

**GREENVILLE COUNTY COUNCIL  
COMMITTEE OF THE WHOLE  
MINUTES  
APRIL 1, 2014  
4:30 p.m.  
County Square - Conference Room D**

Pursuant to the Freedom of Information Act, notice of the meeting date, time, place and agenda was posted on the bulletin board at County Square and posted on the County's web page for all media and concerned citizens to access and review.

**COMMITTEE MEMBERS PRESENT:**

CHAIRMAN BOB TAYLOR  
VICE CHAIRMAN WILLIS MEADOWS  
JIM BURNS  
JOE DILL arrived at 4:53 p.m.  
XANTHENE NORRIS

FRED PAYNE  
LIZ SEMAN  
BUTCH KIRVEN  
JOE BALDWIN arrived at 4:43 p.m.  
SID CATES

**COMMITTEE MEMBERS ABSENT:**

LOTTIE GIBSON

**STAFF PRESENT:**

JOE KERNELL, County Administrator  
MARK TOLLISON, County Attorney  
THERESA KIZER, Clerk to Council  
REGINA MCCASKILL, Deputy Clerk to Council  
PAULA GUCKER, Assistant County Administrator, Public Works  
BOB MIHALIC, Governmental Relations Office  
SANDRA YUDICE, Assistant to the County Administrator  
SHANNON HERMAN, Assistant to the County Administrator  
JEFF WILE, Assistant County Attorney  
KIM WUNDER, Assistant County Attorney  
TOM MEEKS, Planning Department  
HELEN HAHN, Public Works Department

**OTHERS PRESENT:**

LISA STEVENS, Chairperson, Citizen Roads Advisory Commission  
TIM BRETT, Citizen Roads Advisory Commission  
BILL JACOBSON, Citizen Roads Advisory Commission  
DELL BAKER, Citizen Roads Advisory Commission  
RENO DEATON, Citizen Roads Advisory Commission  
NELSON NEAL, Citizen Roads Advisory Commission  
DOUG GARRETT, JR., Citizen Roads Advisory Commission  
WILLIAM LINDSEY, Citizen Roads Advisory Commission

DONNA SMITH, Citizen Roads Advisory Commission  
SAM ZIMMERMAN, Citizen Roads Advisory Commission  
HUNTER HOWARD, Citizen Roads Advisory Commission  
TERRY BRAGG, Citizen Roads Advisory Commission  
MURRAY DODD, Citizen Roads Advisory Commission  
TIM MADDEN, Citizen Roads Advisory Commission  
ALLAN EPPS, Citizen Roads Advisory Commission  
ERIC MCCARTHY, Citizen Roads Advisory Commission

**CALL TO ORDER**

Chairman Bob Taylor

**INVOCATION**

Councilor Butch Kirven

**Item (3)**

**APPROVAL OF MINUTES**

**ACTION:** Councilor Seman moved to approve the minutes of the Committee of the Whole meeting of March 18, 2014.

Motion carried unanimously by all County Council Members present.

**COMMENT**

Chairman Taylor thanked the members of the Citizen Roads Advisory Committee for their long hours, hard work and efficiency. He specifically thanked Chairwoman Lisa Stevens for her work and the organization she put into the task.

**Item (4)**

**CITIZEN ROAD ADVISORY COMMISSION /PROJECT LIST**

Lisa Stevens, Chairwoman of the Citizen Roads Advisory Commission, thanked her fellow committee members, Greenville County Council, Paula Gucker and staff for all their hard work. Ms. Stevens presented the Greenville Citizen Roads Advisory Commission Report to the Committee of the Whole. She stated the commission was given instructions to study the road situation, their condition and how they were being maintained in Greenville County. She stated the first meeting included members from SCDOT, Greenville County and municipalities, who presented an overview of the roads each was responsible for. She stated the current repaving cycle for roads was scary, ranging from 21 years to 83 years. Funding for roads was paid for by an 18.4 cent Federal Fuel Tax and a 16.8 cents State Fuel Tax. The monies were funneled through the State to individual counties and government entities. Greenville County was considered a donor county. Out of the 16.8 cents per gallon gas tax paid by Greenville drivers, approximately 4 cents per gallon was returned. South Carolina Department of Transportation (SCDOT), the fourth largest DOT in the nation, managed a big chunk of the monies collected. South Carolina had the fourth lowest gas tax in the nation which contributed to the disparity and needs. Since 1998 Greenville County car owners have paid a \$15 Road Maintenance Fee upon tag renewal; as of 2013, Greenville County had collected \$6 million in Road Maintenance Fees. The revenue was used to maintain and resurface roads and a percentage was distributed to each municipality based on vehicle registrations within that municipality. Funding sources indicate South Carolina was 71% dependent on motor

vehicle tax revenues and 29% dependent on other sources such as tolls, permits, sale of property, etc. The rate of funding was not in line with the rate at which roads needed resurfacing for community appeasement. Fifty percent of the Citizen Roads Advisory Commission's job was to receive public input and there were several meetings held throughout the County to allow everyone the opportunity to voice their opinion. There was also an online survey to receive feedback on what was important to the respondents. Eight hundred eighty-eight citizens went online and participated in the survey; in addition, there were over 604 written comments ranging from potholes to complex issues. All of the comments were sorted by location, scope of work, frequency and approximate cost, which was available for viewing. After compiling the public comments, survey results and online comments, staff presented the Commission with a comprehensive report. Ms. Stevens stated the notebook had become a phenomenal resource for the commission. It was determined the projects would be sorted by type and ranked within their assigned category. All projects fell into one of four categories: Road Improvement, Bridges, Pedestrian Amenities or Resurfacing. Sub-committees were formed to utilize the variety of expertise and geographical representation on the commission. Each sub-committee was tasked with developing a rational approach to determine how to rank their assigned projects. Individual sub-committees had to bring forth a recommendation including a ranked list of projects and estimated cost.

Mr. Tim Brett, Citizen Roads Advisory Commission - Road Improvements Sub-committee member, reported that the sub-committee was focused on construction of roads and improvement of intersections. After collecting and comparing information from seven public hearings and online comments along with the project lists from Greenville County, GPATS and municipality rankings, it was decided to target approximately \$300 million of badly needed and unfunded projects. Each project was adjusted to include a 10% contingency to cover unforeseen requirements and to insure necessary funds would be available to complete the project. While all County projects were chosen, only key municipal projects were chosen from across the County. In an effort to show balance to all demographics and requests, key GPATS projects that were ranked but unfunded were selected across the County. Almost all GPATS intersection improvement projects were selected and approved by the sub-committee totaling about \$100 million. Overall, the Road Improvement Sub-committee recommended the Citizen Roads Advisory Commission approve the road improvement projects list and its priorities for submission to County Council and for County Council to enact measures that were proactive and encouraging of new development where it would be supported by the infrastructure. Further stating, they recommended any new development and construction be required to provide for transportation impact abatement improvements.

Mr. Nelson Neal, Citizen Roads Advisory Commission - Bridges Sub-committee member, reported that the sub-committee assigned a ranking of 1-3 to each of their projects; taking into account safety, traffic congestion, inter-connectedness and need as well as other expressed concerns. He stated they then developed the final priority list within those rankings. The subcommittee considered district representation, but that concern was secondary to ensuring the most pressing bridge repair and replacement needs were met first. The subcommittee had traffic counts on four of the bridge projects and factored those counts into consideration. The subcommittee further considered estimated costs, but acknowledged that those costs would need to be ultimately confirmed through a professional engineering evaluation. The Sub-committee recommended Greenville County Citizens Roads Advisory Commission approve the bridge projects and priorities for submission to County Council.

Ms. Donna Smith, Citizen Roads Advisory Commission - Pedestrian Amenities Sub-committee, stated the committee considered input from public hearings and the online session throughout the process. The sub-committee met to produce a prioritized set of pedestrian amenity improvements to include sidewalks, bike paths, bike lanes and crosswalks. There were 311 County residents who attended the meetings, which produced 604 comments. A presentation from the cities, schools, online submissions and the latest draft of the Greenville County Safe Routes to School Recreation and Work Plan (Safe Routes) was studied. The report provided a recommended plan for improving the safety of pedestrians and bicyclists, as well as provide a positive impact on economic development, while enhancing the quality of life in Greenville County. The recommendations would provide a more efficient system of moving the most people to and from key locations within the county, particular in the more dense areas. The Safe Routes Plan provided a methodology for weighing projects with a scoring system that recognized the goals of the subcommittee. The sub-committee recommended the Commission approve the pedestrian amenities and priorities for submission to County Council and for County Council to consider initiating a new zoning classification for educational institutions, schools and other institutions that adequately provide the transportation needed for the student body; to minimize the negative impact on the surrounding neighborhood. A recommendation was made to develop a partnership with the school system to create a plan for the schools to include the construction of sidewalks into their facilities and around their properties.

Mr. Terry Bragg, Citizen Roads Advisory Commission - Resurfacing Sub-committee, reported the resurfacing list would be prioritized from "worst first." The evaluation method used to determine resurfacing needs was the Overall Condition Index (OCI), in which priority was ranked by "worst road" order. The City of Greenville was the only municipality which utilized an OCI for ranking of their roadway system. All other municipality resurfacing requests were inserted into the resurfacing list based on the priority ranking as listed on their provided road list. Special consideration was given to roads that were presented by the citizens during the seven public information hearings. There were eight road partners in Greenville County, with a combined 3,726 centerline miles. The Resurfacing Sub-committee determined the most equitable way to distribute resurfacing funding would be to express the road mileage maintained by each "road partner" as a percentage of the total mileage. The resulting percentages were used to ensure that the selected projects reflected a similar percent distribution within the ranking process. The resurfacing requests received from the transportation partners and the input from the citizen input meetings was assimilated into a "Master-Resurfacing" list. Roads were added to the "Master List" for each road partner on a "paving season" basis by evaluation of the OCI rankings of lowest to highest, along with an evaluation of the citizen input requests and the resurfacing requests of all the municipalities who do not utilize an OCI ranking. A total of 1,072 miles of roads totaling approximately \$300 million dollars of resurfacing needs were identified and prioritized. The sub-committee recommended the Citizen Roads Advisory Commission approve the resurfacing projects and priorities for submission to County Council and it was highly recommended when the construction management process began, the first resurfacing contracts had the flexibility to reprioritize the initial projects to minimize proposed utility project impacts. This would allow underground utilities to utilize the first paving season to make replacements and repairs on the roads proposed during the second season.

Ms. Stevens stated in addition to the reports given, the overall consensus and encouragement of the Commission was for County Council to adopt the recommendations of the Commission and to move forward with them. Other

recommendations, as well as the entire project lists, were outlined in the Citizen Roads Advisory Commission Report.

Chairman Taylor thanked everyone for their presentation. He stated County Council would spend time with the County Attorney to discuss the legal side of the findings and recommendations. He stated the issue would not linger; firm decisions would be made within the next couple of months.

Councilor Kirven stated County Council expected an unbiased list. He asked if the project list was validated without jurisdiction or political influence.

Ms. Stevens stated each sub-committee reported on the findings and other commissioners asked questions during each sub-committees reporting process. She stated it was a great consensus to incorporate public opinion.

Mr. Nelson Neal stated the primary concern for the Bridges Sub-committee was safety.

Mr. Eric McCarthy, Citizen Roads Advisory Commission - Bridges Sub-committee, stated the meetings that were held were not about what district you represented; it was about what was necessary to improve the county. Politics were devoid in the ultimate solution of the Commission.

Councilor Payne stated he would like to hear from each commissioner in attendance.

Ms. Stevens stated the "In Our Own Words" Section located at the end of the report included a statement from each commissioner.

Councilor Dill stated it was a great report. He asked if unpaved roads were included; specifically Pleasant Hill Road, which he received a call about from a citizen.

Mr. Bragg stated Pleasant Hill Road was an unpaved state road and would have been considered a construction project, therefore, it was not included on the Resurfacing List.

Councilor Dill asked what options would citizens have who lived on unpaved state roads.

Mr. Bragg suggested contacting Mr. Jason Allison with issues relating to state roads.

Councilor Burns stated there were GPATS imminent projects that were not on the list. He asked did the Commission take into account any roads that were already included on a pre-existing project list.

Ms. Stevens stated if a road was already on a list, it would not be added to any of the Citizen Roads Advisory Commission lists. In fear of a road project being delayed, they would not move a road from a pre-existing list to another.

Councilor Burns asked what was the total amount of all projects.

Mr. Brett stated \$600 million was possible for a total amount, however the Commission felt \$300 million was a good amount to present to County Council. He stated the project lists were based on priority and need.

Councilor Dill asked for a point of clarity involving the school district.

Mr. Tollison stated he would look into the zoning options for schools.

Ms. Stevens stated she believed the school district was interested in making the situation a win-win for everyone.

**Item (6)**

**ADJOURNMENT**

**ACTION:** Councilor Kirven moved to adjourn the meeting at 5:32 p.m.

Motion to adjourn carried unanimously.

Respectfully submitted:

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Theresa B. Kizer, Clerk to Council