

# **RICHLAND COUNTY**

## **DEVELOPMENT & SERVICES COMMITTEE AGENDA**



**Tuesday, JULY 24, 2018**

**5:00 PM**

**The Honorable Greg Pearce, Chair**

**County Council District 6**

**The Honorable Seth Rose**

**County Council District 5**

**The Honorable Gwen Kennedy**

**County Council District 7**

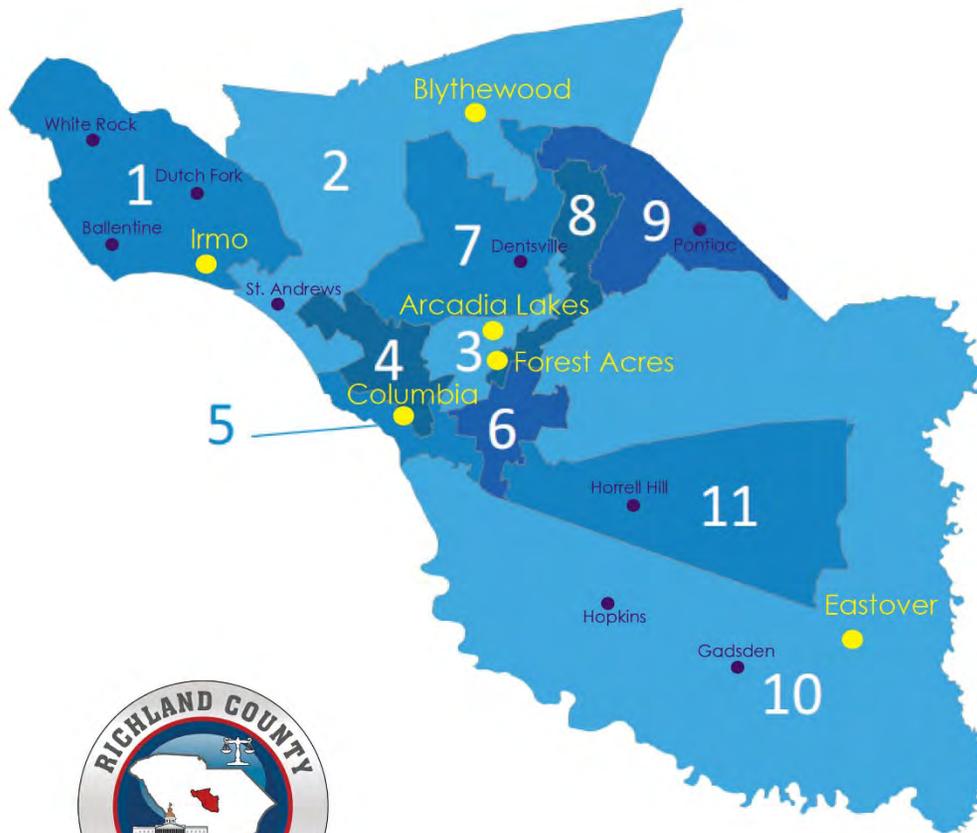
**The Honorable Jim Manning**

**County Council District 8**

**The Honorable Chip Jackson**

**County Council District 9**

# RICHLAND COUNTY COUNCIL 2017-2018



**VICE CHAIR**  
Bill Malinowski  
District 1



**CHAIR**  
Joyce Dickerson  
District 2



Yvonne McBride  
District 3



Paul Livingston  
District 4



Seth Rose  
District 5



Greg Pearce  
District 6



Gwendolyn Kennedy  
District 7



Jim Manning  
District 8



Calvin "Chip" Jackson  
District 9



Dalhi Myers  
District 10



Norman Jackson  
District 11



Richland County Development & Services Committee

July 24, 2018 - 5:00 PM

2020 Hampton Street, Columbia, SC 29201

1. **CALL TO ORDER** The Honorable Greg Pearce
2. **APPROVAL OF MINUTES** The Honorable Greg Pearce
  - a. Regular Session: June 26, 2018 [PAGES 6-15]
3. **ADOPTION OF AGENDA** The Honorable Greg Pearce
4. **ITEMS FOR ACTION**
  - a. Proposed District 9 Neighborhood Master Plan – “Pontiac” [PAGES 16-34]
  - b. Council Motion: State and/or Federal law prohibitions against a county plastic bag ordinance [MALINOWSKI and N. JACKSON] [PAGES 35]
  - c. Council Motion: Coordination of DHEC inquiries [N. JACKSON] [PAGE 36]
  - d. County Council is requested to approve an amendment of the Richland County Code of Ordinances, Chapter 21: Roads, Highways, and Bridges [PAGES 37-40]
5. **ADJOURNMENT**



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## Richland County Council

### DEVELOPMENT AND SERVICES COMMITTEE

June 26, 2018 – 5:00 PM

Council Chambers

2020 Hampton Street, Columbia, SC 29204

COMMITTEE MEMBERS PRESENT: Greg Pearce, Chair; Seth Rose and Chip Jackson

OTHER COUNCIL MEMBERS PRESENT: Paul Livingston, Norman Jackson, Bill Malinowski, Dalhi Myers and Joyce Dickerson

OTHERS PRESENT: Brandon Madden, Michelle Onley, Kim Williams-Roberts, Trenia Bowers, Tim Nielsen, Ismail Ozbek, Sandra Yudice, Stacey Hamm, Jamelle Ellis, Art Braswell, Larry Smith, Stephen Staley, and Chris Eversmann

1. **CALL TO ORDER** – Mr. Pearce called the meeting to order at approximately 5:00 PM.
2. **APPROVAL OF MINUTES**
  - a. May 22, 2018 – Mr. C. Jackson moved, seconded by Mr. Rose, to approve the minutes as distributed.  
  
In Favor: C. Jackson, Pearce, and Rose  
  
The vote in favor was unanimous.
3. **ADOPTION OF AGENDA** – Mr. C. Jackson moved, seconded by Mr. Rose, to adopt the agenda as published.  
  
In Favor: C. Jackson, Pearce, and Rose  
  
The vote in favor was unanimous.
4. **ITEMS FOR ACTION**
  - a. An Ordinance Amending Chapter 17, Motor Vehicles In Traffic; Article II, General Traffic and Parking Regulations; Section 17-9, Through Truck Traffic Prohibited; so as to include Hobart Rd. –Mr. Pearce stated, as you recall, we had an extensive discussion about this road. The committee requested additional information. Public Works has supplied additional information. It is the recommendation of staff to move forward with closing the road.  
  
Mr. Ozbek stated the original recommendation was to continue with placing no through traffic signs. The information that was requested was the policy, and how to go about closing Hobart Road.

Mr. Malinowski stated on p. 18 of the agenda, it says Mr. Byrd believed Brad Farrar may have some information, but he is out of the area until August. He inquired if Mr. Farrar responded or received any information he may have had.

Mr. Ozbek stated Mr. Farrar already made that determination before he left. Mr. Smith clarified that with Mr. Staley.

Mr. C. Jackson stated the only issue he has is the enforcement, if in fact we do pass this forward. He stated he lives in a community where there is a sign on both ends of a thoroughfare, that runs through his community, that says "No Through Traffic". It probably has no effect on trucks that are coming through there. He does not want us to deceive ourselves by thinking that putting up a sign, and expecting that is going to make a difference.

Mr. Ozbek stated staff's recommendation is to proceed with placing a "No Through Traffic" sign on the County section, and also make the recommendation to SCDOT to place a similar sign, which will state "No Through Truck Traffic Ahead".

Mr. Rose moved, seconded by Mr. Pearce, to forward to Council with a recommendation to approve an amendment to the ordinance, Article II. General Traffic and Parking Regulations, Section 17-9 prohibiting through truck traffic on Hobart Road and the Brookhaven neighborhood within Richland County, and recommend to SCDOT to place a "No Through Truck Traffic Ahead" sign on the road.

In Favor: Pearce and Rose

Opposed: C. Jackson

The vote was in favor.

- b. Review Section II(i)(2)(4) of County Ordinance 043-14HR, "If twenty-five (25%) percent or more of all such property owners decline said road paving, then the subject road shall not be paved." This seems to go against the way most items are done in our country, by majority, so why shouldn't a majority also decide if a road should be paved or not? – Mr. Pearce stated this item is in response to a motion by Mr. Malinowski.

Mr. Malinowski stated in our government system that we follow for most things it is 50%, plus one, or a majority would have a say on what should take place. On this particular one, he does not know how, or why this was done, but it is only 25% has the control over the other 75%. He felt it should be changed to 51% of the property owners are needed.

Mr. Pearce stated, for clarification, if Mr. Malinowski were capable of making a motion, he would be making a motion to change from 25% to 51%.

Mr. Malinowski stated that is correct. It would be to change Sec. 4 of the current ordinance, which is located on p. 33 of the agenda packet.

Mr. C. Jackson moved, seconded by Mr. Rose, to forward to County without a recommendation.

**Development and Services**

**June 26, 2018**

**-2-**

In Favor: C. Jackson, Pearce, and Rose

The vote in favor was unanimous.

- c. Implementation of the proposed Bulk Item Collection Procedure – Mr. Pearce stated the County has a helter skelter way of picking up bulk items. Staff has come up with a plan to pick them up on a regular basis, so people will have better information. The question, he had, is how we would notify the people of the change, so they would know that we are trying to improve the system.

Mr. Braswell stated the plan is to work with Public Information and the Ombudsman's Office to publicize the change, and notify the residents there will curbside collection every other week.

Mr. Pearce stated, for clarification, it would include all the items listed in the agenda packet. There was a reference to electronics, but it did not specify.

Mr. Braswell stated, under State law, you cannot mix electronics with other waste. The plan is to address electronics separately. They plan to 4 major recycling events around the County, similar to the one at the fairgrounds in May. They are planning to have one in August at the Columbia Place Mall, one in the Fall at Irmo High School, and another one at Lower Richland High School in January/February. Also, the zoo wants us to have a joint one with them and Lexington County sometime in the Winter.

Mr. Pearce stated, when we notify the public, we would notify them specifically of what they could/could not put out. He inquired if Mr. Braswell and his staff had reviewed the changes and are comfortable with them.

Mr. Braswell stated he is. They had a work group that worked on it for a good number of months, as well as, had discussions with the haulers.

Mr. Pearce inquired if the haulers are comfortable with the changes.

Mr. Braswell responded in the affirmative. The changes will be implemented without an additional cost to the County.

Mr. Livingston stated what we are talking about is changing from someone having to call to have something pick up to having it automatically picked up.

Mr. Braswell stated the County receives over 900 calls per months requesting bulk item collection. This will make it easier on the residents. Instead of having to call us, then us call the hauler, and the hauler calls the resident back. This will make the process easier, and they just sit it out by the road.

Mr. C. Jackson stated his concern is that all neighborhoods are not created equal. As a result of that, when he looked at the list of items that could be placed on the curb to be picked up, it concerns him. When we start talking about mattresses, and other kinds of things. And, the fact they can do this twice a month, as opposed to an as needed basis. He is not comfortable with the kinds of items that can be left on the curb for any period of time. He is assuming they would only be allowed to be put out there the day before the day of collection.

Mr. Braswell stated they should have it out by 7:00 a.m. on the day of collection, and the items should be picked up by the end of the day.

**Development and Services**

**June 26, 2018**

-3-

Mr. C. Jackson stated with the effort we are making to increase the number of community clean sweeps, especially in District 9, he really thinks that approach has been working. He is not comfortable with having residents being able to put out furniture, mattresses, and those kinds of things in neighborhoods, and on the curb because of the appearance of that kind of debris. He really believes if we open up this "Pandora's Box" then we are going to have to have someone regulating what can be put out there. When items are put out there that are not on approved list, then what do we do about that. It opens up a level of discomfort for him that does not exist right now because the onus is on the homeowner to take the initiative to make a phone call. If they are not willing to do that, at least, reduce the number of times it can be picked up from twice a month to no more than once a month. Finally, one of the things we have talked about in District 9, is the possibility of getting a much large recycling facility put in place for citizens to be able to take these kinds of things to that location 5 – 6 days a week. If we are not going to do that, because this is going to replace that, it troubles him even more. The purpose of having staff to look at facility, to be constructed, that would be accommodating, and would be large enough to accommodate these kinds of things on a daily basis, was his desire to prevent the kind of collection debris in front of homes this might cause.

Mr. Livingston stated one thing that has been helpful in the past, particularly with collections, we have oftentimes done a pilot program in a couple areas of the district before we fully implement it. Any reason why we would not choose to do a pilot program before we implement it?

Mr. Braswell stated we can try that. It is just making sure the residents in certain areas know they are under the pilot program.

Ms. Myers stated this already occurs in some parts of the County. She stated she has a house in a neighborhood where you can put a mattress out once a week.

Mr. Braswell stated a lot of residents do not know they are supposed to call in when they place items by the curb.

Ms. Dickerson inquired if Mr. Braswell was looking at implementing the pilot program Countywide.

Mr. Braswell stated they are proposing going Countywide with the program.

Ms. Dickerson stated one of the problems may not happen in certain neighborhoods, that have HOAs, but when you have communities like 90% of her district, if we do not find a program that is going to work. She has mattresses laying out for a week that she has to call about sometimes. If you have a lot of renters, or people that do not go to neighborhood meetings, it creates a serious problem.

Mr. Braswell stated they thought this would address that by having the haulers collect every 2 weeks.

Mr. C. Jackson moved, seconded by Mr. Rose, to forward to Council without a recommendation.

In Favor: C. Jackson, Pearce, and Rose

The vote in favor was unanimous.

- d. Property donation offer, TMS # R17400-03-23 – Mr. Pearce stated, as he understands it, this individual wants to donate a detention pond to the County.

Mr. Madden stated the detention pond is on the property.

**Development and Services**

**June 26, 2018**

**-4-**

Mr. Pearce stated the detention pond is overgrown and in need of dire repair. If we accept it, we will have to...He inquired if we do not accept the property, do we have any authority over requiring the detention pond to be maintained.

Mr. Ozbek stated we do have authority.

Mr. Pearce stated, for clarification, it is not being maintained presently.

Mr. Ozbek stated the individual purchased a piece of property, without doing their proper due diligence, and found out there was a detention pond. The detention pond serves the area, and they have all the proper tools. If we accept the property, we will be doing all the maintenance.

Mr. Pearce inquired if the detention pond was functional.

Mr. Ozbek stated it is a functional detention pond. It may not be manicured, or the appearance may not be as good as it needs to be.

Mr. Pearce stated, if we accept the property, we will be responsible for maintenance in perpetuity.

Mr. Ozbek stated that is the issue. The current condition is acceptable.

Mr. Rose inquired if this would have any benefit to the County.

Mr. Ozbek stated it will not have any benefit to the County.

Mr. Rose moved, seconded by Mr. C. Jackson, to table this item.

Mr. N. Jackson stated this is a homeowner's nightmare. When someone builds a subdivision and you buy a house, and then the HOA fee you have to pay to maintain a detention pond. When you purchase a house, you do not know that. When we take over the roads, we take over the roads and maintain it, but we are not taking over the detention pond. If they stop paying taxes on it, it goes to the tax sale and nobody owns it. If there is flooding, and it is not maintained, it causes major problems. What do we do with the citizens who complain because they did not know what the developers did?

Mr. Ozbek stated this is a commercial area on Clemson Road.

Mr. N. Jackson stated it still affects businesses.

Mr. Rose withdrew his motion.

Mr. C. Jackson moved, seconded by Mr. Rose, to forward to Council with a recommendation to decline the offer to accept the property.

In Favor: C. Jackson, Pearce, and Rose

The vote in favor was unanimous.

- e. Richland County Storm Drainage Easements within City of Columbia Limits – Mr. Madden stated the City will accept stormwater easements, within the City, if the County brings them up to their standards.

**Development and Services**

**June 26, 2018**

-5-

Mr. Pearce inquired about what that would entail.

Mr. Madden stated that would entail the County paying for repairs or repairing easements or drainage infrastructure that is already within the City. Staff's recommendation is to not do that.

Mr. Malinowski stated on p. 54 of the agenda is the conclusion of an AG opinion, which states it is their opinion the municipality, and not the County, is responsible for maintenance and repair of the roads.

Mr. Pearce inquired if we have any idea what the costs or extent would be.

Mr. Madden stated there are a number of easements that we have. There is one neighborhood in particular, the Yorkshire neighborhood, that staff has reviewed the costs, which is around \$400,000.

Mr. Ozbek stated that is the neighborhood that prompted this issue. He stated we have literally hundreds of thousands of linear footage of easements. If they are annexing properties from the County into their municipality, they need to take care of the drainage, roads, etc.

Mr. Rose stated if we are talking about the storm drainage easements, which would be in the City limits, why would we not want them to have access and maintain it.

Mr. Ozbek stated we would be more than glad to give all the easements to the City.

Mr. Rose stated he thought staff's recommendation was against it.

Mr. Madden stated it is not necessarily staff's recommendation. In staff's internal discussions, doing work, or spending our dollars, in areas that are not within our jurisdiction, is not the protocol we have in place. If Council directs staff to do that, of course, staff would do it. The City annexed those areas, and they charge a stormwater fee for maintaining those areas. The County charges a millage for stormwater, but we do not charge the residents within the City. The funding that we collect is for unincorporated areas. Whereas, the stormwater fee the City collects they use for their infrastructure. It is somewhat difficult to address that without Council direction.

Mr. Rose stated, for clarification, so we would not be alleviating staff of extra work. It seems if there is an easement, and it is in the City, then the City would be the one taking care of. Ismail and his crew would not be going out. There would be a cost savings with staff, and otherwise, because we would not be taking care of an issue as it arises.

Mr. Ozbek stated, for example, an area in a neighborhood is being annexed into the City. That is annexed with the road, and road maintenance, with shoulders, etc. Within that area there could be storm drainage systems, ditches, and channels, which goes along with the maintenance of that. Some of these are so old there are repairs needed on the pipe. Yorkshire has a large 16" pipe that has a huge sinkhole. The gentleman spoke at the City-County joint meeting. Just that one repair could cost \$300,000 - \$400,000. The City is saying they will take the easement, but the County has to repair the system before they will accept the easement. The County is saying the City has already accepted these areas, and we will be glad to give the City the easements.

Mr. Smith stated on p. 54 of the agenda packet the AG's conclusion is: "Our opinion is that the municipality, and not the county, is responsible and repair of the roads located inside its corporate limits. We believe that county councils are only responsible for repairing roads which are in unincorporated areas of the county." What they are talking about is streets, roads, infrastructure, that may be annexed by municipalities, that were once in the County, but is subsequently annexed

**Development and Services**

**June 26, 2018**

**-6-**

within the City limits, and whose responsibility it is once it is annexed. They are saying once the municipality annexes it, then it is the municipalities responsibility, and not the County.

Mr. N. Jackson stated it did not say ditches though. It just said infrastructure, but they did not specify ditches. Does it include ditches or stormwater systems?

Mr. Smith stated he thinks it includes roads, bridges, any infrastructure, which would include ditches.

Mr. N. Jackson stated the property owner usually suffers because the City is claiming they did not annex the stormwater system. So, for years it was not maintained. When the property owner calls, they say it is a County problem. And, the County says it is a City problem. Back and forth and nothing happens. He stated he has visited that property, and that property owner's grandchildren cannot play in the backyard because it is so dangerous. They putting boards over it so people do not fall through. It is crumbling, and somebody is going to get hurt. When it rains heavy the property owner and their neighbors cannot go in their backyards. Before we get sued or gets hurt, someone needs to take responsibility and fix this system. A 60" pipe that is 5' tall is crumbling in the property owner's backyard, and no one is responsible. We have to find a policy to either have the infrastructure built to a certain standard, and the City or County takes it over, instead of the homeowners being responsible for it. In this case, when it was annexed the City was wrong.

Mr. Pearce stated the committee is voting to establish a policy, as to whose responsibility it is. If we accept staff's recommendation, we will grant the easements to the City, but we decline our responsibility to repair them. That would then establish a very clear policy. If it is within the City, the City will fix it. If it is within the County, the County would fix it.

Mr. N. Jackson stated, at the end of the day, if the City decides it's the County, even though we set a policy, we may have to go to court.

Mr. Livingston stated, at the last Council meeting, a young lady came to express some concern about a ditch in her backyard, in the Belvedere Community. He stated he is trying to understand if this will address her concerns. The Belvedere Community was annexed into the City, but the City claimed they did not annex the ditch. So, the ditch is still in the County. Will this address her concern, if the City is going argue that they did not annex the ditch.

Mr. Smith stated on p. 51, the Attorney General's opinion talks about previous opinions they have issued regarding this subject, as follows: "This Office has, on several occasions, expressed its belief that a county's exercise of police power is restricted to the unincorporated areas of the county." Again, it goes back to, once it is annexed within the corporate limits our power to do anything is restricted to the unincorporated area, and the City of Columbia is responsible for anything within its boundaries.

Mr. Livingston stated the argument is the ditch was not incorporated.

Mr. Smith stated on the issue of the ditch, if the ditch that you are talking about, in this particular instance, was not incorporated within the annexation that the City did, and it is still in the County, then based on this opinion the County would be responsible for the ditch. To Mr. N. Jackson's question; however, even if you do not specifically talk about a ditch, if it is annexed within the City limits, the exercise of the county's police power stops within the incorporated area.

Mr. Livingston stated that is not fair to the County. If they are going to annex an area, and we have a ditch going right along someone's backyard, and they annex right up to the ditch.

**Development and Services**

**June 26, 2018**

**-7-**

Mr. Smith stated there are certain portions of the County the City annexes for various, and they leave out for various reasons.

Mr. Rose moved to have our staff, and Legal, go to the City to try to work out something that might be amenable to both sides. He inquired that has already been tried.

Mr. Madden stated staff had a conference call with City staff about this issue. One option Council may want to consider, for areas that are flood prone because of the infrastructure, an agreement where the County pays a portion to help bring it up to standard.

Mr. Rose inquired as to when staff last had a conversation with the City.

Mr. Madden stated approximately 3 weeks. They communicated to the City they would be bringing this forward to Council for vetting.

Mr. Ozbek stated the City of Columbia has a stormwater utility. The utility's purpose is to collect money, and spend the money on areas that impact storm drainage, ditches, pipers, etc. The County does not have that resource. He stated this is just one easement. There are literally thousands of these. If you do one, he guesses you would have to do the rest of them.

Mr. Rose moved to hold this in committee and have County and City staff meet to discuss this matter further.

The motion died for lack of a second.

Ms. Myers stated, for clarification, the fund we use for stormwater drainage, and repair of these ditches, is only taxed in the unincorporated areas.

Mr. Madden stated it is a dedicated millage.

Ms. Myers stated she represents people in the incorporated, and unincorporated areas. If she lived in the unincorporated areas, and we started raiding this fund to make repairs, where municipalities had incorporated areas, she would be very concerned. Secondly, we have the AG's opinion that specifically states we have no business doing it. Thirdly, if something goes wrong, while we are there doing it, or something years later erupts from the repair, then we have issues from having gone to a place where we should not have been, according to law, from the beginning. She understands we want to be kind to the residents who do not have someone to save them now that the City has incorporated them. There is no money that follows that. There is also additional liability that does not belong on the County. She thinks with all of the drainage, and other issues we have in the areas, where people are paying the tax, it would be highly unfair to take that fund, and use it for areas that have been incorporated. When we have a big issue in an area that unincorporated, is the City going to run out and clear those drains and make repairs?

Mr. C. Jackson stated he wished there was some rationale approach to annexation. If that existed, we would not have these kind of issues that come up after the fact. Rather than skirting around who is going to pay a bill, and whether we have a bottomless pit of funds we can cover all these bizarre actions that occur, as a result of decisions made without consulting us. He wishes there was some approach that would require the City to give us prior notice before annexation occurs. And, that someone would do due diligence, with regard to that particular annexation, and state, as a result of this request here is what comes with that. It makes much more sense than making a decision, creating doughnut holes, annexing the house, but not the ditch, etc. At the end of the day, it is the property owners that suffer because they have this gigantic problem in their backyard, and no one

**Development and Services**

**June 26, 2018**

**-8-**

wants to assume responsibility. Yet we have lost the tax revenue coming from it, as a result of losing the property off the tax rolls.

Mr. Pearce stated it would be easy to take the first part of what Mr. C. Jackson said about annexation, and attach it to the motion.

Mr. N. Jackson stated Mr. C. Jackson said what he wanted to say, but in a different way. At the end of the day, annexation and those things need to be cleared up before we move forward.

Ms. Dickerson stated, prior to annexation, there are numerous attempts to go into the neighborhoods to see whether or not they want to be annexed. It has to be a percentage, correct?

Mr. Smith stated in some cases. The other scenario is, in order for them to get water, they must sign an agreement that says they are subject to annexation, in consideration for the City giving them water.

Ms. McBride stated, as a follow-up to Mr. Livingston's statement, are we saying it is the County's obligation now? In the beginning, we knew the ditch was not annexed.

Mr. Ozbek stated we did not know. We were not even given that opportunity.

Mr. Smith stated, based on the AG's opinion, the ditch is still in the unincorporated area; therefore, it is the County's responsibility.

Mr. Malinowski inquired if a resolution was reached where the City was going to be required to ask permission before they run a waterline in the unincorporated area.

Mr. Smith stated he does not know where that is. He was not a part of any discussions with the City regarding that. He knows we gave that information to the committee and Administration. It is my understanding, there were supposed to be follow-up discussions with the City, but he does not know whatever came of those discussions. All of this goes back to previous discussions we had, which deals with annexation, which deals with the issue of them extending waterlines into our areas and us reacting to it, after the fact.

Mr. Malinowski stated if there is not some change in the annexation rules, he would be more than happy to get all the taxes, and then tell people your roads, ditches, etc. are still the responsibility of the other guy.

Mr. Pearce moved, seconded by Mr. C. Jackson, to forward to Council with a recommendation to grant the easements to the City of Columbia; however, the County respectfully declines responsibility to pay for repairs. In addition, the County believes part of the problem relates to the manner in which the City is annexing this property. The County would be willing to meet to discuss a better method of annexation where possibly some of these areas could be addressed prior to the annexation.

In Favor: C. Jackson, Pearce, and Rose

The vote in favor was unanimous.

- f. Proposed District 9 Neighborhood Master Plan "Pontiac" – Mr. C. Jackson stated he has had multiple conversations with staff about this since he joined Council. Staff has been doing an excellent job of working toward accomplishing the goal of creating a Neighborhood Master Plan for those in District

**Development and Services**

**June 26, 2018**

**-9-**

9. However, he would like to make a motion to defer this until the next committee meeting to give staff and himself to go over the areas he would like to see included in the report.

Mr. C. Jackson moved, seconded by Mr. Rose, to defer this item until the July committee meeting.

In Favor: C. Jackson, Pearce, and Rose

The vote in favor was unanimous.

- g. Using Public Funds on Private Roads: Hardship Options – Mr. Madden stated the issue of accepting privately owned roads into the County’s inventory system for maintenance has come before Council on multiple occasions. What staff has attempted to do is put together some options, that you may consider, that establishes a policy for addressing those private roads, and accepting those roads into the County system. Also, an option for areas that may fall outside of that, that may involve public emergency related efforts. So, if there is a road that may need to be repaired so that an EMS vehicle or handicap accessible bus could reach them, it would give an option that Council may consider for that. Right now we do not have a policy to govern that.

Mr. C. Jackson inquired as to what the current practice is.

Mr. Madden stated, for example, you have a developer putting a subdivision in, and they have roads. They bring those roads up to the County standards. Then the County accepts those roads. We have instances where a developer may abandon a development, may not complete the roads. We should have a warranty or performance bond to assist in those instances, and those bonds lapse and we are unable to draw down on those bonds. In those instances, they are on a case by case basis. In 2013, the County made a decision to accept a number of roads into the County’s inventory, but that is typically not the process that is used. The process is a developer builds a subdivision, brings the road up to County standards, and the County accepts those roads into the County’s inventory.

Mr. C. Jackson stated we have accepted a couple in neighborhoods where there was a County road up to a certain point. It became a private road for a couple blocks, and then became a County road again. The request was for us to close that gap for those 2 or 3 blocks.

Mr. Malinowski stated, on p. 89, staff’s recommendation was for a work session to refine the process. If in fact that is what the committee decides, he would also like to know what years did the bonds lapse for each of these projects. What years were the requests made for each of these particular projects? Was it a request by Council, homeowners, etc.?

Mr. Rose moved, seconded by Mr. C. Jackson, to forward to Council with a recommendation to hold a work session.

In Favor: C. Jackson, Pearce, and Rose

The vote in favor was unanimous.

- 5. **ADJOURNMENT** – The meeting adjourned at approximately 5:56 p.m.



**Development & Services Committee Meeting  
Companion Document**

**Agenda Item**

Proposed District 9 Neighborhood Master Plan – “Pontiac”

**Background**

The Neighborhood Improvement Program was established by County Council in Fiscal Year 2004 to coordinate and fund Neighborhood Master Plans [NMP] and improvement projects in Richland County. On March 1, 2005, County Council approved the first 10 priority focal areas for Neighborhood Master Planning. The table below displays the completed Master Planning Areas, along with the date each plan was adopted by County Council.

<b>Master Planning Area</b>	<b>Date Adopted</b>
Southeast Richland Neighborhoods	1/3/2006
Broad River Neighborhoods	10/19/2006
Decker Blvd / Woodfield Park	7/10/2007
Candlewood	3/12/2009
Crane Creek	1/19/2010
Trenholm Acres / Newcastle Neighborhoods	1/19/2010
Broad River Road Corridor and Community	12/14/2010
Lower Richland	3/18/2014
Spring Hill	3/18/2014
Capital City Mill District (Olympia)	11/14/2017
<b>Other County Planning Efforts</b>	<b>Funded by</b>
Ridgewood Master Plan	Community Development
Arthurtown Revitalization	Community Development

On March 1, 2016, the honorable Julie-Ann Dixon brought forth the following motion:

“I move that the Richland County Neighborhood Improvement Program develop a set of criteria for determining the necessity of future Neighborhood Master Plans in unincorporated Richland County and that staff begin their analysis with District 9 no later than the end of the calendar year [December 31, 2016].

Administrative Policy 2016-5, Future Master Plan Criteria, addresses the first of two actions requested via the aforementioned motion by setting forth criteria for assessing the necessity of future NMPs in unincorporated Richland County, which is essential to the progression of the program and the targeted, lucrative revitalization and/or conservation of areas within unincorporated Richland County.

In keeping with the spirit of the motion put forth by former Councilwoman Dixon, Councilman Calvin “Chip” Jackson continued to move with staff to assess the feasibility and appropriateness of a new NMP in District 9, providing input in investigating potential neighborhoods of benefit at various stages of the process.

NMPs serve to catalyze targeted revitalization and/or conservation efforts in designated areas of unincorporated Richland County in accordance with the vision, goals and objectives of PLAN Richland County, the 2015 Comprehensive Plan. The general area tentatively titled *Pontiac* within District 9 has been identified as the area with the greatest potential of benefiting from such efforts, per analyses conducted according to the criteria established in Administrative Policy 2016-5. Preliminary analyses and evaluation reveal that the strengths, weaknesses, opportunities and threats within the Pontiac area are such that it would benefit greatly from the establishment of a shared vision, development goals and focused community services.

Preliminary conversations were held between staff and Councilman Jackson in working to identify potential areas of need. Various communities, which could benefit from a Master Plan, were identified throughout District 9, two of which rose to the top as exhibiting the greatest ability to benefit from and support the neighborhood master planning process. Exploration of these two neighborhoods, including the detailing of potential issues and concerns, was conducted in tandem with input from Councilman Jackson. Further analyses revealed one area was of greater need and ability. This area, Pontiac, which is off Clemson Road east of Two Notch Road, west of the City of Columbia and east of the Village at Sandhill and Clemson Extension, was selected to undergo full analysis via the application of Administrative Policy 2016-5.

Upon completion of the analysis, Pontiac received a yellow, green and yellow for the three evaluation criteria of substructure, scale and cost-benefit, respectively. This provides a final, favorable rating of yellow, which per policy, moves forward with a recommendation from staff to move forward in conducting a neighborhood master planning process as funding allows.

#### Issues

N/A

#### Fiscal Impact

Limited; the fiscal impact of undertaking a new Neighborhood Master Plan would be provided from the ½ millage which the Neighborhood Improvement Program receives as part of the Neighborhood Redevelopment fund. If a subsequent plan is then adopted, any future implementation projects will be paid out of the same funding source, with no to little fiscal impact on the County’s General Fund.

#### Past Legislative Actions

N/A

#### Alternatives

1. Begin the process for a new District 9 Neighborhood Master Plan tentatively titled “Pontiac.”



2. Do not begin the process for a new District 9 Neighborhood Master Plan tentatively titled "Pontiac."

**Staff Recommendation**

Staff recommends moving forward with the process of establishing a new District 9 Neighborhood Master Plan tentatively titled "Pontiac," where community input toward vision, goals and services can be obtained.

**Submitted by:** Tracy Hegler, Community Planning & Development Director

**Date:** July 18, 2018





# RICHLAND COUNTY GOVERNMENT

Community Planning & Development

## REPORT

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### Executive Summary

Neighborhood Improvement Program staff has been tasked with determining the feasibility of a future Neighborhood Master Plan located in Council District 9. This process was conducted following the guidelines set forth in *Administrative Policy 2016-5: Future Master Plan Criteria*, which establishes the mechanism by which to gauge a proposed Master Plan area via scale, substructure and cost-benefit associated with it. Likewise, the policy clarifies that any localized planning effort conducted by Neighborhood Improvement should coincide with the broader prescriptions adopted in the County's 2015 Comprehensive Plan. All of this serves to provide a means by which to develop place-based goals and objectives toward targeted revitalization and/or conservation of local communities.

The potential Neighborhood Master Plan for District 9 has been identified as the Pontiac area located in northeast Richland County. The proposed boundary consists of the area east of the CSX rail line along Two Notch Road, south of Spears Creek Road, west of the City of Columbia's jurisdictional boundary, and north of and including the Royal Pines Estates subdivision southern edge. Clemson Road bisects the area creating a distinct northern and southern division. The boundary area is approximately 800 acres or 1.25 mi<sup>2</sup>. Two distinct residential neighborhood areas, Spears Creek Mobile Home Community and Royal Pines Estates, are located within the boundary. The scale of the Pontiac Neighborhood Master Plan as described by the aforementioned boundaries achieves a favorable, yellow ranking per the Future Master Plan Criteria.

Initial research reveals only one active community group within the proposed boundary – The Royal Pines Estates community association. The community association meets regularly at the Free Mason's Temple located within the neighborhood. Because they are an active, organized association it qualifies as a highly favorable, green ranking for the substructure criterion.

A total of fourteen [14] possible neighborhood interventions have been identified with the potential to be incorporated into the Neighborhood Master Plan, based on future public input and feedback. These interventions address various needs and issues perceived as currently existing within the boundary area. The interventions satisfy the cost-benefit criterion which is two-fold in nature. It examines both initial and maintenance costs for systems and services. These are ranked separately and averaged together for the qualifying score. The cost-benefit criterion averaged to be a yellow, favorable ranking.

Likewise, eight community planning and cultural principles are to be incorporated into the Neighborhood Master Plan itself. All of the principles are addressed via the potential District 9 Master

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Plan in some fashion. Satisfactory inclusion of these principles helps in further establishing a favorable evaluation beyond the criteria ranking determination.

Based on the overall evaluation, the Pontiac Neighborhood Master Plan has obtained a favorable ranking of yellow, with a recommendation to proceed with the process of establishing a full Neighborhood Master Plan.

## Introduction & Background

Neighborhood Improvement Program [NIP] staff has been tasked with determining the feasibility of a District 9 Neighborhood Master Plan [NMP]. NIP staff have undertaken this process following the guidelines set forth by *Administrative Policy 2016-5: Future Master Plan Criteria, which is the methodology for determining the applicability of future NMPs*.

Initially, two general areas were identified for the possibility of undergoing the aforementioned evaluation criteria. After a preliminary examination of the two areas and meetings regarding the potential course of action, one was evidenced as being of greater need and exhibiting the ability to benefit more from a NMP. The selected area has since undergone a full evaluation as documented in this report. The potential District 9 NMP is tentatively titled Pontiac in this document and subsequently as the process moves forward, wherein a more definitive name may be determined.

Pontiac is concentrated on the areas surrounding Clemson Rd east of Two Notch Rd (including the area between the CSX rail line and Two Notch) and west of Columbia's municipal jurisdiction. The boundary includes two different neighborhoods identified as Spears Creek Mobile Home Community and Royal Pines Estates, as well as relevant surrounding areas.

The purpose of NMPs is to catalyze targeted revitalization and/or conservation of designated areas within unincorporated Richland County. As such, the NMP is not to stand alone, but must be developed in accordance with the prescriptions set forth in the Comprehensive Plan. Coordination with the Comprehensive Plan should allow for further enrichment of NMP goals where the broader, general ideas become more focused and place-driven through the planning process.

The Pontiac planning area is ripe with opportunity. The portion of Clemson Rd located within the potential NMP boundary is designated as a "Mixed Use Corridor" in the Future Land Use element of the 2015 Comprehensive Plan update. The "Mixed Use Corridor" designation focuses on transitioning suburban commercial corridors and traditional strip commercial development to mixed-use corridors connecting activity centers. Additionally, the designation is enhanced by the proximate Community Activity Center at the intersection of Two Notch Rd and Clemson Rd., which includes the Village at Sandhill, Clemson University Extension, and the defunct Richland County Northeast Industrial Park. These components both allow greater potential for development and investment to occur, but also provide active amenities and services with an opportunity for enhanced connectivity as pertains to NMP communities.

As stated earlier, NMPs will provide more specific place-based goals and objectives toward revitalization and/or conservation. Every NMP is unique to itself, with specific concepts, interventions, and strategies for improving the communities being served. The Pontiac NMP should provide creative and imaginative design beyond the base zoning classifications; allow for place-making and the advancement of neighborhood character; catalyze development of necessary amenities and infrastructure based on market conditions, anticipated growth and development pattern; utilize site-specific development that conforms to the constraints of the land and natural environments; encourage clustering of appropriate uses and densities for more efficient development; and foster connectivity among pedestrian facilities

between neighborhoods, recreation zones, open spaces and employment and commercial opportunities within the NMP

Per the policy, three criteria are to be used in determining the fitness and ability to benefit from the planning process. The first criterion is scale, whereas it should be appropriate to support in-depth exploration of principles established via the Comprehensive Plan. The next criterion is substructure, which demonstrates the foundational elements for supporting the implementation of a plan via social networks and capital. The final criterion consists of a dual structure cost benefit, so as to measure the ability to justifiably fund the NMP. Evaluation criteria form the basis by which the NMP shall be evaluated as to whether the process should continue or not be pursued further. The various criteria are scored qualitatively, using measures of green (highly favorable), yellow (favorable) and red (not favorable). Minimal approval is an average favorable rating of *yellow*. An automatic non-favorable evaluation occurs when at least two or more components receive a *red* rating as it would then be impossible to achieve an average of yellow.

In addition to the three evaluation criteria, NMPs should address various community planning principles. Eight principles are applied when evaluating a neighborhood planning process such as this. These principles should be included as facets of the plan itself, being present and acknowledged, while strategies, interventions and programs should work toward advancing the principles further in some manner. These principles are access, equity, collaboration, safety, innovation, sustainability, amenity and value management.

## Evaluation Criteria

**Scale.** Scale is a means by which to ensure future NMPs are of a manageable size. An area must be scaled appropriately for master planning to be impactful. Two issues with scale arise. One is the issue of size, or overall area, whereas it may encompass too great of an expanse so as to spread resources too thin for too many issues or people. The other is the inverse where an area is too small an expanse to have a lasting impact. Another issue, similar to the first, deals with the amount and contiguity of neighborhoods, as neighborhoods normally have specific issues and dynamics that occur within them, so a larger area with too many neighborhoods poses problems for implementing or conducting a NMP in an efficient and effective manner. Scale, therefore, becomes a critical component, especially as pertains to the ability to plan for place-specific context and the ability to perform a thorough investigation of issues and effective processes.

The Pontiac NMP has a scale which is favorable for plan development and progression. Stemming from the primary analyses and internal meetings around a District 9 NMP, a boundary area has been devised. The general boundary area can be described as the CSX Railroad on the west, Spears Creek Church Rd on the north with the exception of Spears Creek Village and Walden Place subdivisions, City of Columbia's municipal boundary on the east, and Fore Ave on the south with Clemson Rd bisecting the area. Figure 1 demonstrates the more specific boundary elements. The Pontiac NMP boundary area is 799.35 acres or 1.25 mi<sup>2</sup>.

Two different residential neighborhoods can be recognized with easily definable boundaries. One of the neighborhoods lies on the northern side of Clemson Rd off of Spears Creek Church Rd. The



Figure 1. Pontiac NMP Boundary Area.

neighborhood is the Spears Creek Mobile Home Community, located along Jabay Dr, Jacobs Dr, and Spears Creek Church Rd. This community consists of a mobile home park at the center of the neighborhood area, with about ½ acre parcel lots of a rural nature built mostly during the 1960s and 1970s, with some much earlier and a few built more recently. The second neighborhood area, Royal Pines Estates, is located south of Clemson Rd. Royal Pines Estates is the larger of the two communities. The neighborhood appears to have developed primarily around the 1980s and 1990s as a mobile home community, evidenced from its current conditions and specific zoning. Figure 2 shows the locations of the two neighborhoods within the NMP area.



Figure 2. Pontiac NMP Residential Neighborhoods.

For the scale categories a rating of “green” would rely upon a study area equaling an extent of a ¼ mile radius from a central location. For the rating of “yellow”, a study area would need to have a study area greater than ¼ mile radius with three or fewer neighborhoods within it. A “red” rating would be a study area greater than ¼ mile radius with four or more neighborhoods. Based on the total areal extent and the amount of neighborhoods present within the Pontiac NMP boundary, the scale qualifies with a favorable rating of *yellow*.

**Substructure.** Substructure looks at who is involved within the community, what level of social capital exists and whether there is the necessary civic infrastructure present to support the master planning process. The substructure criterion ensures the presence of the appropriate foundational elements on which to build positive results. It makes sure that there is “community” available to engage and

collaborate with for the NMP. This addresses the underpinnings of the neighborhood master plan where it must be a partnership between the local residents and the County, which is a core component of the Neighborhood Improvement Program.

One active and organized group has been identified within the Pontiac NMP boundary. The group is Royal Pines Estates community association. They are an official group incorporated with the South Carolina Secretary of State. They hold active, regular meetings within Royal Pines Estates, often at the Free Mason's Temple located at 600 Burmaster Dr. Likewise, there may be additional social connections between Royal Pines Estates and surrounding areas as they are listed under the "Sand Hill" neighborhood on the social network app, Nextdoor, along with the extended Pontiac community.

Additionally, other potential stakeholders have been identified who could be viable participants for the NMP. These include business and property owners located along Clemson and Two Notch Roads within the Pontiac boundary. These property holders should be interested in any future plans and developments taking place which could affect their interests or shape outcomes for them. Many have property that has yet to be developed but is ripe for such. Similarly, the County owns a small portion of land which would be affected by the NMP. Additionally, residents, neighborhood groups, business and land owners within a contextually relevant proximity of the plan boundary will have the opportunity and ability to contribute to, stay informed of, and aid in the implementation of the plan as the process progresses.

For a substructure rating of "green," a potential NMP must have an active, organized association currently present. For a rating of "yellow," if no group exists, identified residents must be interested in forming an organization/association. For a "red" rating, no organization/association appears to exist and no interested residents have been identified. Due to the presence of an active neighborhood group within the Pontiac NMP area, the substructure warrants a highly favorable, *green*, rating.

**Cost-Benefit.** The purpose of the cost-benefit component of the evaluation is to ensure equity and fiscal responsibility in the development and implementation of future master plans. Particularly, to ensure that new NMPs do not present a cost burden to the program such that there are not enough funds and/or resources to realize the recommendations therein. As such, the cost-benefit becomes a critical component for the evaluation.

Cost-benefit is comprised of two different components. The first involves assessing the initial cost associated with project implementation within the proposed NMP. This is written as  $C/B^i$ . The second element is the cost for maintaining an intervention's systems, infrastructure or other elements associated with a project for a 20 year period. It is written as  $C/B^m$ . Both parts of the cost-benefit do not rely on actual values but are qualitatively derived using estimated value ranges. The qualifiers are "low" – equivalent to green with a dollar amount less than one-hundred thousand; "medium" – equivalent to yellow with a dollar value range between one-hundred thousand and two-hundred and fifty thousand and "high" -- equivalent to red with an estimated value greater than two hundred and fifty thousand dollars. Since each part of the cost-benefit can include multiple features, there are limits placed upon how many interventions can be qualified as "high." For  $C/B^i$  study areas which have 6 or

more projects or necessary interventions, 50% of them cannot be qualified as “high”, if so, then the NMP automatically is shown as excessive need and deemed too costly to pursue without outside funding. Likewise, for  $C/B^m$ , if the study area has 4 or more projects where 50% of them are listed as “high” the NMP will be deemed too costly to pursue unless outside funding is identified. Each component of the cost-benefit is individually evaluated and then combined into a single cost-benefit rating to be utilized, written as  $C/B^t$ , for the overall evaluation.

Fourteen different interventions have been identified as possible recommendations for the Pontiac NMP. Each intervention is currently presented as a conceptual idea as part of the evaluation process. The projects will, in part, expound upon the goals listed previously in the background section as well as either introduce or enhance the cultural and community principles for the area. This is not an exhaustive list, nor is it definitive but is intended to assess area deficiencies and opportunity and present a set of preliminary considerations to improve the proposed NMP study area. Future engagement around these interventions and any others will need to be undertaken directly with Pontiac stakeholders to determine the mechanisms for neighborhood improvement.

*Intervention I: Road Connection from Burmaster Dr to Clemson Rd.* Intervention I looks to increase access for Royal Pines Estates residents directly to Clemson Rd. Currently, there is no direct access from any part of the neighborhood to Clemson Rd. Residents must exit the neighborhood to Two Notch Rd then turn onto Clemson Rd which increases travel time and distance more than is necessary. This intervention would be a minor arterial road intended only for local traffic and should consider pedestrian facilities as well. As such, it should not include more than 30’- 34’ of active ROW, with a suggested 20’ of paved roadway and 5’ – 7’ of sidewalks on each side. Additionally, this project could help increase safety, sustainability, equity and amenities by establishing walkability for local residents.  $C/B^i$  for this intervention is estimated at “high” while  $C/B^m$  is estimated at “medium.”

*Intervention II: Royal Pines Estates Linear Park.* Intervention II consists of a linear park development located along the local creek bed adjacent to several vacant lots within the neighborhood. The linear park would look to enhance currently vacant land and the creek flowing through the area. This would provide further amenities to local residents with the activation of greenspace and recreational opportunities. This intervention would also function as a beautification measure which would enhance underutilized space to provide a needed amenity for the neighborhood. The possibility of including passive and active uses along with habitat measures would look to provide greater sustainable resources for the area.  $C/B^i$  for this intervention has the ability to be “high,” but the  $C/B^m$  would be “low” due to the function and design which should necessitate only minimal maintenance.

*Intervention III: Royal Pines Estates Design Guidelines.* Intervention III addresses the need for promoting neighborhood character. The neighborhood area is unique in that it is a larger manufactured-housing development. The zoning for the area is specifically catered to this function, but as older, out of date housing gets removed and lots are sold, newer site-built homes have been cropping up which are not contextually appropriate. As such, design guidelines should be developed to create and preserve a sense of place within the community and surrounding areas. Both cost-benefit elements for this intervention would be “low”.

*Intervention IV: Clemson Road Pontiac Mixed-use Incentives + Development Guidelines.* Intervention IV centers upon the Clemson Rd corridor within the Pontiac NMP area, while also including the commercial strip along Two Notch Rd at Spears Creek Church Rd. This intervention would focus on the expansion of development capacity along the corridor and the potential of introducing amenities via mixing uses. Currently, the corridor has many vacant parcels that are ripe for development or have the potential to be in the near future. The current land uses cater to smaller manufacturing or commercial industrial companies along with smaller businesses and service companies. Diversification of uses is of critical importance for the proposed NMP study area and surrounding communities. Establishment of incentives and guidelines will help to ensure that the area continues to develop in a way that is beneficial to the surrounding residential areas. Introduction of area-specific design and development guidelines will also aid in establishing the preferred pattern of growth as prescribed by the 2015 Comprehensive Plan. A possible way of incentivizing the area could be through establishing a “pink zone”. A pink zone is similar to an innovation district, but provides incentives and loosening of restrictions for enabling neighborhood-scale, community centered development and revitalization. This intervention would help address numerous community and cultural principles as well as help anchor Clemson Rd further in connection to the surrounding neighborhoods. The initial cost is estimated to be “low” though, depending on the incentive package, it could be more costly than estimated. Likewise, initial analysis suggests the maintenance cost would be “low” for the implementation project.

*Intervention V: Clemson Road Corridor Branding.* Intervention V is necessitated by the lack of consistency in identity across the Clemson Rd corridor. As Clemson Road serves as the backbone between two neighborhood areas and the catalyst for future development, branding for the area is critical in achieving a sense of place. C/B<sup>i</sup> is estimated to be “medium” depending on the type of branding needed and implementation components with it. C/B<sup>m</sup> is estimated as “low.”

*Intervention VI: Spears Creek Mobile Home Park Redevelopment.* Intervention VI looks toward the redevelopment of the Spears Creek Mobile Home Park community for increased connections and improved conditions. The redevelopment would look to improve the quality of housing and beautify the general location. Contextually relevant housing typologies should be considered for the area along with new, multi-modal street connections to the adjacent roadways. This intervention could also help spur new development in the adjacent non-developed properties in partnership with Intervention IV. This intervention is estimated to be “high” for the C/B<sup>i</sup> and “medium” for C/B<sup>m</sup>.

*Intervention VII: Two Notch Corridor Branding.* The Two Notch Corridor Branding would be similar to that which is proposed via Intervention V. Branding and community character building should be accomplished for the commercial area along Two Notch Rd at Spears Creek Church Rd. These strip properties consist of smaller commercial shops and businesses along with the Pontiac Magistrate’s Office. Historically, this is the central location of the town of Pontiac. The branding for Pontiac should be tied-in and coordinated with the branding of other areas throughout the NMP to provide consistency, while still celebrating unique characteristics of individual neighborhoods. The historic roots for the area are an exploratory possibility in the branding component for this portion of the NMP. These improvements should not be as extensive as Intervention V, thus leaving both cost-benefit elements as “low.”

*Intervention VIII: Community Solar Garden.* Intervention VIII is another way of utilizing vacant or undevelopable land located within the Pontiac NMP through the installation of a community solar farm. A community solar farm is a small to medium scale solar “plant” utilizing solar panels to create energy which is shared among community residents. The opportunity is something which residential and non-residential community members can take part in. Users often receive credits on electric bills which help to lower and offset costs on their monthly utility bill. Systems can normally be communally owned or leased from the utility provider. C/B<sup>i</sup> would be considered “low” while the more long range costs of C/B<sup>m</sup> are estimated at “medium.”

*Intervention IX: Industry Park Greenspace.* Intervention IX entails establishing a recreational greenspace and natural area/habitat for the NMP. Currently, the County owns vacant, undeveloped land that appears to be intended as part of the Richland County Northeast Industrial Park. Many of the surrounding properties adjacent to the parcel have been sold. There are many undeveloped lots with a deficit where usable natural areas are concerned. Developing a natural area or greenspace with pedestrian paths and recreational features would serve as a viable amenity for residents and external members of the community as the area continues to grow. The feature will provide an attractive destination that would yield ecological benefits. Likewise, the property is adjacent to Rotureau Lake, an upper portion of Spears Creek. Currently, it consists of three parcels owned by Walden Place and is outside the NMP area. The lake could provide an additional asset to be incorporated into the natural area for public access and use. This intervention is estimated as “high” for C/B<sup>i</sup> though it could be potentially lower. C/B<sup>m</sup> is estimated as “medium” currently.

*Intervention X: Road Connection from Clemson Road to Jabay Drive.* Intervention X includes the installation of a new road connection between Clemson Rd and Jabay Dr. Like intervention I, it is a way to provide access for local residents to Clemson Rd. As in Royal Pines Estates, residents in the Spears Creek Mobile Home Park and surrounding area are not afforded a direct connection to Clemson Rd. This road should be a smaller, neighborhood road similar to the one proposed in Intervention I. C/B<sup>i</sup> for this project is estimated as “high” and the C/B<sup>m</sup> is expected as “medium.”

*Intervention XI: Neighborhood Branding + Beautification.* Intervention XI entails efforts in beautifying and branding the local neighborhood areas. The beautification and branding for the neighborhood areas would work to devise a specific branding for each of the two neighborhoods. It would follow similar thematic ideas and branding for the overall Pontiac NMP with Interventions V + VII to be consistent but allow for the uniqueness of neighborhood character to be explored. The different character aspects should be considered and expanded to enhance sense of place for the local residents linking the separate parts of the NMP area together as a singular framework within the overall branding strategy. The estimated cost for both cost-benefit portions would be “medium” for the intervention.

*Intervention XII: Creation of a Pontiac Community Alliance.* Intervention XII features the creation of a community alliance for the Pontiac NMP. The community alliance would serve as a greater organization comprised of the smaller neighborhood groups and feature more diverse stakeholders for the NMP area. Businesses, landowners and residents would all be included. This group would also be important in helping to shape and guide the implementation and direction of the master plan. It would also be a

key component for developing a unified branding approach for the overall community. Another unique component of the intervention would be the possibility of including outside stakeholders, whether businesses or groups, who have interactions along the periphery of the boundary, such as the Skateland Fun Center and Pontiac Food, who are outside the boundary but could benefit from the NMP implementation. The diversity of the group would also help to ensure equity among the stakeholders found throughout Pontiac. Both cost-benefit parts for the intervention are estimated as “low.”

*Intervention XIII: Community Compliance Clean-up Program.* Intervention XIII focuses on the utilization and expansion of two current community compliance initiatives. The first would be to regularly schedule “Clean Sweeps” throughout the various neighborhoods in partnership with the local groups and neighborhood residents once or twice a year. These would take place along the three major thoroughfares, Clemson Rd, Two Notch Rd and Spears Creek Church Rd. Royal Pines Estates and the Spears Creek Mobile Home Park and surrounding area would all benefit from the services provided during a “Clean Sweep” to remove bulk items, trash, nuisance vegetation and other issues present. Additionally, a secondary program similar to a “Clean Sweep” but focused on community-driven education and engagement around litter reduction and waste removal would be implemented. This program is part of the “Clean-up the Corridor Campaign,” piloted on Broad River Road, which is aimed at community building and sustained engagement around community compliance. Whereas, a “Clean Sweep” is more intensive cleaning, the “Clean-up the Corridor” uses educational programming and community outreach through volunteerism to establish ownership and stewardship for a community. By learning the effects and outcomes of a non-compliant and litter filled neighborhood, citizens will want to take the steps necessary to “Clean-up the Corridor” and continue to do so on a regular basis. Likewise, several partnerships for this type of programming exist with external funding available, such as the Palmetto Pride Community Pride Grant. Both cost-benefit elements are estimated as “low.”

*Intervention XIV: Pontiac Pocket Parks.* Intervention XIV introduces recreational greenspace throughout the NMP boundary area, which is currently lacking. There are several opportunities for the installation of pocket parks throughout the Pontiac neighborhoods. Vacant lots and non-developed space exist within Royal Pines Estates and in the upper portion of the NMP area around the mobile home community. These lots are located within their respective neighborhoods at locations which would be highly accessible for most residents. The community pocket parks could also function as community gathering places within the localized area if needed. Most of these would not be largely sized, so the function, in most cases, would be passive, with slight active use elements available. . The pocket parks would also allow for smaller beautification components that could be tied to the community branding. The initial cost-benefit,  $C/B^i$ , is estimated at “medium” though depending on the scope of work needed and number of parks developed, the estimate could change.  $C/B^m$  is estimated as “low.”

The overall breakdown for the cost-benefit elements of the evaluation criteria is a combined cost-benefit,  $C/B^t$ , of *yellow* – “moderate need” for a favorable evaluation. This is the average score between  $C/B^i$  and  $C/B^m$  which scored a *yellow* – “moderate need” and *green* – “low need,” respectively. The breakdown is demonstrated in the following chart (Figure 3).

	<i>Cost Benefit I</i>	<i>Cost Benefit M</i>
<b>GREEN</b>		Low
<b>YELLOW</b>	Moderate	
<b>RED</b>		
<b>EVALUATION</b>	<i>Moderate Need</i>	
<b>Interventions</b>		
I: Road Connection to Clemson Rd	High	Medium
II: Linear Park (RPE)	High	Low
III: RPE Design Guidelines	Low	Low
IV: Mixed-use Incentives + development guidelines (Clemson Rd)	Low	Low
V: Corridor Branding (Clemson Rd)	Medium	Low
VI: Spears Creek Mobile Home Park Redevelopment	High	Medium
VII: Two Notch Corridor Branding (Pontiac)	Low	Low
VIII: Community Solar Garden	Low	Medium
IX: Industry Park Greenspace	High	Medium
X: Jacobs & Clemson Connector	High	Medium
XI: Neighborhood Branding & Beautification	Medium	Medium
XII: Creation of a Pontiac Community Alliance	Low	Low
XIII: Community Compliance Clean-up Program	Low	Low
XIV: Pocket Parks	Medium	Low

Figure 3. Cost-Benefit Evaluation.

## Community Planning & Cultural Principles

In addition to the three major evaluation criteria, neighborhood master plans should prove the ability to adequately address, through current systems or enhancement via interventions, various community planning and cultural principles. As mentioned earlier, a majority [5/8] of the principles should be incorporated within the Pontiac NMP. The following entails the principles which will be incorporated into the Pontiac NMP.

**Access.** Community planning allows for services and facilities to be in locations which optimize accessibility for all users. Access then becomes a component which impacts the quality of life for residents. Access can have various meanings in different contexts, but this case deals with the ease by which something can be reached. This concept can be contrasted with that of proximity, or the physical closeness to something. Currently, there is a moderate lack of access throughout the NMP which would need to be addressed. Primarily, this arises through the proximity of the neighborhoods to Clemson Rd, but lack of direct connections thereto. Likewise, there is lack of access to certain amenities and uses that are found on the peripheral boundary of the NMP. In an effort to help improve quality of life and institute the needed access for residents, interventions I, II, IV, IX, X, and XIV would, in various ways, allow for increased access.

**Equity.** Community planning is rooted in the principle of equity. Nearly all of the other principles rely upon equity to be realized. Besides having equity through access, collaboration, safety, value management or sustainability, equity occurs in regards to benefiting a diverse set of stakeholders. Community members are not all the same and face various issues. Decisions and interventions should be those providing for equitable distribution of values and enhancements that all can share. All of the potential interventions are geared toward advancing equity for the various stakeholders and community at large.

**Collaboration.** Neighborhood planning processes depend upon collaboration among a variety of stakeholders within a community. The success of a neighborhood plan depends on active engagement and involvement through partnerships between groups. This collaboration is both an outcome and catalyst of social capital, which is similar to the substructure evaluation component earlier, but also considers the contribution of outside entities. Often, these stakeholders include business organizations, social and cultural groups, as well as educational entities and government agencies. Currently, there exists the potential for this collaborative nature among a variety of groups and stakeholders, including those identified as part of the substructure criterion. Currently, Intervention XII speaks directly to this collaborative nature involved in neighborhood planning, as this would establish a larger alliance of involved stakeholders from within and near the Pontiac NMP area. Additionally, nearly all of the other interventions could potentially increase collaboration if implemented, such as Intervention IV which would be progressed further from input and help from the Chamber of Commerce and private entities. Likewise, Intervention VIII speaks directly to the collaboration of multiple stakeholders from private residents to businesses to energy providers to local government all coming together to improve a community. So, collaboration and active community involvement is a natural part of any neighborhood

planning process and will look to be expanded further through many of the NMP Interventions preliminarily identified.

**Safety.** The planning process often helps to alleviate issues regarding social, cultural and physical safety. Socially, neighborhood watch groups, which rely upon direct community involvement with safety officers help to build rapport between law enforcement and communities and keep areas safer. Additionally, beyond crime, compliance and code enforcement issues can also be addressed, specifically removal of waste or targeting of dilapidated structures. Physically, different design methods can be applied which would increase safety while also having cultural and social effects. Several of the potential interventions address safety issues. Interventions I & X look to potentially reduce traffic and provide pedestrian friendly routes away from a highly trafficked roadway, addressing physical safety. Interventions III, VI, & XIII look to introduce different components that would address issues of safety from physical safety to code enforcement and compliance to changing the culture around safety in the area.

**Innovation.** Neighborhoods are ever changing from aging to experiencing new growth and development. NMPs, therefore, must be innovative in meeting needs throughout the various stages of neighborhoods. Adaptation, creativity, and reinvention need to be at the forefront of the planning process due to the dynamism of places. As such, interventions need to have the same type of innovative capacity that neighborhoods themselves demonstrate. Whether it is partnerships, design methods or infrastructural elements, innovation should be a primary component. Several proposed interventions take into consideration just that. Specifically, Intervention IV is innovative in its attempt to redevelop a mobile home park as part of the master planning process. Likewise, Intervention VIII would look to establish an alternative energy mechanism for the community while utilizing non-developable and vacant space. The Pontiac NMP addresses innovation through creative, adaptable ways to improve quality of life.

**Sustainability.** For neighborhood planning, sustainability deals with the longevity of systems that can help support the local community through livability and health. Sustainability is necessary in social, economic, ecological and environmental systems. Neighborhood planning looks to address sustainability for positive feedback within systems, improving the overall quality found therein. Most of the proposed interventions look toward sustainability, with several specifically focused on improving the ecological and environmental sustainability of the NMP area. Interventions II, VIII, XI, & XIV all utilize open and greenspace for improvement of local conditions. As a function, they would help to improve local ecological systems for a more sustainable environment. Likewise, the various branding interventions, Interventions V, VII, XI & XIII would help with social sustainability, to involve and engage all users of the community and further establish buy-in for future residents, helping to perpetuate involvement and activity within the community.

**Amenity.** Community planning and cultural principles revolve around improving the quality of life within places. The principles are human-centered, aiming to be functional and user friendly to provide attractive and welcoming places. This is often accomplished through amenities, which are the attractive and useful features located in or proximate to a community. Amenities may vary between something as

simple as sidewalks to something as broad as old growth vegetation. Valuable master plans are those which currently possess these features and characteristics or have the potential to transform into areas that do. Pontiac currently exhibits various amenities which make the area attractive. Additionally, *all of the Interventions* showcase additional amenities or expound upon aspects of those currently available to achieve an improved quality of life.

**Value Management.** The approach to neighborhood planning finds basis in stakeholder participation, needs and conditions analyses and means for implementation. Integral to such an approach is the effective resource allocation for the greatest value improvement. Neighborhood planning functions as part of a fiscal process wherein funds are limited and decisions must be contextually prioritized according to the potential of value added. With this, the community planning and cultural principles play a vital role for establishing baselines to begin a monitoring and evaluatory process for future projects and success of implementation for a NMP. The Pontiac NMP is the first to undergo NIP's established evaluation format for deciding whether or not to pursue drafting. The value management principle manifests in the evaluation criteria where the scale, substructure and cost-benefit criteria directly contribute to how successful a NMP could be post adoption. Each criterion gives guidance to the adequacy and appropriateness of a proposed NMP. Scale limits the areal extent and number of neighborhoods providing resources are not spread thin. Substructure clarifies buy-in and ensures groups exist to leverage active involvement for stakeholder participation. Cost-benefit demonstrates fiscal responsibility in pre-evaluating projects as well as the costs of maintaining systems to effectively leverage tax dollars. The NMP process can be gauged further as to how these elements help or hinder implementation of plans. The criteria can, in the future, provide useful benchmarks based on the comparison of pre-established potentials and true outcomes.

### Evaluation Recommendation

Per Administrative Policy 2016-5: *Future Master Plan Criteria*, proposed NMPs must receive a favorable recommendation based on the evaluation of the three criteria, along with meeting a majority of the community planning principles, in order to be expanded and developed into a full-fledged neighborhood plan.

Below is the breakdown for the evaluation determination per the three criteria, Figure 4 provides the overall results:

<b>Neighborhood Master Plan Evaluation Decision Matrix</b>					
<b><i>Pontiac - Neighborhood Master Plan</i></b>					
	<i>Scale</i>	<i>Substructure</i>	<i>Cost Benefit T</i>	<i>Cost Benefit I</i>	<i>Cost Benefit M</i>
<b>GREEN</b>		X			X
<b>YELLOW</b>	X		X	X	
<b>RED</b>					
<b>EVALUATION</b>	<b><i>Favorable</i></b>				

Figure 4. *Neighborhood Master Plan Evaluation Decision Matrix.*

By working under the auspicious neighborhood planning goals, the Pontiac NMP will be able to garner further stakeholder feedback and establish a vision and plan of action that, once implemented, will strengthen the community. Likewise, by furthering all eight of the community planning principles, the NMP will work toward the betterment of the proposed study area and effect positive change on the periphery thereof. Additionally the Pontiac Neighborhood Master Plan will aid in facilitating the recommendations of the 2015 Comprehensive Plan via preservation and enhancement of current assets, as well as directing growth and development in a more contextually appropriate fashion.

As such, the overall evaluation results in a ***favorable*** recommendation based upon all analyses. It is, therefore, the recommendation of staff that the ***Pontiac NMP be pursued for full plan drafting.***



## **Development & Services Committee Meeting Briefing Document**

### **Agenda Item**

State and/or Federal law prohibitions against a county plastic bag ordinance

### **Background**

During its July 10, 2018 Council meeting, Vice-Chairperson Malinowski and Councilperson N. Jackson brought forth the following motion:

“Determine if there is any state/federal law that prohibits a county from creating any use of plastic bags by an ordinance that would for use in putting product exceptions if deemed already come prepackaged in under these restrictions.”

Staff research of this matter did not reveal any state and/or federal laws that prohibits a county from enacting an ordinance as described in the aforementioned Council motion.

### **Issues**

Plastic bag ordinance.

### **Fiscal Impact**

None.

### **Past Legislative Actions**

Motion brought forth by Vice-Chairperson Malinowski and Councilperson N. Jackson during the July 10, 2018 Council meeting.

### **Alternatives**

1. Consider the Council motion and proceed accordingly.
2. Consider the Council motion and do not proceed.

### **Staff Recommendation**

Staff research of this matter did not reveal any state and/or federal laws that prohibits a county from enacting an ordinance as described in the aforementioned Council motion. The County Legal Department concurs with this conclusion. Staff will proceed as directed by Council.



**Development & Services Committee Meeting  
Briefing Document**

**Agenda Item**

Coordination of DHEC inquiries

**Background**

During its July 10, 2018 Council meeting, Councilperson N. Jackson brought forth the following motion:

“I move that any recommendation or inquiry of the dam to DHEC must be coordinated by the Foundation and not Conservation Commission staff”

Given that the County does not own the dam in question, staff would not coordinate any SC Department of Health and Environmental Control (DHEC) inquiries related thereto. Should such a request from DHEC come forth, staff will forward the request to Council for its consideration and direction.

**Issues**

Coordination of DHEC inquiries.

**Fiscal Impact**

None.

**Past Legislative Actions**

Motion brought forth by Councilperson N. Jackson during the July 10, 2018 Council meeting.

**Alternatives**

1. Consider the Council motion and proceed accordingly.
2. Consider the Council motion and do not proceed.

**Staff Recommendation**

Staff will proceed as directed by Council as the County does not own a dam.





## **Development & Services Committee Meeting Briefing Document**

### **Agenda Item**

County Council is requested to approve an amendment of the *Richland County Code of Ordinances, Chapter 21: Roads, Highways, and Bridges*.

### **Background**

There are several municipalities within Richland County, each of which have their own annexation process by which they absorb properties into their respective municipal boundaries.

The current version of Chapter 21 defines the maintenance responsibility of these Cities and Towns for the roadway and drainage infrastructure falling within their limits; however, it does not specifically address annexation scenarios wherein a property originates within the unincorporated part of the County and is maintained by the County through easements, Rights-Of-Way or prescriptive easements (a long-standing history of maintenance and public use) and is then annexed into a municipality.

The purpose of the proposed change in wording to Chapter 21 is to clarify the maintenance responsibilities of this infrastructure by Richland County to solely include those properties within the unincorporated areas of the County and those within the boundaries of any municipalities with which the County has entered into an Intergovernmental Agreement (IGA).

Recommended changes to the current ordinance are shown at the end of this Briefing Document by strikethrough (omissions) and red-colored font (additions).

### **Issues**

This is a follow-on action to County Council's recent consideration of maintenance responsibilities of public drainage systems that serve areas that have been annexed into municipalities (more specifically, the City of Columbia).

### **Fiscal Impact**

Clearly defining the maintenance responsibilities of the County's force account to the unincorporated areas of the County and to the municipalities with whom the County has entered into an IGA will better enable the allocation of resources and the equitable setting of fees and millage rates.

### **Past Legislative Actions**

In their meeting of July 10, 2018, Richland County Council positively affirmed that routine infrastructure maintenance responsibilities are limited to the unincorporated areas of the County and municipal areas covered by an IGA.



### Alternatives

1. Approve the amendment of *Chapter 21: Roads, Highways, and Bridges*.

Or,

2. Do not approve the amendment of *Chapter 21: Roads, Highways, and Bridges*.

### Staff Recommendation

It is recommended that County Council approve the amendment of *Chapter 21: Roads, Highways, and Bridges*.

**Submitted by:** Department Of Public Works

**Date:** July 10, 2018



STATE OF SOUTH CAROLINA  
COUNTY COUNCIL FOR RICHLAND COUNTY  
ORDINANCE NO. \_\_\_\_-18HR

AN ORDINANCE AMENDING THE RICHLAND COUNTY CODE OF ORDINANCES, CHAPTER 21, ROADS, HIGHWAYS AND BRIDGES; SECTION 21-1, PURPOSE; AND SECTION 21-2, JURISDICTION; SO AS TO ADD LANGUAGE REGARDING ANNEXATION.

Pursuant to the authority granted by the Constitution and the General Assembly of the State of South Carolina, BE IT ENACTED BY THE COUNTY COUNCIL FOR RICHLAND COUNTY:

SECTION I. The Richland County Code of Ordinances; Chapter 21, Roads, Highways and Bridges; Section 21-1, Purpose; is hereby amended to read as follows:

**Sec. 21-1. Purpose.**

The purpose of this article is to define the mission, responsibilities and limitations of the department of public works with regard to maintenance and construction of road and drainage infrastructure in the ~~county~~. unincorporated portion of the county and for areas located in other jurisdictions the county provides public works services to through an intergovernmental agreement pursuant to S.C. Const. Article VIII, Section 13, and S.C. Code of Laws Ann. Sections 4-9-40 and 4-9-41.

SECTION II. The Richland County Code of Ordinances; Chapter 21, Roads, Highways and Bridges; Section 21-2, Jurisdiction; is hereby amended to read as follows:

**Sec. 21-2. Jurisdiction.**

The provisions of this article shall apply to all lands within the jurisdiction of the ~~county and within the jurisdiction of those municipalities that agree, through intergovernmental service contracts, to have these provisions administered within their corporate limits.~~ unincorporated portion of the county and for areas located in other jurisdictions the county provides public works services to through an intergovernmental agreement pursuant to S.C. Const. Article VIII, Section 13, and S.C. Code of Laws Ann. Sections 4-9-40 and 4-9-41. Notwithstanding any other ordinance, and regardless of the scope or extent of maintenance history, or of any recorded or unrecorded easement, license, deed of right-of-way or any other instrument that purports to convey any property interest to Richland County other than fee simple ownership, Richland County shall not maintain any roads, roadways, alleyways, streets, highways, bridges, stormwater or drainage systems, ponds, detention ponds, dams, fields, open spaces, green spaces, developed or undeveloped property, or any other system or infrastructure in any area that has been annexed into the limits of any municipality or any other jurisdiction that has the power to

annex property unless such maintenance is performed pursuant to an intergovernmental agreement as provided for hereinabove.

SECTION III. Severability. If any section, subsection, or clause of this ordinance shall be deemed to be unconstitutional or otherwise invalid, the validity of the remaining sections, subsections, and clauses shall not be affected thereby.

SECTION IV. Conflicting Ordinances Repealed. All ordinances or parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

SECTION V. Effective Date. This ordinance shall be enforced from and after \_\_\_\_\_, 2018.

RICHLAND COUNTY COUNCIL

BY: \_\_\_\_\_  
Joyce Dickerson, Chairperson

ATTEST THIS THE \_\_\_\_\_ DAY

OF \_\_\_\_\_, 2018.

\_\_\_\_\_  
Kimberly Williams-Roberts  
Clerk of Council

RICHLAND COUNTY ATTORNEY'S OFFICE

\_\_\_\_\_  
Approved As To LEGAL Form Only  
No Opinion Rendered As To Content

First Reading:  
Public Hearing:  
Second Reading:  
Third Reading: