

PICKENS COUNTY

SOUTH CAROLINA

COUNCIL MEMBERS

CHRIS BOWERS, CHAIRMAN
ROY COSTNER, VICE CHAIRMAN
ALEX SAITTA, VICE CHAIR PRO-TEM
C. CLAIBORNE LINVILL
CHRIS LOLLIS
HENRY WILSON



COUNTY ADMINISTRATOR

KEN ROPER

CLERK TO COUNCIL

MEAGAN NATIONS

PICKENS COUNTY COMMITTEE OF THE WHOLE MEETING

Tuesday, February 21, 2023

6:00 PM

Main Conference Room, County Administration Facility
222 McDaniel Avenue, Pickens SC 29671

All meetings of Pickens County Council are held in accordance with the South Carolina Freedom of Information Act, Section 30-4-70, *et seq.* of the Code of Laws of South Carolina, 1976, as amended, as well as the Organizational Rules for Pickens County Council.

1. WELCOME AND CALL TO ORDER:
INVOCATION AND PLEDGE OF ALLEGIANCE:
Chairman Chris Bowers
Councilman Chris Lollis
2. COMMITTEE OF THE WHOLE:
 - a. **Log No. 133** – Solid Waste Needs
 - b. **Log No. 141** – UDSO
3. ADJOURN

Committee of the Whole Log

Updated 02/14/2023

Log Number	Description	Date Referred	Meeting Date(s)	Action
80	County Radio System	11/6/2017	2/22/2022	■ No action taken by Committee.
			10/17/2022	■ Chairman Chris Bowers made a motion to put out an RFP for either/or the Project 25 UHF Standalone System and the Project 25 800 MHz Standalone System. Motion was seconded by Councilman Ensley Feemster and carried unanimously (6-0).
109	Fort Prince George	10/1/2018	10/15/2018	■ Committee recommends staff working with the Historical Society to explore the logistics of the location and report back to Committee. No action taken by Committee.
			8/19/2019	■ No action taken by Committee.
123	AN ORDINANCE No. 572 AMENDING ARTICLE I OF CHAPTER 34 OF THE PICKENS COUNTY CODE OF ORDINANCES SO AS TO PROVIDE REMEDIES AND PENALTIES FOR ILLEGAL LITTER AND DUMPING IN THE UNINCORPORATED AREAS OF PICKENS COUNTY, AND MATTERS RELATED THERETO.	5/13/2019	3/21/2022	■ No action taken by Committee.
133	Solid Waste Needs	10/7/2019	12/16/2019	■ No Action Taken by the Committee.

Committee of the Whole Log

Updated 02/14/2023

			3/15/2021	<p>■ Councilman Trey Whitehurst made a motion to approve moving an allocation of \$358,400 from fund balance, for this capital project, forward into this year's budget for Solid Waste. Motion was seconded by Councilman Ensley Feemster and carried unanimously (6-0).</p>
			7/19/2021	<p>■ No Action Taken by the Committee.</p>
134	Mental Health	10/7/2019	1/21/2020	<p>■ No Action Taken by the Committee.</p>
			1/25/2021	<p>■ No Action Taken by the Committee.</p>
141	UDSO	2/3/2020	3/16/2020	<p>■ <i>Meeting cancelled due to COVID-19 Special Called Meeting.</i></p>
			2/16/2021	<p>■ No Action Taken by the Committee.</p>
			11/19/2022	<p>■ No Action Taken by the Committee.</p>
			1/17/2023	<p>■ Vice Chairman Roy Costner made a motion for a 6-month Moratorium, with an option to be extended out 90 days, to be moved out of Committee and for staff to provide recommendation on development size. Motion was seconded by Henry Wilson and carried unanimously (6-0).</p> <p>■ After more discussion, Chairman Chris Bowers made a motion for First Reading in Title Only to amend the UDSO and return to Committee for further discussion. Motion was seconded by Vice Chairman Roy Costner and carried unanimously (6-0).</p>
142	Discussion on Old Jail	2/3/2020	2/10/2020	<p>■ No Action Taken by the Committee.</p>
			8/17/2020	<p>■ Vice Chairman Chris Bowers made a motion to implement a Memorandum of Understanding, laying out a plan on how Reverend Moss will implement the facility. Motion was seconded Councilman Whitehurst and carried unanimously (6-0).</p>

Committee of the Whole Log

Updated 02/14/2023

			3/21/2022	<p>■ Chairman Chris Bowers made a motion to allocate funding, totaling \$98,000 towards this project at the Old Stockade. Councilman Trey Whitehurst seconded the motion. The motion carried (5-1), with Councilman Alex Saitta opposed.</p>
177	American Rescue Act Funding	6/7/2021	8/30/2021	<p>■ No Action Taken by the Committee.</p>
			9/20/2021	<p>■ Chairman Chris Bowers made a motion to use American Rescue Act Funding towards the first bill from the Broadband Project and towards twenty (20) Solid Waste Containers for the Solid Waste Department. Motion was seconded by Councilman Alex Saitta and carried (5-0).</p>
			10/18/2021	<p>■ Chairman Chris Bowers made a motion to go into executive session to discuss one-time funding for county employees out of American Rescue Act Funding. Motion was seconded by Vice Chairman Roy Costner and carried (6-0).</p>
				<p>■ <i>(second motion)</i> Chairman Chris Bowers made a motion to recommend to move forward to council meeting American Rescue Act Funding compensation 5/25/2/1 plan and to exempt county council from the plan. Motion was seconded by Vice Chairman Roy Costner and carried (6-0).</p>
			11/15/2021	<p>■ Vice Chairman Roy Costner made a motion to use the lost revenue to purchase a bailer for \$750,000. Motion was seconded by Councilman Alex Saitta and carried unanimously (6-0).</p>
				<p>■ Councilman Alex Saitta made a motion to amend to add a refund of \$75,000 for the Clean Up Pickens Program. Motion was seconded by Roy Costner and carried unanimously (6-0).</p>

Committee of the Whole Log

Updated 02/14/2023

				<p>■ Councilman Henry Wilson made a motion for staff to create a process for Non-Profits to apply for ARPA funding based on the principles set forth. Motion was seconded by Chairman Chris Bowers. The motion carried (4-2), with Councilman Alex Saitta and Councilman Trey Whitehurst opposed.</p>
178	Hagood Mill MOU	6/14/2021		
182	Unified Dispatch Plan from Staff	9/13/2021	9/20/2021	<p>■ Chairman Chris Bowers made a motion to bring in Liberty City Dispatch for the reasons Chief Gibson explained, for Emergency Services to continue to give updates to Council, and to include the updates in Administrator Roper's report each month. The motion was seconded by Councilman Henry Wilson and carried unanimously (5-0).</p>
			10/18/2020	<p>■ No Action taken by the Committee.</p>
			2/22/2022	<p>■ No Action taken by the Committee.</p>
196	Arial Mill Rehab Project	2/7/2022		
203	Updating County Tire Policy Per DHEC Requirement	5/3/2022		
208	County Employee Handbook	8/8/2022		
209	County Constables and Certification Process	10/3/2022	10/17/2022	<p>■ Councilman Henry Wilson made a motion to table for future consideration. Motion was seconded by Councilman Ensley Feemster and carried (5-1), with Councilman Alex Saitta opposed.</p>

GROWTH

OVERVIEW

The recent wave of growth in Pickens County has elicited concern among staff, leadership, and citizens in regard to ensuring that proper protections are in place to manage this growth in a sustainable fashion that is in keeping with the vision the leadership has for the County.

POSSIBLE SOLUTIONS & ASSOCIATED IMPACTS

1. Consider introducing a base level of zoning for the County to allow certain types of development in certain areas and limit or deny certain types of developments in other areas.
The effect of this change would be to provide the County with a mechanism to determine where certain activities were allowed.
2. As an alternative, consider establishing overlay districts along the Highway 93 and Highway 123 corridors that include properties touching or within 1000' of the 123 and 92 Right-of-Ways.
The effect of this change would be to provide the County with a mechanism to determine where certain activities were allowed.
3. Consider establishing a transition zone touching or within 1000' of the municipal boundaries of Easley, Liberty, Central, and Clemson.
The effect of this change would be to provide the County with a mechanism to determine where certain activities were allowed.
4. Follow the Comprehensive Plan and encourage/allow high density (50 or more units/lots per acre) closest to Easley, Liberty, Central, and Clemson and discourage it elsewhere in the County.
The effect of this change would be allow the Comprehensive Plan to be a guiding document and to protect the County from high density housing.
5. Meet with those municipalities to discuss their intentions and concerns regarding growth and express ours. Use this meeting to further our growth conversations and talk about capacity for sewer, fire/rescue, schools, land fill, etc.
The effect of this would be allow the Comprehensive Plan to be a guiding document and to approach the challenge of growth in a spirit of partnership with our municipalities.
6. See if the County and municipalities can collectively develop a "capacity for development map" which will largely be driven by access to sewer and transit – which may mean that the most intensive growth will not be in the County and it may reveal that there is less room for growth around the Cities than some may think.
The effect of this change is to honor the objectives of the Comprehensive Plan and to strengthen our relationship with the municipalities within the County.

7. Propose that we either continue to NOT allow high density in the County and therefore encourage annexation if the Cities will agree to our “terms” **OR**
8. Develop standards for the “transition zone” that are comparable to developing within the various City limits and which address some of our concerns.
The effect of these changes would be to help direct high density growth where and how the County wants it.
9. Regardless of which path is taken for controlling where growth occurs, ensure that developments over 50 lots or dwelling units have incentives in place for an affordable/workforce housing component – which the County defines. (see Housing)
The effect of this would be to help move the County towards greater possibilities of providing work force/affordable housing.
10. Leave the rest of the basic content of the ordinance as it is in regard to open space, planned developments and conventional subdivisions with some modifications to make these ordinances more contemporary.
The effect of this would be to continue to provide sustainable options for development to a spectrum of development scales.

HOUSING

OVERVIEW

The wave of growth Pickens County is experiencing is causing concerns regarding the appropriateness of the types of housing being built and the potential exclusion of workforce/affordable housing.

POSSIBLE SOLUTIONS & ASSOCIATED IMPACTS

1. Review the existing Conventional Subdivision Ordinance and consider modifying it to limit such subdivisions to 10 lots.
The effect of this change would be to allow families and smaller developments to continue under the existing standards while promoting more sustainable Open Space Subdivisions for larger developments.
2. Review the existing Open Space Subdivision ordinance to determine the appropriateness of the amount of open space required, further define open space, possibly require a percentage of that open space to be protected/preserved for the duration of development.
The effect of this change would be for the County to better ensure that the intentions behind an Open Space Development are actualized.
3. Revise the existing Townhome Ordinance.
The effect of this change would be to make the language related to townhomes more in keeping with current development patterns and to provide guardrails to better protect the County, to give the Planning Commission better standards to apply, and to provide property owners and developers a more consistent set of expectations.
4. Consider a "RV as permanent dwelling" ordinance.
The effect of this change would be to provide standards and guidelines for the heavy influx of people wishing to live in a camper or RV year-round. Staff has discussed this consideration with other departments and developed a draft ordinance.
5. Define what the County means by "tiny home" and develop an ordinance for tiny home developments.
The effect of this change would be to ensure everyone is on the same page regarding what a "tiny home" is and to introduce for the first time any standards or guidelines for building a tiny home development. For example: **Tiny house** means a dwelling not on wheels which is less than 700 square feet and is to be used as permanent housing with permanent provisions for living, sleeping, eating, cooking, and sanitation built in accordance with the adopted building code.
6. Provide a definition of what Pickens County considers to be workforce/affordable housing.
The effect of this change is to clarify what Pickens County means when discussing workforce/affordable housing.
For example: In order for a housing unit to be considered affordable its cost (rent, mortgage, taxes, insurance, and utilities) must not exceed 30% of a person's annual income of a resident who earns between 40% and 80% of Pickens County's average median household income, which was \$53,188 in 2020 according to the Census Bureau.
7. Consider an incentive program whereby a developer may be granted increased density, a reduction in taxes, or a reduction in open space requirements in exchange for the provision of work force/affordable housing.
The effect of this change is to acknowledge that South Carolina does not have an inclusionary zoning act and, as such, jurisdictions cannot require affordable housing. In light of that limitation, the County can provide incentives to entice developers to electively include workforce/affordable housing under certain circumstances.

TRAFFIC AND INFRASTRUCTURE

OVERVIEW

The wave of growth Pickens County is experiencing is putting a strain on some of our existing infrastructure systems as well as a potential strain on all of our systems. This includes roadway capacity and signalization, fire and rescue, police, schools, landfills, water and sewer, staffing related to planning, engineering, stormwater, codes, and enforcement.

POSSIBLE SOLUTIONS & ASSOCIATED IMPACTS

1. Establish a matrix which determines the type and scope of traffic studies that must accompany various types of development.
The effect of this change is that it provides consistency for staff, the Planning Commission, Council, citizens and developers and ensures the County is obtaining the most meaningful data regarding the traffic impact a project has on the immediate area and beyond (or “downstream”).
2. State clearly in our rules of procedure for the Planning Commission that when a traffic study is required that the applicant understands that in order for their project to be approved the applicant will be responsible for implementing any and all improvements or modifications the County Engineer recommends/requires as a result of the study.
The effect of this change is to ensure that all developers know from the outset that they will be responsible for helping to mitigate any negative traffic impacts their project will have on the community.
3. Review the current Pickens County Road Ordinance for possible improvements.
The effect of this change will be to bring the current Road Ordinance into line with best practices.
4. All common drives and private roads shall be accompanied by a 50' ROW easement and be built to the same standard as a public road.
The effect of this change is to discourage private roads and common drives and to make it easier for future leadership to accommodate requests for the County to take over common drives and roads.
5. For each department or agency impacted by a new subdivision, require review and sign-off by the appropriate department or agency prior to the project being brought to the Planning Commission for review and recommendation.
The effect of this change is approach development in a holistic manner ensuring that our ability to provide essential services can keep up with growth.
6. Work with GPATS, SCDOT and others to maintain a thorough plan of action for roadway repairs, improvements, and additions, alternate transportation features such as bikeways, transit, and general mobility throughout the County.
The effect of this would be to plan and budget for a healthy transportation system within the County. This would include standards and conditions by which curb cuts are allowed and/or frontage roads are required.

GENERAL IMPROVEMENTS

OVERVIEW

The current UDSO is 13-years old and while it has been updated multiple times since its original adoption there is still room for improvement.

POSSIBLE SOLUTIONS & ASSOCIATED IMPACTS

1. Review the UDSO for general consistency and accuracy.
The effect of this change is a clearer, more consistent, and accurate document.
2. Identify specific areas for review and updates such as waterway and tree canopy protection or replenishment.
The effect of this change is to address a wide range of issues that would benefit from some tweaking.
3. Consider some organizational changes to the UDSO and the potential introduction of a matrix that addresses setbacks, lot sizes, and frontages.
The effect of this change would be to make it easier for people to locate and apply commonly used standards in the ordinance.
4. Review with DHEC any changes in standards for the minimum area needed for septic.
The effect of this change would be to see if our 14-year old document is in keeping with best practices.
5. Merge the existing Road Ordinance with language in the existing UDSO.
The effect of this change would be to limit inconsistencies between the two documents.

DEVELOPMENT

OVERVIEW

The wave of growth Pickens County is experiencing is causing concerns about the ability for the County to fund essential services both currently and as a result of the growth.

POSSIBLE SOLUTIONS & ASSOCIATED IMPACTS

1. Conduct a complete internal and cross-departmental fee review of all existing development related fees collected in the County.
The effect of this will be to allow Council to better evaluate if our current fees are in line with our current needs.
2. Hire a consulting firm to evaluate existing fees as well as the possibility of impact fees including a review of what neighboring Counties are doing in regard to fees and impact fees.
The effect of this effort will be to see what – if any – financial role developers should play in mitigating the financial hardships the County may face due to rapid growth.

RECOMMENDED PLAN OF ACTION

1. Follow the Comprehensive Plan and encourage/allow high density (50 or more units per acre) only in areas closest to Easley, Liberty, Central, and Clemson and the 123/93 corridors.
2. Meet with those four municipalities to discuss their desires and concerns related to growth and express ours. Use this meeting to further our growth conversations and talk about our joint capacity for sewer, fire/rescue, schools, land fill, etc.
3. See if we can collectively create a *"capacity for development map"* which will largely be driven by sewer and transit. This may mean that most of the intensive growth will not be in the unincorporated County and that due to limitations based on infrastructure there may well be less potential for growth in and around the cities than some may think.
4. Propose that we either continue to NOT allow high density in the County and therefore encourage municipal annexation if the cities will agree to our "terms" (which will include municipalities taking over any County roads on land the cities annex).

OR

5. Develop standards for *"transition zones"* that are comparable to developing within the various city limits and, therefore, a.) address some of our concerns and b.) dissuade developers from first building in the County and then leaving to join a city.
6. Consider an overlay district or districts that include properties touching or within 1000' of the 123 and 92 ROW's and/or touching or within 1000' of the municipal boundaries of Easley, Liberty, Central, or Clemson.
7. These districts would allow for higher density growth with suitable standards.
8. Regardless of if Council elects to pursue #4 or #5 above (or something else Council wishes to employ) ensure that all developments over 50 homes or units have potential through incentives to include an affordable/workforce housing component. We can use standard measures for what is *"affordable"*. For example: In order for a housing unit to be considered affordable its cost (rent, mortgage, taxes, insurance, and utilities) must not exceed 30% of a person's annual income of a resident who earns between 40% and 80% of Pickens County's average median household income, which was \$53,188 in 2020 according to the Census Bureau. Tax abatements are one traditional method of providing incentives for affordable housing.
9. Leave the rest of the basic content of the UDSD as it is in regard to Open Space, Planned Developments and Conventional Subdivisions with a few exceptions:
 - A.) limit conventional subdivisions to 10 units. This promotes Open Space development.
 - B.) Modify the Open Space ordinance to require 25% open space (up from 20%) of which 75% has to remain fenced off during construction and considered as "protected" moving forward.
 - C.) Develop some sort of easier to read/follow matrix that addresses setbacks, lot sizes, frontages.
 - D.) Review with DHEC any changes in standards for minimum area needed for septic.
 - E. Review County ordinances for ways to strengthen our protection/replacement of our tree canopy and strengthen our standards for protecting our waterways.

10. Refine and submit the current drafts of our townhome, RV and Tiny Home ordinances with clear definitions of what we mean by these terms.
11. Establish clear and realistic standards for the specific type and scope of traffic studies required based on a project's size and road type adjacency.
12. Make clear when and at what scale a traffic study will automatically be required to make it less emotional and/or subjective and also make clear that any recommendations that the County Engineer makes as a result of a traffic study will have to be implemented by the developer if they want to proceed.
13. Review UDSO Section 10 (Roads) for improvements with specific attention being paid to the common, shared private drive language and standards.
14. Work with GPATS, SCDOT and others to maintain a thorough plan of action for roadway repairs, improvements, and additions, alternate transportation features such as bikeways, transit, and general mobility throughout the County.
15. Encourage a County-wide fee study of all existing fees and explore the introduction of impact fees.

DRAFT

LANDFILL EXPANSION

For Pickens County the lack of landfill space for our C&D can now be remedied within the footprint of our existing landfill. We received notification from SCDHEC, Compliance Letter 011723, on January 17, 2023. This compliance letter stipulated that by February 17, 2023, we Must demonstrate that additional volume exists, initiate closure of the landfill, or submit an expansion package. On February 2, 2023, Demonstration of Need was filed with SCDHEC to begin the expansion permitting.

Our proposed expansion area is 65.9 acres. We expect to be permitted for at minimum 75% or 49.4 acres. With our shredders and proposed landfill equipment, this will afford the tax payers of Pickens County 50+ years of landfill space. In order to achieve this air space addition, we MUST do our work correctly. This means using the proper equipment, in the proper manner, to achieve maximum compaction.

Proper equipment to perform the landfill tasks to its full efficiency are needed. We have listed the equipment, with cost as follows:

The first piece of equipment is the Cat D8 WHA Dozer. This is a true landfill dozer with a full landfill package. In the past we have purchased equipment not made for the job, and the equipment spent as much or more time down as it did running. The cost of this dozer is \$1,046,000.00

The most important piece of equipment is the landfill compactor. This piece of equipment gives us the most compactive effort allowing us the biggest air space savings over time. The TANA H380eco is the pinnacle of compactors. The cost for this machine is \$908,000.00

Now that we have purchased a 2nd shredder, another excavator is needed to feed the machine. We have leased a SANY SY215C for the last 5 months to complete the reclamation work on site, and our vendor has given us a used price on this new machine. They have discounted the lease from the sale price. The cost of this machine is \$142,000.00

The total cost including expansion is \$2,279,000.00. In 5 years the saved tipping fees to Greenville County of half a million dollars per year would give return on investment. Extra ROI savings would come from non-trucking of C&D.

RECYCLING

We continue to strengthen our recycling program, though the pricing indexes continue to shrink. The current market trends do show some growth of cost in products, but still do not cover our costs. Our residents have done a much better job of helping with our plastics sorting. This has allowed us to sell a portion of our plastics. We, as all other recyclers in the Nation, work to provide these services to our residents. We will continue to do so, until the markets determine it's no longer cost effective.

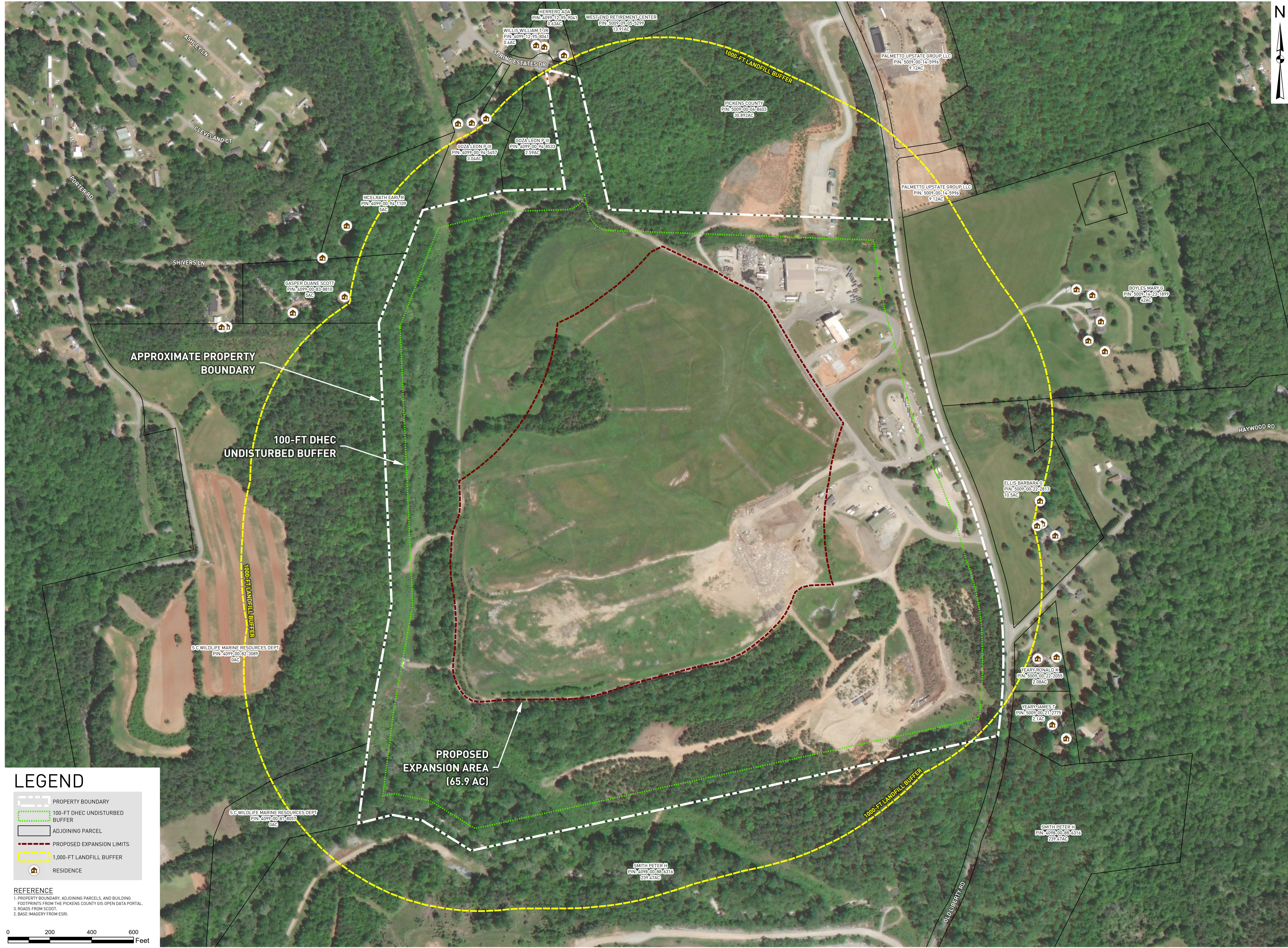
TIPPING FEES

As discussed during ADHOC meetings, we are very unbalanced on our municipal tipping fees. After much discussion with our Finance Director, we feel that all municipalities in Pickens County pay the full \$47.00 per ton fee for all items except for brush. For brush the full \$29.50 per ton fee be levied.

If a resident lives outside an unincorporated municipality, they pay for contract pick up. Those contractors pay the full tipping fee. The municipalities charge residents within the incorporated municipality a fee for collecting and disposing of their waste, yet some pay a very small yearly fee, while some pay no fee at all. We find this to be very unbalanced and unfair to all residents that pay a disposal cost.

SATURDAY OPERATING COST

PICKENS COUNTY SOLID WASTE SATURDAY OPERATING COST						
						COST / YEAR
					MOTOR EQUIPMENT OPERATOR II - BRUSH	\$60,000.00
					MOTOR EQUIPMENT OPERATOR II - BRUSH	\$60,000.00
					MOTOR EQUIPMENT OPERATOR II - C&D	\$60,000.00
					MOTOR EQUIPMENT OPERATOR II - C&D	\$60,000.00
					MOTOR EQUIPMENT OPERATOR II - C&D	\$60,000.00
					MOTOR EQUIPMENT OPERATOR II - C&D	\$60,000.00
					SOLID WASTE TECHNICIAN 1	\$50,000.00
					C&D EQUIPMENT	\$42,000.00
					BRUSH AREA EQUIPMENT	\$20,500.00
					SCALEHOUSE	\$1,750.00
					TOTAL COST PER YEAR	\$474,250.00
					TO OPEN ON SATURDAY WILL REQUIRE ADDING 7 ADDITIONAL EMPLOYEES TO THE SOLID WASTE STAFF. THIS WILL BE 6 MEO II SLOTS AND 1 SOLID WASTE TECHNICIAN SLOT. IT WILL ALSO INCUR FUEL AND MAINTENANCE COSTS FOR THE OPERATIONS RUNNING. THIS SERVICE SHALL ONLY BE OPEN TO THE RESIDENTS OF PICKENS COUNTY. NO COMMERCIAL OR MUNICIPAL WILL BE ACCEPTED ON SATURDAYS.	
					THE ONLY OPERATIONS WITHIN THE LANDFILL OPEN WOULD BE BRUSH INTAKE AND C&D MATERIALS.	



LEGEND

- PROPERTY BOUNDARY
- 100-FT DHEC UNDISTURBED BUFFER
- ADJOINING PARCEL
- PROPOSED EXPANSION LIMITS
- 1,000-FT LANDFILL BUFFER
- RESIDENCE


REFERENCE

- PROPERTY BOUNDARY, ADJOINING PARCELS, AND BUILDING FOOTPRINTS FROM THE PICKENS COUNTY GIS OPEN DATA PORTAL.
- ROADS FROM SCDDT.
- BASE IMAGERY FROM ESRI.

0 200 400 600 Feet


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PREPARED FOR:



PICKENS COUNTY, SC

PREPARED BY:



SMITH+GARDNER ENGINEERS

SEAL

SEAL

REV.	DATE	DESCRIPTION

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PROJECT TITLE:

**PICKENS COUNTY EASLEY LANDFILL
CLASS 2 LANDFILL EXPANSION
2053 OLD LIBERTY ROAD
LIBERTY, SC 29657**

DRAWING TITLE:

SITE MAP WITH AERIAL

DESIGNED: CALE	PROJECT NO: PICKENS 22-7
DRAWN: JDM	SCALE: 1:2,400
APPROVED:	DATE: Sep. 2022
FILENAME: PICKENS-00005	
SHEET NUMBER:	DRAWING NUMBER:

FIG 1