



**CENTRAL PLANNING COMMISSION
SPECIAL CALLED MEETING
July 22nd, 2025 – 6:30 PM
CENTRAL TOWN HALL
1067 WEST MAIN STREET, CENTRAL SC, 29630**

Disclaimer: Information contained in the "Background Information" section(s) is intended to provide the public with context regarding agenda topics. It is for informational purposes only and does not represent an opinion or position regarding the topic by the Commission or restrict the discussion of the topic by the Commission to the content contained in the section. The Commission strives to be transparent and keep the public informed of the activities of the Commission so that citizens may be aware when topics under consideration may affect them.

1. Call to Order
 - a. Attendees present
2. Previous Meeting Minutes Approval
 - a. May 20th, 2025
3. New Business
 - a. Reason for Special Called Meeting
 - i. Background Information: The Chair will review that the regularly scheduled meeting, normally held on the third Tuesday of the month, had too many scheduling conflicts from key individuals. Rather than waiting until August, the Chair asked for a special called meeting to be convened one week later so that the business of the Commission could continue.
 1. Information only topic
 - b. Main Street and Mill District Overlay Edits
 - i. Background Information: The Commission has already approved a number of edits to the ordinance in previous meetings. One additional edit has been requested by the Zoning Administrator, which is to add a description of the boundaries of the overlay district into the ordinance text.
 1. Review of Staff Report
 2. Discussion
 3. Motion(s)
 - c. Rezoning of Pepper Street Parcels
 - i. Background Information: Town Council has requested the Planning Commission consider rezoning Parcel Numbers 4065-11-65-4623 and 4065-11-66-3081 located on Pepper Street near the intersections of Pepper and Aiken Streets.
 1. Review of Staff Report
 2. Discussion
 3. Motion(s)
 - d. Resolution to Update Relevant Sections of the Comprehensive Plan
 - i. Background Information: With recent changes to the municipal boundaries of the Town, the Comprehensive Plan requires updates to keep it current with these changes. While this topic has been discussed at previous meetings, a motion from the Planning Commission is required to direct the contracted Town Planner to prepare those updates for further review by the Commission at future dates. The goal is to have the edits ready for approval by the October meeting.
 1. Resolution review
 2. Discussion
 3. Motion(s)

- e. Resolution to Update the Zoning Ordinance and Land Development Regulations
 - i. Background Information: Council is expected to allocate funds to support a major overhaul of the Town's Zoning Ordinance and Land Development Regulations into a consolidated Unified Development Ordinance. The Commission will review the scope of the project, process, timeline and discuss opportunities to incorporate significant public input into the final drafts. The Commission will also consider a motion to direct that updates begin.
 - 1. Resolution review
 - 2. Discussion
 - 3. Motion(s)
- f. Stormwater Measures and Pond Maintenance
 - i. Background Information: Several citizens have voiced concern over stormwater maintenance at past-completed projects. Additionally, concerns have been reported about the upkeep of stormwater detention ponds and some silt fencing for projects still underway. While much of this is enforced by SC DES (formerly DHEC), a discussion of measures which could be taken by the town is planned.
 - 1. Discussion of enforcement measures within the town's powers.
- g. Capstone Project with Clemson University Regarding Resilience and the Railroad Impacts in Central
 - i. Background Information: Following the impacts of Hurricane Helene, a collaborative project has been proposed which will focus on creating resilience plans around the impacts of the railroad throughout the Town. This project, managed by Clemson Engineers for Developing Communities, would focus on the risks and challenges created by the presence of the railroad within the Town and help create possible recommendations and plans. This project, which will be funded in part by the Town, is a special opportunity to enhance Town and Gown relations and produce results.
 - 1. Presentation from David Vaughn
- h. Council Resource Transition and Recognition of Councilwoman Paige Bowers
 - i. Background Information: Councilman Curtis Peek has completed the required training to begin serving as the primary designated council representative for the Planning Commission. This transition, which has been in the works since Councilwoman Chapman stepped down from the Commission late last year, is ready for approval by the Mayor at his discretion. In preparation, the Chair wishes to thank Councilwoman Bowers for her 16 years of service to the Planning Commission and wishes to publicly express appreciation and support for this tremendous commitment over the years. Once the Mayor has formally updated these appointments, the Commission will be informed.
 - 1. Information only topic
- i. Definition Addition to the Zoning Ordinance
 - i. Background Information: The Zoning Ordinance uses the term "Restaurant" in multiple sections, though the term is not defined within the Ordinance. This definition should be added for clarity.
 - 1. Review of Staff Report
 - 2. Discussion
 - 3. Motion(s)
- j. Parking Lot Paving Requirement within Neighborhood Commercial
 - i. Background Information: A citizen has requested the Commission revise relevant sections of the Zoning Ordinance to remove the explicit requirement for solid-surface paving these smaller lots which are interspersed in our Neighborhood Commercial zone(s). The citizen argues that this requirement increases stormwater runoff and nearly all existing parking lots in the zone are of packed gravel and well-maintained and have not negatively impacted the surrounding area. Therefore, allowing future parking lots in this zone to also be composed of compacted pervious products will allow most storm water to absorb on site, reduce run-off to surrounding properties, and is in keeping with the existing area.
 - 1. Discussion only
- k. Zoning Administrator Updates
 - i. Background Information: The Commission will ask for updates regarding various activities within the Town including any ongoing development projects and any enforcement actions or any zoning-related citizen complaints received by the Zoning Administrator.
 - 1. Development projects:
 - a. Eagle Creek
 - b. Lawton Road
 - c. 18 Mile Road PUD
 - d. AnMed Project

2. Other updates from the Zoning Administrator
 - a. Non-Conforming Signs

4. Wrap-Up Items

- a. Next Regular Meeting – Tuesday, August 19th, 2025

5. Adjourn



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Minutes

1. Call to Order
 - a. Attendees present
 - i. Chair called the meeting to order at 6:50 with Rakey, Vaughn, Bare, and Burke present along with Councilwoman Bowers, Councilman Peek and Assistant Town Administrator Tom Cloer.
2. Previous Meeting Minutes Approval
 - a. May 20th, 2025 – Motion introduced by Rakey, seconded by Vaughn and approved unanimously without further discussion.
3. New Business
 - a. Reason for Special Called Meeting – The Chair explained that there were too many scheduling conflicts for the regular meeting so a special called meeting was advertised to allow work to continue instead of waiting an entire month for the August regular meeting. No motions were made.
 - b. Main Street and Mill District Overlay Edits – The Chair and Councilwoman Bowers along with Councilman Peek explained to the commission that the Main Street District has existed since 2021 or so and that we have made small draft adjustments to update the ordinance over the past few meetings including a name update and removing sections which were no longer applicable after five years and removing the word “deliberately” from one section. (See previous meeting minutes). Tonight’s matter focuses on approving the insertion of written boundaries as included in the Staff Report. David Vaughn asked the chair to briefly explain what the point of the Main Street District is. Justin Rakey responded that it is one of several tools available to the town to promote a healthier business climate downtown and to assist in making sure that commercial space downtown isn’t having a negative effect on the overall economic health downtown. The chair also explained that some have been confused as to why all of Main Street hasn’t been included in the overlay with the name including “Main Street” and suggested that it could be changed to “downtown” to help with future confusion.
 - i. Motion #1 – Recommend to council to adopt the written boundaries as provided in the staff report to include in the ordinance in place of any visual maps previously used. Motion made by Rakey, seconded by Vaughn, and approved unanimously without further discussion.
 - ii. Motion #2 – Recommend to council to change the name of the district to “Downtown and Mill District Overlay”. Motion made by Rakey, seconded by Vaughn and approved unanimously without further discussion.
 - c. Rezoning of Pepper Street Parcels – The Chair passed out two additional documents which were not in the packet to all members present and allowed approximately ten minutes for the Commission to review them. Both documents will be provided as supplements to the meeting minutes and are available for public review. The first was a letter from the attorney representing the landowner lobbying the Commission to not rezone the property. The second was a memo from the Chair to both the Commission and Council outlining his positions to not rezone the property. After all members reviewed the documents, the chair repeated several portions of his memo. Cindy Burke said stated she agreed with those positions as did Daniel Bare. David Vaughn stated that it makes sense to leave it as and not to rezone. The Chair made a motion to transmit a recommendation for Council to not rezone the property, seconded by Vaughn and approved unanimously without further discussion.

- d. Resolution to Update Relevant Sections of the Comprehensive Plan – The Chair explained that with recent boundary changes to the Town limits, particularly south of 123, the Comprehensive Plan should be updated to reflect these changes. He explained that Mr. Foreman, though his company Conduit Planning LLC, needed a resolution from the Commission to begin the update and that any draft changes will come to Commission for review first, before ultimately being sent to council for approval. Mr. Vaughn asked if other relevant sections of the Plan could be updated as part of this effort, such as the Resilience Element to include additional data points or replace FEMA flood mapping. The Chair stated that they could so long as funding from Council can support it. He explained that funding from Council had primarily been allocated for updating the Land Use element, but he will ask Mike to reach out to David to help get this included. The Chair made a motion to approve the resolution as written, seconded by Vaughn and approved unanimously without further discussion.
- e. Resolution to Update the Zoning Ordinance and Land Development Regulations – The Chair explained that the Zoning Ordinance and Land Development Regulations are due for a significant overhaul given their age. While both continue to receive small updates on a regular basis, it is confusing for citizens to understand the two sets of regulations and how they work together. Council has allocated funding to support the development of a Unedified Development Ordinance and Mr. Foreman's existing contract already included this as part of his scope of work. The plan is to have a draft ready for review in April of 2026. Public engagement meetings will be scheduled, soon, and Mr. Foreman will be joining us at upcoming meetings to dig in on the work. The Chair made a motion to approve the resolution as written, seconded by Burke and approved unanimously without further discussion.
- f. Stormwater Measures and Pond Maintenance – The Chair wanted to briefly speak about which agencies and which jurisdictions handle stormwater management as it relates to projects underway and those that have been completed. Stated that he has received several phone calls recently and he advises them to contact the County or SCDES or to contact Town Hall for further assistance. Mr. Cloer explained that projects under one acre are managed by the Town and those over one acre must be handled by the County or SCDES, formerly known as SCDHEC. However, he and other members of Town have received the specialized training which allows them to support those agencies when appropriate. However, enforcement always comes from them. He mentioned that a new contractor is providing silt fence service at the Lawton Road project and they have been doing an excellent job since they recently started. He also mentioned that the owner of the property has posted the property for no trespassing while under construction and he reminded everyone to respect the property owner's rights to control access to the general public. Justin also mentioned that the Town does have some authority for riparian buffer and erosion control enforcement for properties zoned Natural Space, but generally the above agencies should be managing that. No motions were made.
- g. Capstone Project with Clemson University Regarding Resilience and the Railroad Impacts in Cen. Vaughn provided a brief summary of the potential project and reviewed the one page summary document in the meeting packet. The group asked questions about what the project would be providing such as detailed traffic analysis data and how that changes when trains are present. David emphasized the risks to the community which are caused by the limitations and impacts of the railroad on our roads and infrastructure. No motions were made.
- h. Council Resource Transition and Recognition of Councilwoman Paige Bowers – The Chair shared that after 16 years of dedicated service to the Commission, Councilwoman Bowers was ready for a change and excited to shift her focus to other topics for the Town. The Mayor is expected to appoint Councilman Peek to the Commission as our Council Liaison at an upcoming meeting. The group thanked Councilwoman Bowers for her outstanding service and commitment.
- i. Definition Addition to the Zoning Ordinance – The Commission reviewed the staff report provided which proposes the adoption of the definition for a restaurant. The Chair made a motion to approve the resolution as written, seconded by Vaughn and approved unanimously without further discussion.
- j. Parking Lot Paving Requirement within Neighborhood Commercial – The Chair started the discussion stating that the Zoning Ordinance has an explicit requirement that all parking lots in the town be paved or be made of concrete. The group discussed the impacts of this requirement on stormwater as well as the fact that much of the existing space in Neighborhood Commercial is not paved, today. The group discussed the benefit of adjusting this requirement in areas outside of Neighborhood Commercial to permit the use of materials which are permeable and allow stormwater to filter and remain on site vs runoff. Mr. Ed Martin was recognized by the Chair to share his thoughts and he mentioned an example of a commercial property in Easley with a high quality solution, too. The group should expect more discussion about this topic in the future. No motions were made.
- k. Zoning Administrator Updates – The Zoning Administrator provided a staff report to share updates relating to major projects underway.

- i. Background Information: The Commission will ask for updates regarding various activities within the Town including any ongoing development projects and any enforcement actions or any zoning-related citizen complaints received by the Zoning Administrator. She was not available to discuss non-conforming signs. No motions were made.

4. Wrap-Up Items

- a. Next Regular Meeting – Tuesday, August 19th, 2025

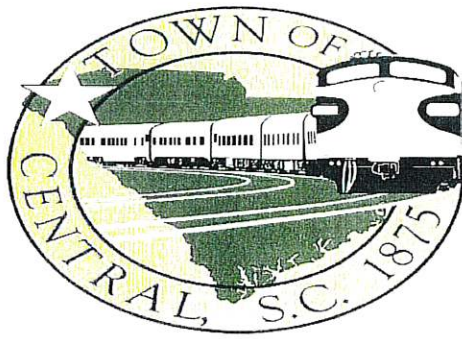
5. Adjourn

SPECIAL CALLED
PLANNING COMMISSION MEETING
JULY 22, 2025 - 6:30PM
1067 W MAIN ST
CENTRAL, SC 29630

PRINT ONLY

SIGN IN SHEET

1. Tom C/ber PB
2. Travis Shrovet
3. Evan Smoak
4. Jim Hanson
5. CHRIS WILLIAMS
6. Edward H. Mthun
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Application for Rezoning
\$75 Fee

Applicant

Name Central Town Council

Mailing Address PO Box 549 Central SC 29630

Telephone Number 864-639-6381 Email Address _____

Property Owner (if other than Applicant)

Name Advantage Title LLC

Mailing Address 917 Chapin Rd Chapin SC 29036

Telephone Number _____ Email Address _____

Property Information

Address _____

Tax Map Number 4065-11-65-4623+ ⁴⁰⁶⁵⁻¹¹⁻⁶⁶⁻³⁰⁸¹ Existing Zoning
RM-16

Current Use of Property

vacant

Acres: 4.18 & 2.931 Lot Dimensions _____

Property Characteristics/Current use:

property was sold and new owner wants to put high density apartments

Proposed Zoning: R-12 Proposed Use of Property Single family

Reasons for request/supporting information and justification to be listed in the staff's report and evaluation

Council approved the R-12 to RM 16 by the plans that were submitted to them. Original owner sold the property. We feel these plans are not a good fit for this neighborhood.

CHECKLIST

_____ \$ 75 Fee

_____ copy of the current plat of the property

I certify that all of the information presented by me in this application is accurate to the best of my knowledge and belief.

Signature Lisa A Brown, Town Clerk Date 6/24/25

For Office Use Only

Completed Application Received _____

PC Approved _____ PC Disapproved _____

Fees _____

City Council 1st Reading _____

City Council 2nd Reading _____

Approval Signature: _____

Application Number _____

Date of PC Meeting _____

Date of Public Hearing _____

Town of Central
PO Box 549
1067 West Main Street
Central SC 29630
864 639 6381

LEGEND

—	Property Line
---	Survey Line
---	Adjacent Property Line
---	Water
---	Highway
---	Other



811
Know what's below
Call before you dig

BOUNDARY SURVEY FOR
JACK GREEN

DATE: 11-15-2011

BY: [Signature]

20' 0" 1" = 40' 0"



Town of Central Planning Commission Staff Report
July 22nd, 2025

Report By: Jennifer Vissage, Planner
Applicant: Town of Central
Owner: Advantage Title LLC
Request: Rezoning Request from RM-16(Multi Family Residential) to R12(Single Family Residential)
Property Location: Pepper/Aiken Street
(Tax Map Number 4065-11-65-4623 and 4065-11-66-3081)

RM-16 Multifamily. Intent of District. It is the intent of this section that the RM-16 Zoning District be developed and reserved for medium-to-high density residential purposes. The regulations which apply within this district are designed to encourage the formation and continuance of a stable, healthy environment for several different types of multi-family dwellings, and to discourage unwanted encroachment of commercial, industrial, or other uses capable of adversely affecting the residential character of the district.

Permitted Uses. The following uses shall be permitted in any RM-16 Zoning District: a.) Multi-family dwellings. b.) Boarding houses

R-12 Single Family. Intent of District. It is the intent of this Section that the R-12 Zoning District be developed and reserved for low to medium-density one-family residential purposes. The regulations which apply within this district are designed to encourage the formation and continuance of a stable, healthy environment for one-family dwellings situated on lots of twelve thousand (12,000) square feet or more; and to discourage any encroachment by commercial, industrial, or other use capable of adversely affecting the residential character of the district

Background:

In June of 2024, the Planning Commission reviewed and approved a rezoning request for the property located at Pepper Street and Aiken Street. The rezoning request was from R12 (Single Family) to RM-16 (Multi Family) with the understanding that it would be developed into thirty-six (36) units marketed toward the 55 and older population. This would be 3 to 4 units in each building, with a total of 9 to 12 buildings on the two lots. The Planning Commission agreed that it would fit in the area with other rental properties, including Timberland Crossing.



In August of 2024, the City Council had a final reading on the rezoning request and agreed to the RM16 rezoning based on the 36 units.

A preliminary site plan was submitted, but was never formally reviewed by staff and the LDRs.

In April 2025, the original developer, Jack Green, sold the property to Two Blue Stallions. Two Blue Stallions submitted preliminary plans, which would include fifty-six (56) duplexes (28 buildings). The preliminary plans have been submitted for review. The LDR review process has begun with the applicant's submission of documents to request a Pre-Application Review by the Review Committee as indicated in Section 2.5 of the LDR's.

The City Council has submitted a rezoning application for the property to return to its original zoning of R12 (single-family). Council feels that the higher density (double the number of buildings) does not fit in the neighborhood. The council had agreed to the RM16 based on the 36 units/9 to 12 buildings

Photos of the area:





Staff Recommendations:

Staff will not be making an official recommendation. Staff will be stating the facts to help the Planning Commission decide. There are options to consider with this rezoning.

First, the original rezoning was agreed upon by both the Planning Commission and City Council based on a lower density of multifamily. It fits the area with other multi-family and rentals in the area. Since this plan is not an option, the planning commission can decide to agree to allow it back to its original zoning of R12 where only single-family homes would be allowed.



Second, the current proposal of 56 buildings has not been through a complete preliminary review with all of the staff. If the zone remains at RM16 and goes through the LDR process, there is a possibility that the number of units could decrease. Items that would have to be considered are buffers, setbacks, size of units, stormwater, and traffic patterns. An option would be to allow the proposed plan to work through the LDR process and see if approval is even an option.

The Town of Central's comprehensive plan does mention that town would like to see vacant parcels be developed in different types of housing, including workforce and affordable housing as well as different price points. This proposed project may meet those goals. The Future Land Use map that is included in the Comprehensive Plan also shows that this area is labeled for single-family residential.

RESOLUTION No. 2025-CP

A RESOLUTION REQUESTING THAT TOWN STAFF BEGIN THE PROCESS OF REVIEWING AND UPDATING THE LAND USE CHAPTER OF THE 2022 TOWN OF CENTRAL COMPREHENSIVE PLAN; AND OTHER MATTERS RELATING THERETO.

WHEREAS, the Town of Central Planning Commission is tasked with preparing and revising plans and programs for the development and redevelopment of its area as provided by the South Carolina Code of Laws, Title 6, Chapter 29, et al; and,

WHEREAS, the Town of Central Planning Commission is tasked with developing and maintaining a planning process which will result in the systematic preparation and continual re-evaluation and updating of those elements considered critical, necessary, and desirable to guide the development and redevelopment of the town; and,

WHEREAS, the Town of Central last completed a Comprehensive Plan in 2022, and since that time the town has experienced extensive growth via annexations; and,

WHEREAS, the Town of Central Planning Commission wishes to review newly annexed areas to make recommendations to Central Town Council with regard to the wise and efficient use of public funds, the future growth, development, and redevelopment of these new areas, and to consider the fiscal impact on property owners.

NOW, THEREFORE BE IT RESOLVED, in a meeting duly assembled by the Town of Central Planning Commission as follows:

1. The Town of Central Planning Commission is instructing staff to immediately commence review of the Land Use chapter of the Comprehensive Plan as described above.
2. The results of the review along with all supporting reports and documentation shall be submitted to the Town of Central Planning Commission for recommendation to the Town of Central Council as promptly as possible.
3. This resolution shall take effect and be in force immediately upon enactment.

RESOLVED in meeting duly assembled this 22nd day of July 2025.

Justin Rakey, Chair
Town of Central Planning Commission

ATTEST:

Jennifer Vissage
Town of Central Planning

RESOLUTION No. 2025-Update

A RESOLUTION REQUESTING THAT TOWN STAFF BEGIN THE PROCESS OF REVIEWING AND UPDATING THE TOWN OF CENTRAL ZONING ORDINANCE AND LAND DEVELOPMENT REGULATIONS; AND OTHER MATTERS RELATING THERETO.

WHEREAS, the Town of Central Planning Commission is tasked with preparing and revising plans and programs for the development and redevelopment of its area as provided by the South Carolina Code of Laws, Title 6, Chapter 29, et al; and,

WHEREAS, the Town of Central Planning Commission is specifically authorized to provide recommendation to the Town of Central Council for amendments related to the Town of Central land development regulations; and,

WHEREAS, the Town of Central Planning Commission is specifically authorized to initiate amendments and to provide recommendation to the Town of Central Council for amendments related to the Town of Central zoning ordinance; and,

WHEREAS, the Town of Central Planning Commission is aware the City's existing zoning ordinance and land development regulations require significant updates for the purposes of adequately guiding development and redevelopment within the town limits; and,

WHEREAS, the Town of Central Planning Commission desires that the town's development and redevelopment occur in a high-quality manner; and

WHEREAS, the Town of Central Planning Commission wishes to review the existing zoning ordinance and land development regulations and make recommendations to Central Town Council with regard to updating and modernizing the town's development regulations.

NOW, THEREFORE BE IT RESOLVED, in a meeting duly assembled by the Town of Central Planning Commission as follows:

1. The Town of Central Planning Commission is instructing staff to immediately commence review of the zoning ordinance and land development regulations as described above.
2. The results of the review along with all supporting reports and documentation shall be submitted to the Town of Central Planning Commission for recommendation to the Town of Central Council as promptly as possible.
3. This resolution shall take effect and be in force immediately upon enactment.

RESOLVED in meeting duly assembled this 22nd day of July 2025.

Justin Rakey, Chair
Town of Central Planning Commission

ATTEST:

Jennifer Vissage
Town of Central Planning

Town of Central Brief – July 7, 2025

Revitalization, Resilience, and Rail: A Potential Collaborative Proposal to work with Clemson University in development of capstone project

Presented by: David Vaughn 432 Wood St., Central, SC 29630
Vice Chair – Town of Central Planning Commission, Professor of Practice, Clemson University, Email: dev@clemson.edu
#: 864-907-8646

Problem Statement:

Central faces a growing infrastructure and public safety challenge caused by the **single underpass at Pepper Street**, which serves as the primary north-south corridor through town. The **absence of reliable alternate crossings** at Bank, Watkins, and Mauldin—combined with regular train blockages—creates:

- **Mobility bottlenecks**
- **Emergency access vulnerabilities**
- **Congestion that discourages downtown revitalization and pedestrian activity**

Despite widespread awareness of the issue, the Town has lacked:

- The **technical capacity** to fully quantify the problem
 - A **coordinated plan** to design solutions
 - The **data and deliverables** required to apply for federal infrastructure funding
-

Proposed Resolution: Clemson–Town of Central Capstone Partnership

With the Town's support, Clemson University will launch a **dual-semester capstone project** engaging graduate and undergraduate students from both **City & Regional Planning** and **Civil Engineering** to:

1. **Analyze the bottleneck and its ripple effects** using traffic data, GIS tools, and simulations
2. **Develop a phased revitalization and infrastructure plan** aligned with the Town's goals
3. **Produce grant-ready materials** to pursue federal and state funding for improvements

Project Timeline:

- **Fall 2025 (City & Regional Planning – Lead):**
Stakeholder engagement, zoning & land use alignment, downtown planning, and early grant scoping
 - **Spring 2026 (Civil Engineering – Follow-on):**
Traffic flow modeling, overpass/egress design options, and engineering concepts based on fall data
-

Deliverables:

- Traffic congestion heatmaps and blockage analysis
 - Design alternatives for multimodal connectivity and emergency access
 - GIS-based planning and engineering simulations
 - Policy alignment recommendations
 - A final roadmap and presentation to Town Council
-

Funding Request: \$18,000

We respectfully request **\$18,000** to support:

- **Two Graduate Assistants** (1 from each department) for year-long continuity
- **A small contingency** for travel, printing, and student project needs

100% of these funds go directly to student support and project implementation. Clemson University is contributing faculty leadership, lab space, GIS technology, and additional undergraduate support.

Why This Matters for Central

This partnership gives the Town:

- **Data-backed insights** to support funding applications (e.g., federal and state)
- **Expert-level student support** at a fraction of the cost of consultants
- A chance to become a **model of university-community collaboration** in small-town revitalization

Together, we can turn a persistent infrastructure challenge into a blueprint for resilience.



**CENTRAL PLANNING COMMISSION
STAFF REPORT**

Restaurant Definition

The term restaurant is used in numerous areas of the zoning ordinance and staff felt that it needed to be defined. There is no current definition of restaurant in the zoning ordinance.

Staff proposes the following :

Restaurant – An establishment which derives the majority of its income from the sale of food and beverages, or any combination thereof.

Eagle Creek – 28 Total Permits

Springwood – 38 Total Permits

18 Mile Road – nothing new to report at this time.

An Med- The building and site plans are still being revised and have not been submitted. A grading permit has not been issued.



From: Jennifer Vissage <vissage@scacog.org>
Sent: Tuesday, July 15, 2025 5:09 PM
To: cpeek; Cindy Burke; Daniel Bare; David Vaughn; Derek Hoerath; Ed Young; 'Justin Rakey'; Lauren Queen ; Paige Bowers; pmishoe@cityofcentral.org; Susan Brewer
Subject: FW: Board Packet
Attachments: 07.22.25 Agenda (002).docx; 05.20.25mins.docx; staffreportmainstreetmilldistrict.docx; rezoningapp.pdf; Clemson Capstone Project 07.22.25.docx; ZO REPORT.docx; Resolution 07.22.25 3D - Comp Plan Updates.docx; Resolution 07.22.25 3E - Zoning and LDR Updates.docx; Rough Boundaries of New MSMD Not Official.jpg; staffreportpepperaiken.docx; staffreportrestaurant.docx; ZO REPORT.docx

The following items are included for the Planning Commission Special Called Meeting that will be held next Tuesday:

- 1) Agenda
- 2) May 20th Meeting Minutes
- 3) Staff Report for Main Street Mill District and Map of Boundaries
- 4) Pepper Street Rezoning Application
- 5) Staff Report for Pepper Street Rezoning
- 6) Resolution for Comp Plan
- 7) Resolution for LDRs
- 8) Clemson Capstone Project Information
- 9) Restaurant Staff Report
- 10) Zoning Admin Report

Please let me know as soon as possible if you cannot attend or if you need a copy of the packet. I will not be attending the meeting and will need to let Susan know if you need a copy of the packet no later than this Friday.



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 - i. Motion #1 – Recommend to council to adopt the written boundaries as provided in the staff report to include in the ordinance in place of any visual maps previously used. Motion made by Rakey, seconded by Vaughn, and approved unanimously without further discussion.
 - ii. Motion #2 – Recommend to council to change the name of the district to “Downtown and Mill District Overlay”. Motion made by Rakey, seconded by Vaughn and approved unanimously without further discussion.
 - c. Rezoning of Pepper Street Parcels – The Chair passed out two additional documents which were not in the packet to all members present and allowed approximately ten minutes for the Commission to review them. Both documents will be provided as supplements to the meeting minutes and are available for public review. The first was a letter from the attorney representing the landowner lobbying the Commission to not rezone the property. The second was a memo from the Chair to both the Commission and Council outlining his positions to not rezone the property. After all members reviewed the documents, the chair repeated several portions of his memo. Cindy Burke said stated she agreed with those positions as did Daniel Bare. David Vaughn stated that it makes sense to leave it as and not to rezone. The Chair made a motion to transmit a recommendation for Council to not rezone the property, seconded by Vaughn and approved unanimously without further discussion.

- d. Resolution to Update Relevant Sections of the Comprehensive Plan – The Chair explained that with recent boundary changes to the Town limits, particularly south of 123, the Comprehensive Plan should be updated to reflect these changes. He explained that Mr. Foreman, though his company Conduit Planning LLC, needed a resolution from the Commission to begin the update and that any draft changes will come to Commission for review first, before ultimately being sent to council for approval. Mr. Vaughn asked if other relevant sections of the Plan could be updated as part of this effort, such as the Resilience Element to include additional data points or replace FEMA flood mapping. The Chair stated that they could so long as funding from Council can support it. He explained that funding from Council had primarily been allocated for updating the Land Use element, but he will ask Mike to reach out to David to help get this included. The Chair made a motion to approve the resolution as written, seconded by Vaughn and approved unanimously without further discussion.
- e. Resolution to Update the Zoning Ordinance and Land Development Regulations – The Chair explained that the Zoning Ordinance and Land Development Regulations are due for a significant overhaul given their age. While both continue to receive small updates on a regular basis, it is confusing for citizens to understand the two sets of regulations and how they work together. Council has allocated funding to support the development of a Unedified Development Ordinance and Mr. Foreman's existing contract already included this as part of his scope of work. The plan is to have a draft ready for review in April of 2026. Public engagement meetings will be scheduled, soon, and Mr. Foreman will be joining us at upcoming meetings to dig in on the work. The Chair made a motion to approve the resolution as written, seconded by Burke and approved unanimously without further discussion.
- f. Stormwater Measures and Pond Maintenance – The Chair wanted to briefly speak about which agencies and which jurisdictions handle stormwater management as it relates to projects underway and those that have been completed. Stated that he has received several phone calls recently and he advises them to contact the County or SCDES or to contact Town Hall for further assistance. Mr. Cloer explained that projects under one acre are managed by the Town and those over one acre must be handled by the County or SCDES, formerly known as SCDHEC. However, he and other members of Town have received the specialized training which allows them to support those agencies when appropriate. However, enforcement always comes from them. He mentioned that a new contractor is providing silt fence service at the Lawton Road project and they have been doing an excellent job since they recently started. He also mentioned that the owner of the property has posted the property for no trespassing while under construction and he reminded everyone to respect the property owner's rights to control access to the general public. Justin also mentioned that the Town does have some authority for riparian buffer and erosion control enforcement for properties zoned Natural Space, but generally the above agencies should be managing that. No motions were made.
- g. Capstone Project with Clemson University Regarding Resilience and the Railroad Impacts in Central – David Vaughn provided a brief summary of the potential project and reviewed the one-page summary document in the meeting packet. The group asked questions about what the project would be providing such as detailed traffic analysis data and how that changes when trains are present. David emphasized the risks to the community which are caused by the limitations and impacts of the railroad on our roads and infrastructure. No motions were made.
- h. Council Resource Transition and Recognition of Councilwoman Paige Bowers – The Chair shared that after 16 years of dedicated service to the Commission, Councilwoman Bowers was ready for a change and excited to shift her focus to other topics for the Town. The Mayor is expected to appoint Councilman Peek to the Commission as our Council Liaison at an upcoming meeting. The group thanked Councilwoman Bowers for her outstanding service and commitment.
- i. Definition Addition to the Zoning Ordinance – The Commission reviewed the staff report provided which proposes the adoption of the definition for a restaurant. The Chair made a motion to approve the resolution as written, seconded by Vaughn and approved unanimously without further discussion.
- j. Parking Lot Paving Requirement within Neighborhood Commercial – The Chair started the discussion stating that the Zoning Ordinance has an explicit requirement that all parking lots in the town be paved or be made of concrete. The group discussed the impacts of this requirement on stormwater as well as the fact that much of the existing space in Neighborhood Commercial is not paved, today. The group discussed the benefit of adjusting this requirement in areas outside of Neighborhood Commercial to permit the use of materials which are permeable and allow stormwater to filter and remain on site vs runoff. Mr. Ed Martin was recognized by the Chair to share his thoughts and he mentioned an example of a commercial property in Easley with a high-quality solution, too. The group should expect more discussion about this topic in the future. No motions were made.
- k. Zoning Administrator Updates – The Zoning Administrator provided a staff report to share updates relating to major projects underway.

- i. Background Information: The Commission will ask for updates regarding various activities within the Town including any ongoing development projects and any enforcement actions or any zoning-related citizen complaints received by the Zoning Administrator. She was not available to discuss non-conforming signs. No motions were made.

4. Wrap-Up Items

- a. Next Regular Meeting – Tuesday, August 19th, 2025

5. Adjourn

MEMO

To: Planning Commission and Town Council

From: Justin Rakey, Chairperson of Town of Central Planning Commission

Date: July 22nd, 2025

Subject: July 22nd, 2025 Agenda Item 3c – “Rezoning of Pepper Street Parcels”

The Town of Central’s Planning Commission will consider a rezoning request for parcels indicated on the agenda on Pepper Street at the 7/22/25 Planning Commission meeting. I’m writing this memo to better articulate my position against rezoning the parcels noted on the agenda.

Background: The Planning Commission recommended the rezoning of the parcels in question in June of 2024. Council approved the rezoning request, unanimously, at the August 12th 2024 meeting. Ownership of the property has since changed hands and Council has requested the Planning Commission to provide a recommendation regarding the rezoning of the property as indicated on the application under consideration.

It is for the following reasons that I oppose the rezoning of the property in question:

Comprehensive Plan Support, Existing Zoning, Market Conditions and Prevention of Sprawl

- The consideration of rezoning of property should be anchored in the Comprehensive Plan
 - o RM-16 is Supported by the Housing Element of the Comprehensive Plan
 - The House Element Vision states in part that “The Town of Central will....encourage a balanced range of housing types and opportunities; promote opportunities for clean, safe and affordable housing;.....”
 - The Housing Element also states in part that “Emphasis should be given to the establishment of policies that encourage housing types that meet the needs of underserved markets, such as the provision of affordable housing and housing for young professionals and families, empty-nesters, and retirees.” In today’s market, R-12 and R-20 zoning prices out many of those seeking housing.
 - In my opinion, four of the twelve goals within the Housing element of the 2022 Comprehensive Plan support the RM-16 zoning.
 - o RM-16 is Supported by the Land Use Element of the Comprehensive Plan
 - Residential supply within the town limits is dominated in both area and quantity by R-20 and R-12. The 2022 Comprehensive Plan indicates that just 4.7% of the land area of the town limits is zoned for multi-family residential compared to 40.7% which is zoned for single family residential.
 - The Potential Growth and Development section of the Land Use Element specifically identifies that future land use should “Provide an opportunity for higher density mixed-use development”.
 - In my opinion, the three of the seven goals within the Land Use Element of the Comprehensive Plan support the RM-16 zoning.
- Residents are facing a housing crisis today due to low supply and high prices. There is a significant need for alternative housing outside of just single family residential. How are single individuals or young families supposed to be able to afford living in Central if all we can offer are single family homes on individual lots?

- Other recent applications for rezoning to support multifamily housing have been supported and approved (Church Street).
- The properties are directly adjacent from an existing multifamily housing development which has been in place for nearly two decades. This adjacent development undercuts any claim of "spot-zoning".
- Multifamily housing promotes economic and social diversity in our community.
- Multifamily housing helps to prevent urban sprawl and preventing urban sprawl protects our local natural environment like our tree canopy, forests, fields and wetlands.
- Higher density makes sense in our downtown area, especially on parcels so close to the future Green Crescent Trail
 - o Why is the Town of Central contributing several hundred thousand dollars to the building of the Green Crescent Trail if we don't want to support use of the trail? The parcels in question are just 100 yards away from the future trail.
- It has been said at previous Council meetings in regards to this rezoning that Central "doesn't want student housing". I personally do not believe that is true and would also point to several elements of the Comprehensive Plan which specifically recognize the benefit of students residing inside the town limits. Furthermore, I do not believe that Central is likely to become the preferred destination for large-scale student developments. Recent market shifts have shifted most Clemson University off-campus housing closer to downtown Clemson and into Oconee County, and away from Central.

Land Development Regulations and Traffic Impacts

- Concerns regarding impacts to adjacent properties are fair and expected. However, there are a number of mechanisms in both the Zoning Ordinance and the Land Development Regulations (LDR's) which can reduce impacts to adjacent properties.
- In fact, rezoning the property to R-12 would no longer require buffers to be required per my interpretation of the applicable standards. It is my belief that the existing landowners would prefer that land not be cleared all the way up to their property boundaries with no required buffers between them.
- The last thing we need is more driveway cut-ins on Pepper Street.
- The original application indicated up to 58(?) individual dwelling units.
- My pre-conference review of the potential project identified significant opportunities to increase setback from adjacent properties, decrease dwelling unit density from the original project, and lessen impacts to the surrounding area.

Bad Faith Effort to Rezone and Legal Challenges

- While I believe that Council's intent is good, the effort is too late in my opinion.
- Rezoning was completed nearly a year ago with no public outcry since that time.
- The current owner has already begun the planning process by submitting plans for pre-conference review.
- Rezoning should be based on land-use, not specific project proposals or drawings.
- Rezoning this property at this stage sets a dangerous precedent for future projects and will contribute to continued distrust in our Town's leadership. What does it say to all landowners throughout the town if we are willing to "yank the rug" out from under someone that has acted in good faith up to this point?

I believe it is in the Town's best interest to leave the zoning as is and allow any future projects to be governed by the Land Development Regulations and the Zoning Ordinance.

TOBIAS G. WARD, JR., PA
— ATTORNEYS AT LAW —

TOBIAS G. WARD, JR.
@tobywardlaw.com

July 22, 2025

J. DERRICK JACKSON
dj@tobywardlaw.com

Via Email Only

Hon. Justin Rakey, Chair
Central Planning Commission
Central Town Hall
1067 West Main Street
Central SC, 29630

Re: Planning Commission Meeting, July 22, 2025, at 6:30pm
Rezoning of Pepper Street Parcels (Agenda Item 3(c))

Dear Chairman, Rakey and members of the
Central Planning Commission:

Our law firm represents Advantage Title, LLC as owners of the property listed at parcels 4065-11-65-4623 and 4065-11-66-3081. It is our understanding that the Central Town Council has asked this body to review and recommend the rezoning of this property back to R-12 from the existing zoning of RM-16. For the reasons outlined herein, the Commission should recommend against this property being rezoned.

FACTUAL BACKGROUND

Mr. Jack Green was the owner of this property and requested that the Council rezone the property to the current RM-16. RM 16 allows multi-family housing and Mr. Green wanted to build some duplexes on the property. The Council approved the rezoning in August 2024 and our client, in reliance on the RM-16 zoning, purchased the property from Mr. Green at a premium over what single family residential would have cost. Thereafter, our client began spending significant amounts of time and money on developing a project on the purchased site. They submitted preliminary site plans in April 2025.

At the June 09, 2025, council meeting, Councilmen Peek moved that the council revert the zoning on this parcel back to R-12 from RM-16. The agenda for this meeting only noted, "Recommendation for Zoning Change to Planning Commission Curtis Peek." The council voted unanimously to seek the change.

On July 7, 2025, at a Special Called Council Meeting, the first agenda item is "Amend motion and vote to Include Request Zoning Change for Parcel # 4065-11-65-4623 and #4065-11-66-3081 located Approximately the Corner of Aiken Street and Pepper Street." It does not appear that this was advertised or notice given to the public about this meeting.

On July 14, 2025, Advantage Title filed its application for Subdivision and Plat approval for a Major Plat and paid the \$500 application fee for a Major Subdivision review.

The matter was then scheduled before this Commission for its review and recommendation. The Town staff has taken no position on the proposed rezoning but noted, "The Town of Central's comprehensive plan does mention that the town would like to see vacant parcels be developed in different types of housing, including workforce and affordable housing as well as different price points. This proposed project may meet those goals."

DISCUSSION

Our client wants to work with Planning and Zoning through the existing RM-16 zoning and to meet the goals of the comprehensive plan to provide different types of housing. However, our client feels strongly that it has vested rights in the development under the existing zoning type and density.

S.C. Code Ann. §6-29-1560 describes when rights vest under a development plan:

- (1) For purposes of this section, the landowner's rights are considered vested in the types of land use and density or intensity of uses defined in the development plan and the vesting is not affected by later amendment to a zoning ordinance or land-use or development regulation if the landowner:
 - (1) obtains, or is the beneficiary of, a significant affirmative government act that remains in effect allowing development of a specific project;
 - (2) relies in good faith on the significant affirmative government act; and
 - (3) incurs significant obligations and expenses in diligent pursuit of the specific project in reliance on the significant affirmative government act.

All these factors are present in this case. The Council took significant affirmative government act in rezoning the property from R-12 to RM-16. Our client is the beneficiary of that act. Our client relied in good faith on the rezoning of the property and paid a substantial premium to purchase and develop the property. Finally, our client has incurred significant obligations and expenses to purchase and develop the property. Since our client has vested rights, it would not be right to recommend approval of a rezoning which is contrary to law.

The pending ordinance doctrine does not apply. To apply, the governing body must (a) have resolved to consider the ordinance and (b) advertised its intention to hold public hearings. *Sherman v. Reavis*, 273 S.C. 542, 257 S.E.2d 735 (1979). In this case, although the Town resolved to consider the rezoning ordinance, the Town has not advertised an intention to hold public hearings on this rezoning before our client's application was submitted.

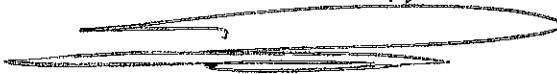
In short, the Commission should not recommend approval of the rezoning because the proposed rezoning is not lawful given our clients' reliance on and application under the existing RM-16 zoning.

As noted by the staff, "the Town of Central's comprehensive plan does mention that the town would like to see vacant parcels be developed in different types of housing, including workforce and affordable housing as well as different price points. This proposed project may meet those goals." One option mentioned by staff is to allow the current project go through LDR review. We believe that it's the best option and that the Commission should not recommend the rezoning request to Council. To recommend otherwise could result in great financial harm to our client.

Please accept this letter and make it part of the record and minutes for this hearing.

Respectfully submitted,

TOBIAS G. WARD, JR PA



Tobias G. Ward, Jr.



Eagle Creek – 28 Total Permits

Springwood – 38 Total Permits

18 Mile Road – nothing new to report at this time.

An Med- The building and site plans are still being revised and have not been submitted. A grading permit has not been issued.



**CENTRAL PLANNING COMMISSION
SPECIAL CALLED MEETING
July 22nd, 2025 – 6:30 PM
CENTRAL TOWN HALL
1067 WEST MAIN STREET, CENTRAL SC, 29630**

Disclaimer: Information contained in the "Background Information" section(s) is intended to provide the public with context regarding agenda topics. It is for informational purposes only and does not represent an opinion or position regarding the topic by the Commission or restrict the discussion of the topic by the Commission to the content contained in the section. The Commission strives to be transparent and keep the public informed of the activities of the Commission so that citizens may be aware when topics under consideration may affect them.

1. Call to Order
 - a. Attendees present
2. Previous Meeting Minutes Approval
 - a. May 20th, 2025
3. New Business
 - a. Reason for Special Called Meeting
 - i. Background Information: The Chair will review that the regularly scheduled meeting, normally held on the third Tuesday of the month, had too many scheduling conflicts from key individuals. Rather than waiting until August, the Chair asked for a special called meeting to be convened one week later so that the business of the Commission could continue.
 1. Information only topic
 - b. Main Street and Mill District Overlay Edits
 - i. Background Information: The Commission has already approved a number of edits to the ordinance in previous meetings. One additional edit has been requested by the Zoning Administrator, which is to add a description of the boundaries of the overlay district into the ordinance text.
 1. Review of Staff Report
 2. Discussion
 3. Motion(s)
 - c. Rezoning of Pepper Street Parcels
 - i. Background Information: Town Council has requested the Planning Commission consider rezoning Parcel Numbers 4065-11-65-4623 and 4065-11-66-3081 located on Pepper Street near the intersections of Pepper and Aiken Streets.
 1. Review of Staff Report
 2. Discussion
 3. Motion(s)
 - d. Resolution to Update Relevant Sections of the Comprehensive Plan
 - i. Background Information: With recent changes to the municipal boundaries of the Town, the Comprehensive Plan requires updates to keep it current with these changes. While this topic has been discussed at previous meetings, a motion from the Planning Commission is required to direct the contracted Town Planner to prepare those updates for further review by the Commission at future dates. The goal is to have the edits ready for approval by the October meeting.
 1. Resolution review
 2. Discussion
 3. Motion(s)

- e. Resolution to Update the Zoning Ordinance and Land Development Regulations
 - i. Background Information: Council is expected to allocate funds to support a major overhaul of the Town's Zoning Ordinance and Land Development Regulations into a consolidated Unified Development Ordinance. The Commission will review the scope of the project, process, timeline and discuss opportunities to incorporate significant public input into the final drafts. The Commission will also consider a motion to direct that updates begin.
 - 1. Resolution review
 - 2. Discussion
 - 3. Motion(s)
- f. Stormwater Measures and Pond Maintenance
 - i. Background Information: Several citizens have voiced concern over stormwater maintenance at past-completed projects. Additionally, concerns have been reported about the upkeep of stormwater detention ponds and some silt fencing for projects still underway. While much of this is enforced by SC DES (formerly DHEC), a discussion of measures which could be taken by the town is planned.
 - 1. Discussion of enforcement measures within the town's powers.
- g. Capstone Project with Clemson University Regarding Resilience and the Railroad Impacts in Central
 - i. Background Information: Following the impacts of Hurricane Helene, a collaborative project has been proposed which will focus on creating resilience plans around the impacts of the railroad throughout the Town. This project, managed by Clemson Engineers for Developing Communities, would focus on the risks and challenges created by the presence of the railroad within the Town and help create possible recommendations and plans. This project, which will be funded in part by the Town, is a special opportunity to enhance Town and Gown relations and produce results.
 - 1. Presentation from David Vaughn
- h. Council Resource Transition and Recognition of Councilwoman Paige Bowers
 - i. Background Information: Councilman Curtis Peek has completed the required training to begin serving as the primary designated council representative for the Planning Commission. This transition, which has been in the works since Councilwoman Chapman stepped down from the Commission late last year, is ready for approval by the Mayor at his discretion. In preparation, the Chair wishes to thank Councilwoman Bowers for her 16 years of service to the Planning Commission and wishes to publicly express appreciation and support for this tremendous commitment over the years. Once the Mayor has formally updated these appointments, the Commission will be informed.
 - 1. Information only topic
- i. Definition Addition to the Zoning Ordinance
 - i. Background Information: The Zoning Ordinance uses the term "Restaurant" in multiple sections, though the term is not defined within the Ordinance. This definition should be added for clarity.
 - 1. Review of Staff Report
 - 2. Discussion
 - 3. Motion(s)
- j. Parking Lot Paving Requirement within Neighborhood Commercial
 - i. Background Information: A citizen has requested the Commission revise relevant sections of the Zoning Ordinance to remove the explicit requirement for solid-surface paving these smaller lots which are interspersed in our Neighborhood Commercial zone(s). The citizen argues that this requirement increases stormwater runoff and nearly all existing parking lots in the zone are of packed gravel and well-maintained and have not negatively impacted the surrounding area. Therefore, allowing future parking lots in this zone to also be composed of compacted pervious products will allow most storm water to absorb on site, reduce run-off to surrounding properties, and is in keeping with the existing area.
 - 1. Discussion only
- k. Zoning Administrator Updates
 - i. Background Information: The Commission will ask for updates regarding various activities within the Town including any ongoing development projects and any enforcement actions or any zoning-related citizen complaints received by the Zoning Administrator.
 - 1. Development projects:
 - a. Eagle Creek
 - b. Lawton Road
 - c. 18 Mile Road PUD
 - d. AnMed Project

2. Other updates from the Zoning Administrator
 - a. Non-Conforming Signs

4. Wrap-Up Items

- a. Next Regular Meeting – Tuesday, August 19th, 2025

5. Adjourn