes on 20 Acre Parcel)



Budget Costs Projections

– Baseball Complex.....	\$ 8,970,000
– Multiuse Field Complex.....	\$ 17,110,000
– Passive Recreation Areas.....	\$ 4,320,000
– Multiuse Trails.....	\$ 2,000,000
– Expansion Property (trails/ frisbee)	\$ 1,580,000
	\$ 33,980,000

Legend

- 1. Public Indoor Meeting/ Event Center /
- 2. Pickleball / Basketball Courts
- 3. Maintenance Area
- 4. Passive Picnic Area
- 5. Playground/ Themed Splash Pad
- 6. Pavilion / Restrooms
- 7. Field Complex
- 8. Restrooms
- 9. Theater
- 10. Picnic Area & Playground
- 11. Baseball/ Softball Complex
- 12. Multiuse Trail(s)





SCHEDULE & NEXT STEPS

REGIONAL PARK PLAN DEVELOPMENT PROCESS

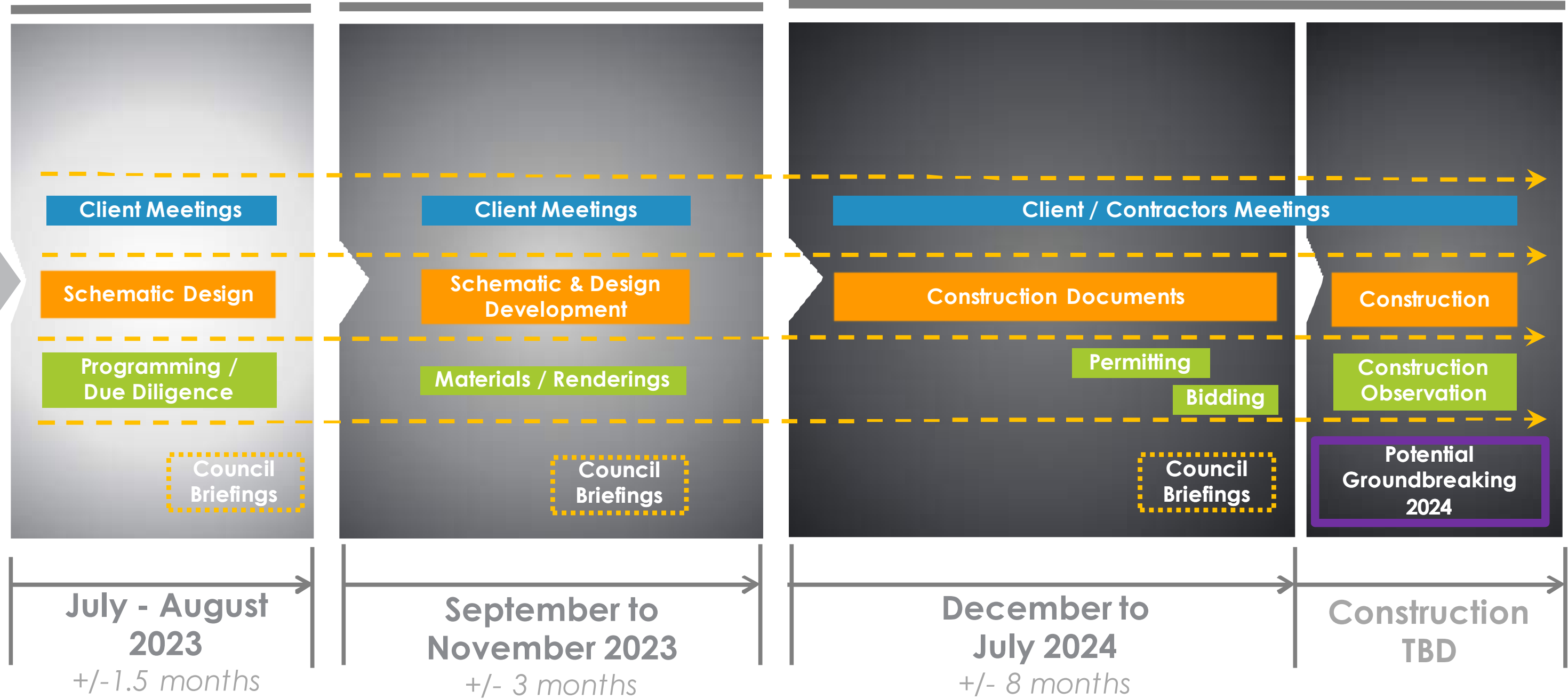
Due Diligence
Programming

Schematic & Design
Development

Construction Documents, Bidding and
Construction

Master Plan Approved

“RIBBON CUTTING” Opening



schedule is subject to change



Questions

Agenda Item Summary

Ordinance # / Resolution #: N/A

Contact Person / Sponsor: Allison Hardin / Planning

Department: Planning

Date Requested to be on Agenda: 6/14/2023

Council Action Requested:

Provide information and feedback, as this is a follow up to the July 2022 COW meeting where staff presented information about Legacy Subdivisions, plus a related topic about abandoned roads will be included.

Points to Consider:

Legacy Subdivisions are subdivisions platted prior to County adoption of subdivision regulations, which generally require infrastructure installation prior to lots being platted. While individual lots within Legacy Subdivisions are platted/established, the subdivisions often do not contain adequate County or private roads for emergency vehicle access, utilities, fire hydrants, and/or floodplain separation.

Charlotte-area homebuilders have recently been purchasing batches of lots within Legacy subdivisions with the intent of constructing homes without installing improved infrastructure prior to home construction.

Parallel to this trend, individual lot owners are also wishing to build their homes on lots lacking suitable infrastructure, including trying to identify what are County maintained roads and which are not.

Development Services and Public Services staff, along with the County Attorney, will provide an overview of various county policies related to roads, including the use of prescriptive easements.

The presentation will conclude with the impact on how the County evaluates Major and Minor subdivisions.

Funding and Liability Factors:

This is for discussion purposes, but if Council chooses to change any road policies, cost implications will have to be determined.

Recommendation:

Provide input and feedback.

ATTACHMENTS:

Description	Upload Date	Type
Power Point Presentation	6/12/2023	Presentation

Lancaster County Council Committee of the Whole June 14, 2023

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District 3: Billy Mosteller, Secretary

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County Administrator

Dennis Marstall

County Attorney

Ginny Merck-Dupont

Clerk to Council

Sherrie Simpson

- 1. Call to Order – Chairman Steve Harper**
- 2. Welcome and Recognition – Chairman Steve Harper**
- 3. Pledge of Allegiance and Invocation – Councilmember Billy Mosteller**
- 4. Approval of the Agenda [deletion and additions of non-substantive matter]**

5. Citizen Comments

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6. Discussion and Action Items

c. Legacy Subdivisions

Legacy Subdivisions

Purpose of Discussion

- Discuss safety concerns associated with home construction in some older *Legacy Subdivisions*

Legacy Subdivisions Refresher...

- Subdivisions recorded prior to adoption of County subdivision ordinances in 1991
- Lots were recorded prior to infrastructure standards and/or installation
- Design and implementation don't match current code

Legacy Subdivisions

Safety Concerns: Emergency Vehicle Access and Fire Hydrant Access

- Legacy subdivision with roads: Not built to minimum widths or w/ turnarounds
 - Many are County-maintained
- Some have no road access, but have legal lots
- Many lack fire hydrants or access to suitable water lines
 - Water provided by public 2" lines or private well



Legacy Subdivisions – Sub Standard Roads

Examples:

Antioch Acres



Country Club Heights



Legacy Subdivisions – Sub Standard Roads

Examples:

Country Club Heights



Harris Hill



Legacy Subdivisions – Sub Standard Roads

Examples:

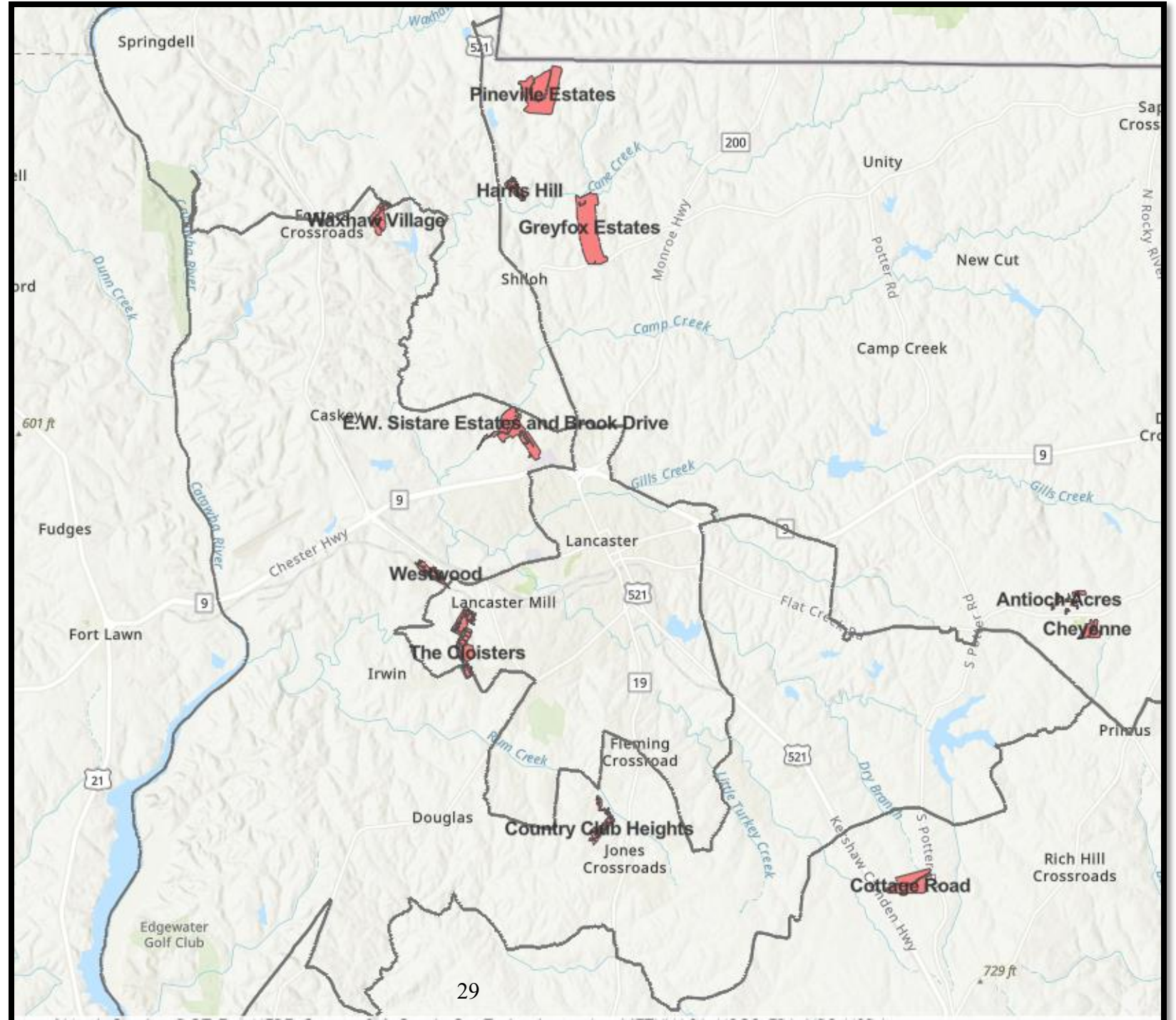


Recent Challenge – Pettus Pond



Known Locations of Legacy Subdivisions

- ❖ 11 Subdivisions
- ❖ 765 Lots



Abandoned Roads

- Maintenance issues
- Right-of-Way and Access
- Easements

Timber Lane



Ember Lane



2008: No More Public Roads (Ordinance 2008-915)

- Passed on December 1, 2008
- County set up standards and stated that "roads that do not meet the standards ...shall not be accepted into the county road system."

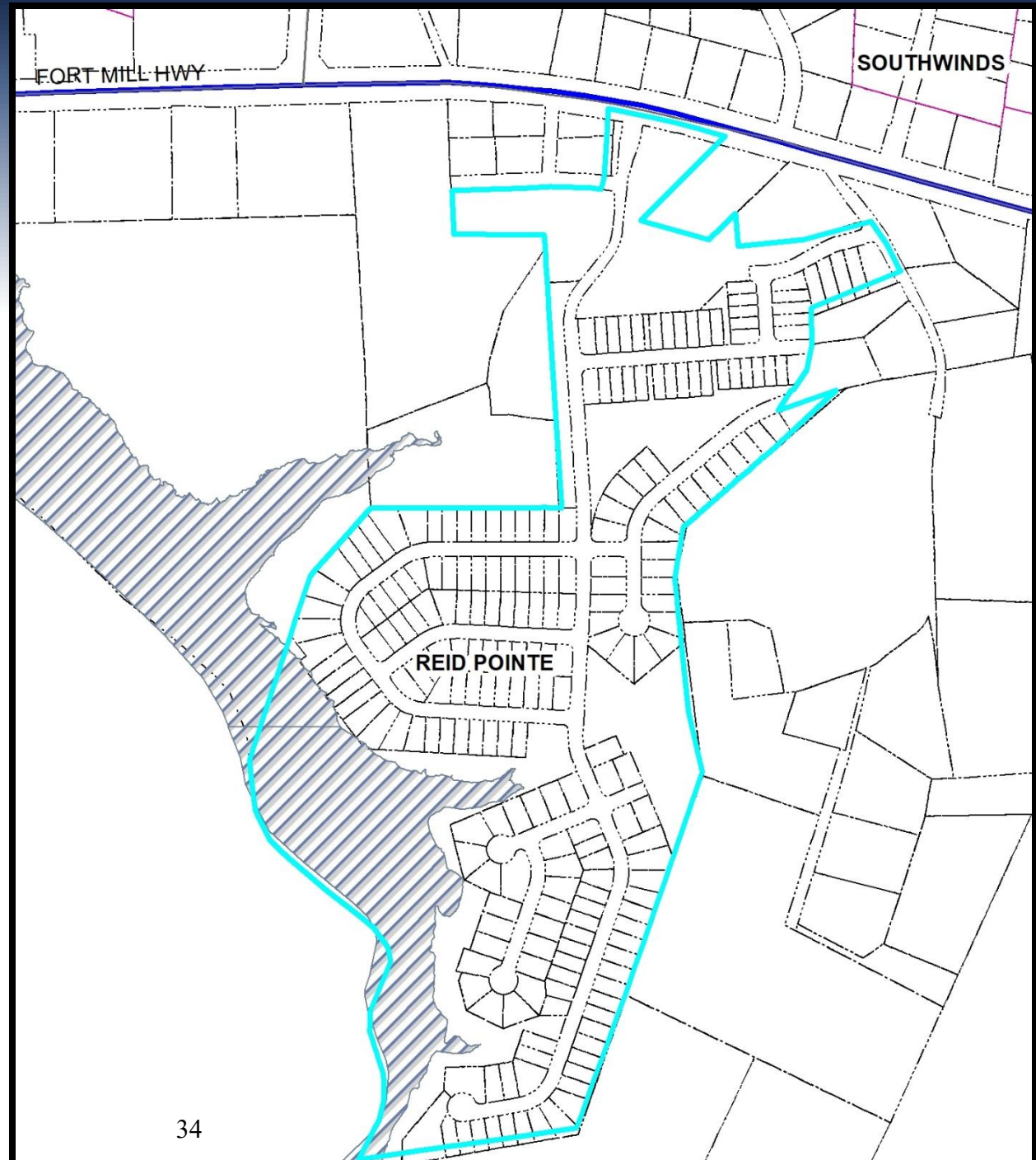
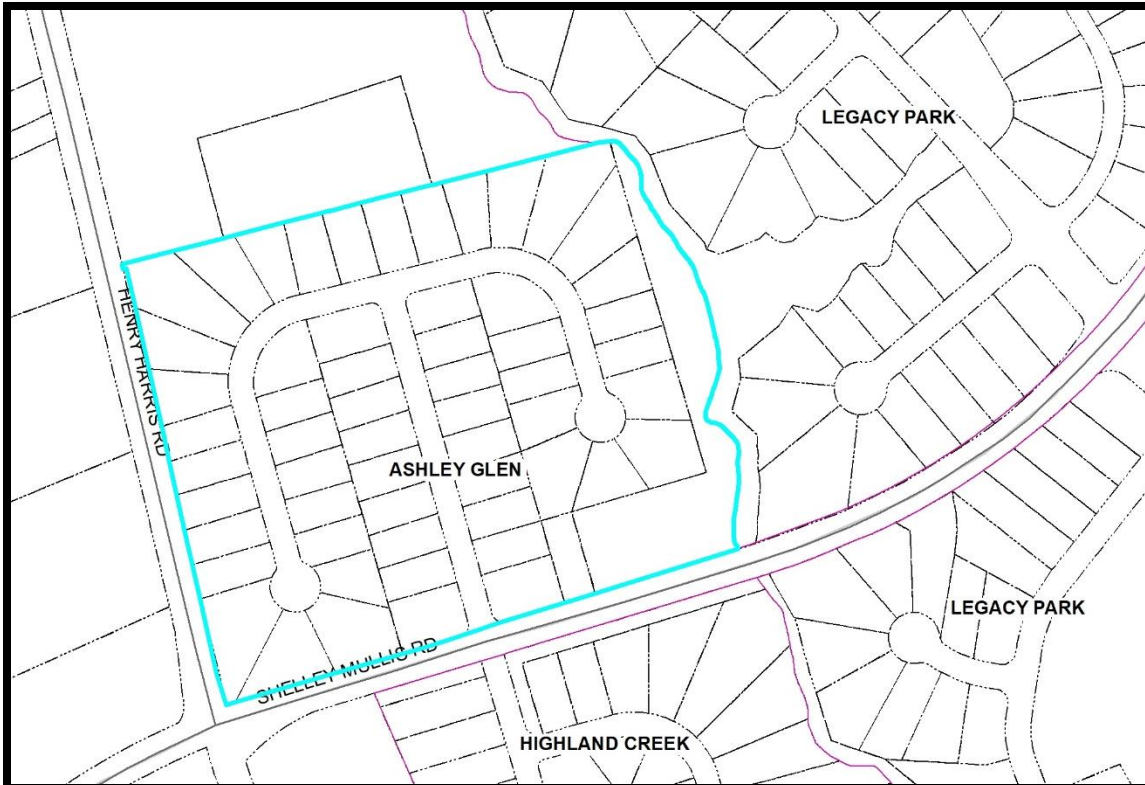
2014: Legacy Roads (Ordinance 2014-1299)

- Council designated the classification of various subdivision roads within the county and, depending upon the classification, set forth the means and methods by which a subdivision's roads would be accepted by the county into its road system for purposes of ownership, maintenance, etc
- Roads had to be platted before December 1, 2008

Road Policy

2014: Legacy Roads (Ordinance 2014-1299)

- Examples: Ashley Glen, Reid Pointe (2018, accepted by resolution)



Road Policy

2014: Legacy Roads (Ordinance 2014-1299) - deleted in 2016 with new UDO

Post Ordinance 2008-915 roads – these roads are considered to be those roads that were “identified and created through the submission of a preliminary plan” following the passage of Lancaster County Ordinance 2008-915 on December 1, 2008 but prior to January 1, 2015. To be accepted by the County, the following shall be mandatory:

- (a) Each requirement and condition set forth in Ordinance 2008-915 must be accomplished;**
- (b) Each requirement shall be completed by the owner on or before December 31, 2017;**

Roads within a Planned Development District, a residential subdivision or cluster subdivision overlay community that are identified and created through the submission of a preliminary plan after January 1, 2015 will be private -

Subdivision Code

Reason for Subdivision Review

- **Public Safety:**
 - To identify subdivisions that need to have access roads included in design
 - To ensure that those with 50 or more lots have two access points to the road system
 - To ensure that law enforcement/fire/EMS can find and serve units via adequate roads
 - To ensure adequate separation between structures to deter the spread of fire
- **Public Health:**
 - To ensure each site has adequate water/sewer connection
 - To ensure adequate septic field in lieu of sewer system connection
 - To ensure adequate separation between structures and open space to allow for air flow and sunlight
- **Public Trust:**
 - To ensure that water bodies and public lands (like rights-of-way) are not negatively impacted

Subdivision Code

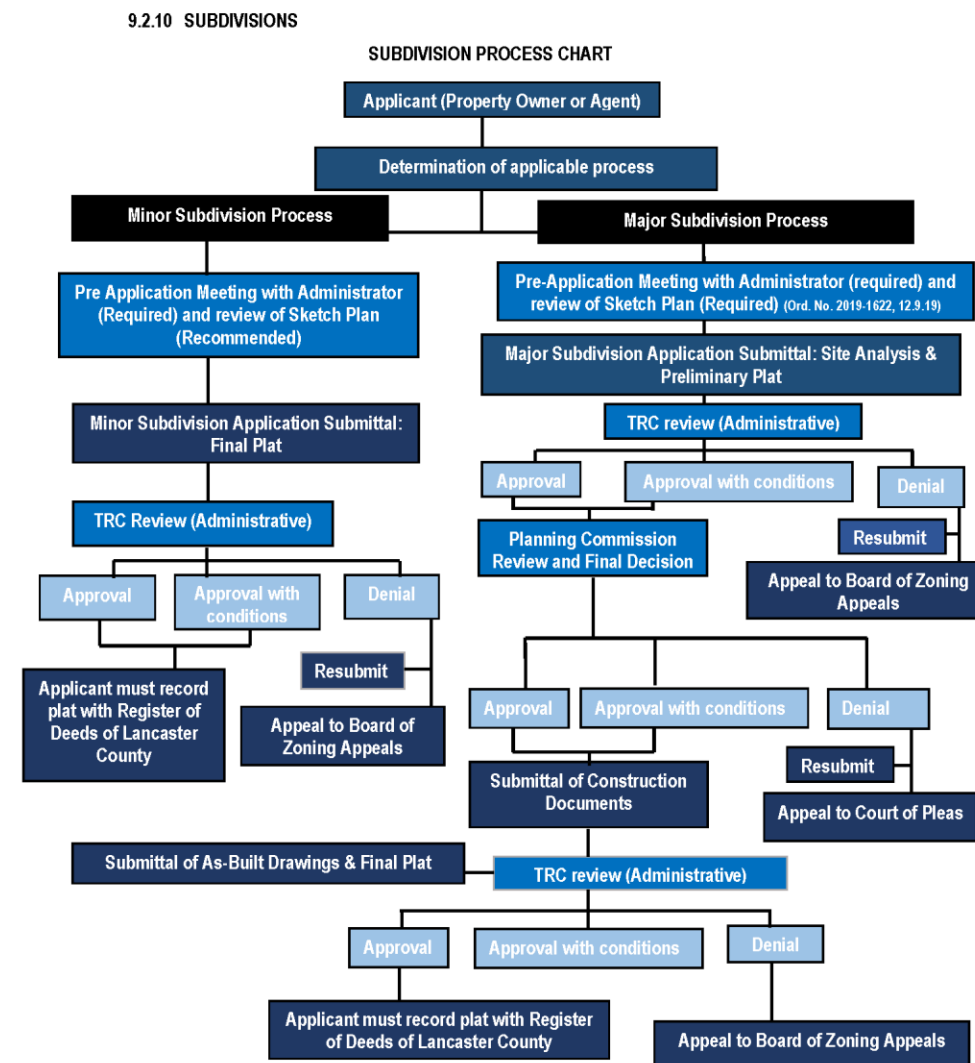
Two Types: Major and Minor

■ Minor Subdivision:

- Fewer than 5 lots, and/or
- End result is lots over 10 acres each
- No public street needed

■ Major Subdivision:

- Subdivision of 5 lots or more
- Requires a dedicated right-of-way, pavement, and infrastructure
- Goes through preliminary and final review



Subdivision Code



Reason for Major/Minor

- To identify areas where new roads are needed
- To identify when development creates the need for expanded road systems
- To ensure that LCWSD has the capacity to serve the number of units planned

Vested Rights

- Created by state law in 2005 (Title 6, Chapter 29, Article 11)
- Established a two-year vested right period in an approved site specific development plan
- Allows up to five (5) one-year extensions by Planning Commission
- Has a few similarities with Development Agreements, but is not subject to legislative review

Legacy Subdivisions

Next Steps For Staff

- Street inventory
- Locate additional Legacy Subdivisions
- Continue working with property owners where possible
- Evaluate subdivision process with eye toward issues created by vesting rights ahead of infrastructure availability

Agenda Item Summary

Ordinance # / Resolution #: N/A

Contact Person / Sponsor: Dennis Marstall / Administration

Department: Administration

Date Requested to be on Agenda: 6/14/2023

Council Action Requested:

Provide a dollar amount and Equivalent Residential Unit (ERU) amount for the Fire District Fee for Indian Land and Pleasant Valley Fire Districts, and any budget adjustments that Council would like to see included for third reading of the FY24 budget.

Points to Consider:

As part of the merger proposal for Indian Land and Pleasant Valley Fire Districts, the two districts are proposing a \$4 million dollar combined budget to add employees to provide 24/7 coverage for the fire district. The proposed FY24 budget includes the new pay structure for the Fire Rescue Service and increased expenses for full time staff support. The proposed budget does not address capital needs, including identifying funding to plan for a new fire station in the merged fire district.

As part of the budget process, and in order to generate timely tax bills, County Council needs to determine the fire fee and ERU level for the merged fire district in the 3rd Reading of the FY24 budget.

As the Council approaches 3rd reading of the FY24 budget, if there are any other budget goals or funding changes that need to be addressed, Councilmembers are asked to present that information so the full Council can deliberate on what should advance to the third reading.

Funding and Liability Factors:

The second reading of the FY24 budget presently has a 4.1 mil increase impact, but that does not include the addition of four corrections employees and two Sheriff's Deputies (beginning in January). Staff will make that millage impact and have it as part of the discussion.

Recommendation:

Provide specific input as to the Fire District Fire rooftop fee and ERU square footage, plus any other proposed budget changes for Council deliberation.

ATTACHMENTS:

Description	Upload Date	Type
Data Regarding Fire Fee Proposals	6/13/2023	Backup Material

Commercial Fees

Fire Fee District - Commercial	ERU - 2500 SqFt	\$90 Fee	\$150 Fee	\$175 Fee
Indian Land Fire District	956	\$86,040	\$143,400	\$167,300
Pleasant Valley Fire District	3,791	\$341,190	\$568,650	\$663,425
Totals	4,747	\$427,230	\$712,050	\$830,725

ERU 2500
SQFT

Fire Fee District - Commercial	ERU - 1500 SqFt	\$90 Fee	\$150 Fee	\$175 Fee
Indian Land Fire District	1,407	\$126,630	\$211,050	\$246,225
Pleasant Valley Fire District	5,167	\$465,030	\$775,050	\$904,225
Totals	6,574	\$591,660	\$986,100	\$1,150,450

ERU 1500
SQFT

Fire Fee District - Commercial	ERU - 750 SqFt	\$90 Fee	\$150 Fee	\$175 Fee
Indian Land Fire District	2,616	\$235,440	\$392,400	\$457,800
Pleasant Valley Fire District	8,677	\$780,930	\$1,301,550	\$1,518,475
Totals	11,293	\$1,016,370	\$1,693,950	\$1,976,275

ERU 750 SQFT

Residential Fees

Fire Fee District - Residential	ERU - 1 / House	\$90 Fee	\$150 Fee	\$175 Fee
Indian Land Fire District	10,349	\$931,410	\$1,552,350	\$1,811,075
Pleasant Valley Fire District	7,265	\$653,850	\$1,089,750	\$1,271,375
Totals	17,614	\$1,585,260	\$2,642,100	\$3,082,450

Total Commercial & Residential

	\$90 Fee	\$150 Fee	\$175 Fee
ERU 2500 Sq Ft.	\$2,012,490	\$3,354,150	\$3,913,175
ERU 1500 Sq. Ft.	\$2,176,920	\$3,628,200	\$4,232,900
ERU 750 Sq. Ft.	\$2,601,630	\$4,336,050	\$5,058,725

Parcel ID	Ownership	Name	Building Sq Ft	Units - 2500 SqFt	Units - 1500 SqFt	Units - 750 SqFt
0005-00-102.00	Wal-Mart Stores East LP	Wal-Mart	181971	73	122	243
0005-00-090.01	Capital Club SC Apartments	Capital Club SC Apartments	340 Apts	340	340	340
0005-00-102.06	Chick-fil-a Inc	Chick-fil-a Inc	4621	2	4	7
0008-00-027.05	Early Childhood Education	Field of Dreams	16085	7	11	22
0010-00-030.00	Transformation Church	Transformation Church	36955	15	25	50
0007-00-008.00	793 Fort Mill Acquisition	Unique Looms	375662	150	251	501
0007-00-010.00	Keer America LLC	Keer	537367	215	359	717
NA	Average IL Home - \$350,000		2500	1	1	1

Fee Amount for 2500 SqFt ERU					
Parcel ID	Ownership	Fee - \$90	Fee - \$150	Fee - \$175	
0005-00-102.00	Wal-Mart Stores East LP	\$6,570	\$10,950	\$12,775	
0005-00-090.01	Capital Club SC Apartments	\$30,600	\$51,000	\$59,500	
0005-00-102.06	Chick-fil-a Inc	\$180	\$300	\$350	
0008-00-027.05	Early Childhood Education	630	\$1,050	\$1,225	
0010-00-030.00	Transformation Church	\$1,350	\$2,250	\$2,625	
0007-00-008.00	793 Fort Mill Acquisition	\$13,500	\$22,500	\$26,250	
0007-00-010.00	Keer America LLC	\$19,350	\$32,250	\$37,625	
NA	Average IL Home - \$350,000	\$90	\$150	\$175	

Fee Amount for 1500 SqFt ERU					
Parcel ID	Ownership	Fee - \$90	Fee - \$150	Fee - \$175	
0005-00-102.00	Wal-Mart Stores East LP	\$10,980	\$18,300	\$21,350	
0005-00-090.01	Capital Club SC Apartments	\$30,600	\$51,000	\$59,500	
0005-00-102.06	Chick-fil-a Inc	\$360	\$600	\$700	
0008-00-027.05	Early Childhood Education	\$990	\$1,650	\$1,925	
0010-00-030.00	Transformation Church	\$2,250	\$3,750	\$4,375	
0007-00-008.00	793 Fort Mill Acquisition	\$22,590	\$37,650	\$43,925	
0007-00-010.00	Keer America LLC	\$32,310	\$53,850	\$62,825	

Fee Amount for 750 SqFt ERU				
Parcel ID	Ownership	Fee - \$90	Fee - \$150	Fee - \$175
0005-00-102.00	Wal-Mart Stores East LP	\$21,870	\$36,450	\$42,525
0005-00-090.01	Capital Club SC Apartments	\$30,600	\$51,000	\$59,500
0005-00-102.06	Chick-fil-a Inc	\$630	\$1,050	\$1,225
0008-00-027.05	Early Childhood Education	\$1,980	\$3,300	\$3,850
0010-00-030.00	Transformation Church	\$4,500	\$7,500	\$8,750
0007-00-008.00	793 Fort Mill Acquisition	\$45,090	\$75,150	\$87,675
0007-00-010.00	Keer America LLC	\$64,530	\$107,550	\$125,475