



**COMPREHENSIVE PLAN  
FOR  
KERSHAW COUNTY  
SOUTH CAROLINA**

**2006 - 2016**

**FIVE-YEAR REVIEW**

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## **FOREWORD**

Section 6-29-501E of the South Carolina Local Government Comprehensive Planning Act (the Planning Act) requires the Planning and Zoning Commission to review the Comprehensive Plan or elements of the Plan at least once every five years “to determine whether changes in the amount, kind, or direction of development of the area or other reasons make it desirable to make additions or amendments to the Plan. The Comprehensive Plan, including all elements of it, must be updated at least every ten years.”

The Comprehensive Plan for Kershaw County South Carolina 2006-2016 (The Comprehensive Plan) is a complete ten-year update. Five years later, in 2011, the Planning and Zoning Commission reviewed the Comprehensive Plan. Since a decennial census was conducted in 2010, the Planning and Zoning Commission determined the Comprehensive Plan should be reviewed to update new census data demographics, and to report and analyze new developments in other elements of the Plan.

In 2007 the Planning Act was amended to include the South Carolina Priority Investment Act (PIA Act). The PIA Act requires local governments to include two new elements in their next Comprehensive Plan review or update:

1. A Priority Investment Element that “analyzes the likely federal, state, and local funds available for public infrastructure and facilities during the next ten years, and recommends the projects for expenditure of those funds during the next ten years for needed public infrastructure and facilities such as water, sewer, roads, and schools.”
2. A Transportation Element that must consider “transportation facilities, including major road improvements, new road construction, transit projects, pedestrian and bicycle projects, and other elements of a transportation network.” Furthermore, the Planning Act requires that this Transportation Element to be developed “in coordination with the land use element to ensure transportation efficiency for existing and planned development.”

This five-year review includes these two elements. It should be noted that the US Bureau of the Census requires much time to compile and analyze the massive amount of data collected from the 2010 decennial census and the American Community Survey. Raw population data was released in December 2010. Most local-level South Carolina data was sent to the South Carolina Office of Research and Statistics in October 2011. As of this writing (May 2012) some data which would be useful to compare with the 2006 Comprehensive Plan data is not yet available from the Office of Research and Statistics. It should be noted that data is available on a fee basis from private organizations such as Demographic Now. The Planning and Zoning Commission and the Planning and Zoning Department do not have access to those services.

A complete revision of the Comprehensive Plan is appropriate for the ten-year update. For this five-year review, updated material is presented as a supplemental document to the 2006-2016 Comprehensive Plan.

### **PUBLIC COMMENT**

The Planning and Zoning Commission completed their preliminary draft of the Five-Year Review on October 8, 2012. On October 9<sup>th</sup>, the draft Five-Year Review was posted on the County website for public review and comment. On October 15, 2012, the Planning and Zoning

Commission hosted a public presentation of the Five-Year Review in Council Chambers at the Kershaw County Government Center. No one from the public attended the meeting.

The Planning and Zoning staff continued to receive public comments until November 5, 2012 which was the date set by the Planning and Zoning Commission to finalize the Five-Year Review through the passage of a resolution sending it to the County Council for ratification. Comments received follow and are written in italics:

**Joanna Craig Historic Camden Foundation**

*Ms. Craig commented on the sentence in the Cultural Resource Element review in which the Battle of Camden site is being discussed: "One objective of the Kershaw County Historical Society and the Palmetto Conservation Foundation is to restore the battleground to the eighteenth century climax forest in which the 1780 battle was fought." She stated that the Battle of Camden Foundation should also be listed as the Foundation has been "the main lead on this project."*

**Planning and Zoning Commission Response**

The sentence has been changed to read: One objective of the Battle of Camden Foundation, the Kershaw County Historical Society, and the Palmetto Conservation Foundation is to restore the battleground to the eighteenth century climax forest in which the 1780 battle was fought.

**Earl McLeod, Home Builders Association of Greater Columbia**, offered the following comments:

**Part E: Transportation Element**

*There are two policies of significant interest to the builder community in the transportation element: the endorsement of a complete streets policy and the endorsement of Transit Oriented Development (TOD) principles.*

*The Complete Streets concept has become popular in many communities wishing to better utilize existing road right-of-ways to provide multi-modal connectivity rather than just catering to vehicular travel. The City of Camden recently passed a resolution endorsing a Complete Streets policy to ensure that transportation systems are planned, designed, and constructed in a way that makes accommodations for all users, particularly bicyclists, pedestrians, and transit riders. This policy is consistent with the Broad Street Road Diet project that was recently funded through the TIGER II discretionary grant program and is currently in the planning stages.*

*TIGER grants are part of the multitude of grants coming out of the Federal Sustainable Communities Initiative. This partnership, between the Department of Housing and Urban Development, Department of Transportation, and U.S. Environmental Protection Agency, is focused on implementing the Obama administration's Livability Principles through better integrating transportation, land use, and housing. The Home Builders Association and the National Association of Home Builders (NAHB) have been following the implementation of these grant programs on the local level. While we favor green building and smarter growth, as well as good planning, we recognize that Complete Streets are not appropriate for all communities or all street types and are skeptical of any federal grants that are too prescriptive and intrusive into local land use planning and development review procedures.*

*It is noted in the plan that not all of these elements are always needed on every street. Low volume residential streets usually don't need bike lanes, and transit accommodations are only needed on transit routes. As long as complete streets policies are focused toward appropriate locations it could be a successful program in Kershaw County as long as the program remains voluntary and is paid for with public funding and not funded by additional fees and taxes on the development community.*

*The comprehensive plan states that "Kershaw County has recognized the connection between land use and transportation planning is through its endorsement of Transit Oriented Development (TOD) principles". However, earlier in the plan it is specifically stated that there is not much bus service or transit access, nor does the Plan foresee much in the future. A third party study concluded that commuter rail and bus rapid transit service are currently infeasible to implement but made a number of planning recommendations and action strategies for creating a more transit supportive environment in the future.*

*The goal of TOD is to create well designed, livable communities where people can commute from home to such places as the office, grocery store, daycare center, restaurant, library or park—all without having to utilize an automobile to do so. It is difficult to build TOD around the possibility of future transit options and hope the additional components, retail, services, etc., co-locate with the new residential development. There must be demand for this type of development to succeed; therefore, one would hope that Kershaw County would not discourage other types of development if the market does not prove to be in favor of TOD at present. TOD also requires a certain population density that would not exist in this area unless there was an increase in commuters and therefore an increase in transit lines. This is an example of putting the cart before the horse. While this policy is not necessarily appropriate for Kershaw County, there is no apparent reason to oppose it outright unless the County is discouraging other types of development in hopes of promoting TOD.*

#### **Planning and Zoning Commission Response**

The Comprehensive Plan outlines general policies, goals, and objectives which are intended as a guideline for developing specific regulations and in considering development plans and zoning map amendments (rezonings). At present there are no regulatory development standards that would require a private developer to employ complete streets standards on any new or existing street within the proposed development. Any future transportation regulations would have to be implemented through amendments to current ordinances which are public processes that include public notices, comments, and public hearings.

The South Carolina Department of Transportation already has complete streets regulations for roads within their jurisdiction.

The Planning and Zoning Commission recognizes that Transit Oriented Design (TOD) is not currently applicable in Kershaw County as public transit systems currently are not in place. The Comprehensive Plan, by design, is a forward-looking document designed to function as a road map to the future. As such, TOD policies are in place in the event of the future development of robust public transit infrastructure within Kershaw County.

#### **Part F: Priority Investment Element (Earl McLeod's comments, continued)**

*The Priority Investment Element analyzes the likely funding available for public infrastructure and facilities over the next ten years and recommends projects for public*

*expenditure. Of the projects listed in the Priority Investment Element, those related to the Sewer and Wastewater Treatment Plant are most important to the builder community.*

*Upgrades and expansion to the County sewer system and treatment plant were identified in the update to the Master Sewer Plan. "The Planning and Zoning Commission supports the findings of the Kershaw County Sanitary Sewer Master Plan and recommends its implementation while maintaining flexibility in the implementation of specific projects to respond to actual growth and development demands as they unfold in the future."*

*The study recommends upgrades to the system to handle 1,348,920 gallons per day of sewer generated by projected residential development. The Home Builders Association strongly supports these upgrades as well as the expansion and utilization of sewer treatment systems offered by private providers.*

#### **Planning and Zoning Commission Response**

The Planning and Zoning Commission appreciates this support.

#### **Part G: Status of Comprehensive Plan 2006-2016 Key Recommendations and Implementation Strategies Capital Improvement Program (CIP) (Earl McLeod's comments, continued)**

*The CIP process laid out in the Comprehensive Plan is confusing and not clearly understood. Originally, the CIP Development Team was made up of the County Administrator, department heads, elected officials, etc. Their job was to prepare the CIP based on recommendations for public facilities made by the Planning Commission. From 2008-2009 this process was successful, however, from 2009-2010 the process was taken over by the Finance Director and from 2010-2011 it was taken over by a consultant. From 2009-2012 the Planning Commission was not pleased with the data used to develop the CIP and took over the data gathering and preparation from FY 2011-2012. As of FY 2012-2013 it was decided that the Planning Commission will no longer prepare the CIP.*

*It is unclear how the process will continue from here; however, the county appears to be using the Priority Investment Element to determine priority projects in the interim. The CIP needs to be prepared annually and accurately in order to allocate funding for the public facilities necessary for new development. A new process needs to be presented as part of this plan review.*

#### **Planning and Zoning Commission Response**

The Planning and Zoning Commission recognizes the importance and need for the annual Capital Improvement Program process. The following quote is the last paragraph of the Capital Improvement Program description from the Priority Investment Element listing of Priority Investment Funding Sources (bold added for emphasis):

**The Key Recommendations and Implementation Strategies Element of the 2006 Comprehensive Plan lays out an annual process for the Planning and Zoning Commission and County staff to develop the CIP. Therefore, Comprehensive Plan 2006-2016, Part VIII, Key Recommendations and Implementation Strategies is hereby amended to delete Item 1, Capital Improvement Program. The Priority Investment Element provides a general description of the capital projects it identifies for priority investment by the County over the next ten years. Ideally, an annual Capital Improvement Program (CIP) would serve as a roadmap toward implementation of those projects.**

**Adequate Public Facilities Ordinance (Earl McLeod's comments, continued)**

*The comprehensive plan recommended developing an Adequate Public Facilities Ordinance (APFO); however, the Planning Commission later determined that a full APFO would not be right for Kershaw County at this time. Instead, the Planning and Zoning staff created an impact assessment form to allow affected agencies to comment on any impacts the proposed development would have on that agency's ability to provide service. The concern here is that this approach will require the Planning Commission to consider current public facilities as well as future public facilities identified in the CIP. It will be difficult to evaluate these against future facilities with the CIP process in its current state. This section will require additional clarification as to how these reviews will be handled.*

**Planning and Zoning Commission Response**

The purpose and applicability of the impact assessment process is detailed in section 5:2.10 of the Unified Code of Zoning and Land Development Regulations. This process has been in place and utilized since May 23, 2010.

**Conclusion (Earl McLeod's comments, continued)**

*The three main areas of concern are those regarding the CIP, the APFO and the urgent need to expand public sewer which realistically and practically must allow and encourage the use of private providers.*

*Any future policy regarding Complete Streets or TOD should be encouraged but not required. These planning practices are more appropriate for urban areas but not Kershaw County.*

*I hope that you will find these comments helpful as we work together on providing the best solutions for the building community and the environment at large. We look forward to continue working with you during this process.*

**Planning and Zoning Commission Response**

The Kershaw County Planning and Zoning Commission appreciates these well considered comments. While the areas of unincorporated Kershaw County have traditionally been rural in nature, certain areas have become increasingly urbanized in recent decades. Most notable among those areas is Lugoff. It should be noted, however, that East Camden and the unincorporated areas around Elgin have become increasingly more urbanized. Therefore, the Planning and Zoning Commission and County Government has responded by including urban planning in the long-range planning process.

**NEIGHBORING JURISDICTIONS AND AGENCIES COMMENTS**

The Priority Investment Act requires that the Priority Investment Element be is sent to neighboring jurisdictions and agencies that may be impacted by the proposed Priority Investment Element capital improvement plans. The notification of neighboring jurisdictions and agencies and comments received is discussed in the Priority Investment Element.

## PART A: POPULATION ELEMENT FIVE-YEAR REVIEW

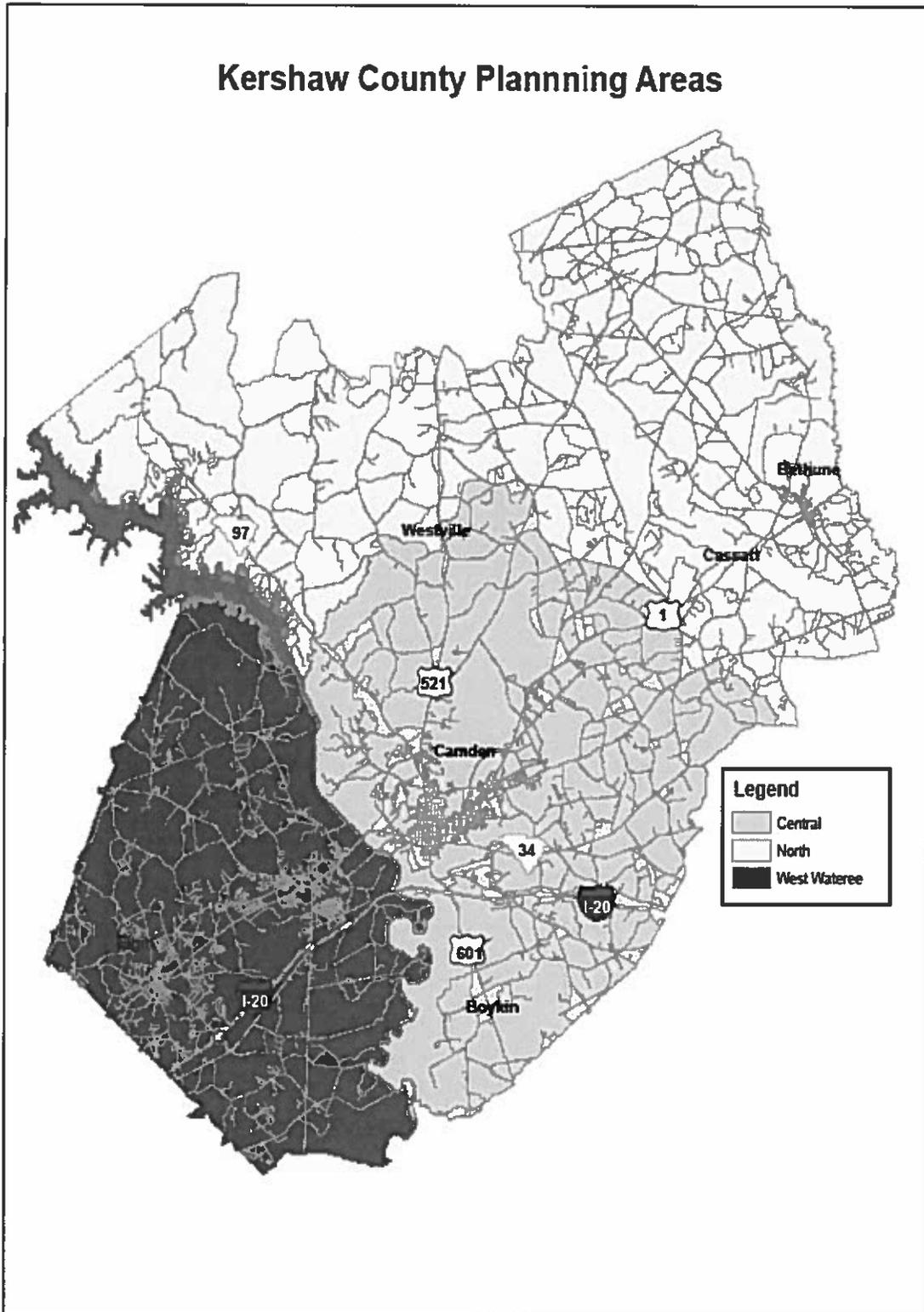
### INTRODUCTION

The Comprehensive Plan for Kershaw County 2006-2016 (August 14, 2007) introduced the use of planning areas for analyzing land use. The Plan continued the past practice of reporting demographic data using the Census Bureau's Census County Divisions (CCD). This five-year review will report demographics per the three planning areas (refer to figures A-1 and A-2). The West Wateree Planning Area is the Elgin CCD. The North Planning Area is comprised of the Westville, Mt. Pisgah, and Bethune CCDs. The Central Planning Area is comprised of the Camden, Camden Northeast, and Boykin CCDs.

Figure A-1 Census County Divisions, Kershaw County, South Carolina



Figure A-2 Kershaw County Planning Areas



## DEMOGRAPHIC TRENDS AND DISTRIBUTION

Kershaw County comprehensive planning has tracked population demographics since the 1970 census. The County population has experienced steady and significant growth every decade. The 2010 census count for Kershaw County is 61,697, a 17% increase from the 2000 census count.

**Figure A-3 Kershaw County Population Trends by Planning Area 1970-2010**

Kershaw County Population Trends by Planning Area 1970-2010									
	1970	1980	% Chg	1990	% Chg	2000	% Chg	2010	% Chg
<b>Total County</b>	34,727	39,015	12%	43,599	12%	52,647	21%	61,697	17%
<b>West Wateree</b>	6,820	10,591	55%	14,815	40%	21,907	48%	29,091	33%
<b>Central</b>	20,103	22,283	11%	22,423	6%	23,547	5%	25,036	6%
<b>North</b>	7,804	6,141	-21%	6,361	3%	7,193	13%	7,570	5%

Source: U.S. Department of Commerce, Bureau of Census

Whereas all planning areas experienced population gains, the most significant growth continues to be in the West Wateree Planning Area. With the population hubs of Elgin and Lugoff, the West Wateree Planning Area continues the transition from a predominantly rural area to an urban environment.

## DEMOGRAPHIC FORECAST

**Figure A-4 Population Projections 2000-2030**

Population Projections 2000-2030						
	2000	2010	2015	2020	2025	2030
<b>Kershaw County</b>	52,647	61,697	64,400	67,200	70,000	72,800
<b>South Carolina</b>	4,012,012	4,625,364	4,823,200	5,020,800	5,235,500	5,451,700

Source: SC Budget and Control Board - Office of Research and Statistics

The South Carolina Office of Research and Statistics projects a county-wide eight percent (8%) growth per decade out to the year 2030. Santee-Lynches Council of Government population projections for the next decade predict the majority of this growth to take place in the West Wateree and Central Planning Areas while the North Planning Area will grow very little. This is a continuation of current trends.

## DEMOGRAPHIC COMPOSITION

### Race

The Comprehensive Plan notes a thirty-year trend in the continued increase in the white population of the County relative to the non-white population. Although the non-white population has steadily increased, it has not kept pace with the increase of the white population. Perhaps this trend has reached its zenith, as the percentage of Kershaw County whites held steady at seventy-one percent (71%) from 2000 to 2010. During this same period the three percent (3%) decrease in the black population was picked up by the increase in the Latino/Hispanic population. The trend towards racial diversity in the West Wateree and Central Planning Areas has continued; whereas the non-white population of the North Planning Area continues to decline.

Figure A-5 Race by Planning Area

Race by Planning Area														
	1990				2000					2010				
	Population	White	Black	Other*	Population	White	Black	Hispanic / Latino	Other**	Population	White	Black	Hispanic / Latino	Other**
Central	22,423	14,556 65%	7,770 35%	97 4%	23,547	14,543 62%	8,340 35%	393 2%	271 1%	25,036	15,479 62%	8,569 34%	981 4%	7 .02%
West Wateree	14,815	11,909 80%	2,787 19%	119 8%	21,907	17,411 79%	3,659 17%	405 2%	432 2%	29,091	22,770 78%	4,948 17%	1,192 4%	181 6%
North	6,361	4,374 69%	1,780 28%	207 3%	7,193	5,272 73%	1,781 25%	88 1%	52 .7%	7,570	5,716 76%	1,671 22%	125 2%	58 8%
Total County	43,599	30,839 71%	12,337 28%	423 1%	52,647	37,226 71%	13,780 26%	886 2%	755 1%	61,697	43,965 71%	15,188 25%	2,298 4%	246 4%

\*Includes Hispanic/Latino, American Indian and Alaska Native, Asian, Native Hawaiian and Other Pacific Islander, and Some Other Race  
 \*\* Includes all races except White, Black, and Hispanic/Latino  
 Source: U.S. Department of Commerce, Bureau of Census

**Age**

A continuing trend of the aging of the Kershaw County population is seen in the 2010 Census data. The age distribution within the planning areas has remained fairly constant. The most significant change over the past decade was a three percent (3%) increase in the age 65 and older population in the West Wateree and North Planning Areas.

Figure A-6 Age by Planning Area

Age by Planning Area						
	West Wateree (Elgin CCD)		Central (Camden, Camden NE, Boykin CCDs)		North (Bethune, Mt. Pisgah, Westville CCDs)	
	2000	2010	2000	2010	2000	2010
	Area Population: 21,907	Area Population: 21,907	Area Population: 23,547	Area Population: 25,036	Area Population: 7,193	Area Population: 7,570
< 18	6,235 28%	7,607 26%	5,807 25%	5,920 24%	1,708 24%	1,612 21%
19 - 64	13,825 63%	18,279 63%	13,802 59%	14,821 59%	4,474 62%	4,661 62%
65 +	1,847 8%	3,205 11%	3,938 17%	4,295 17%	1,011 14%	1,297 17%

Source: U.S. Department of Commerce, Bureau of Census

Figure A-7 Comparative Trends in Selected Age Groups - Kershaw County and South Carolina

Comparative Trends in Selected Age Groups Kershaw County and South Carolina, 1970-2010			
	1970 %	1990 %	2000 %
Under 18 - County	38	27	26
Under 18 - State	37	24	25
Over 65 - County	8	12	13
Over 65 - State	7	11	12

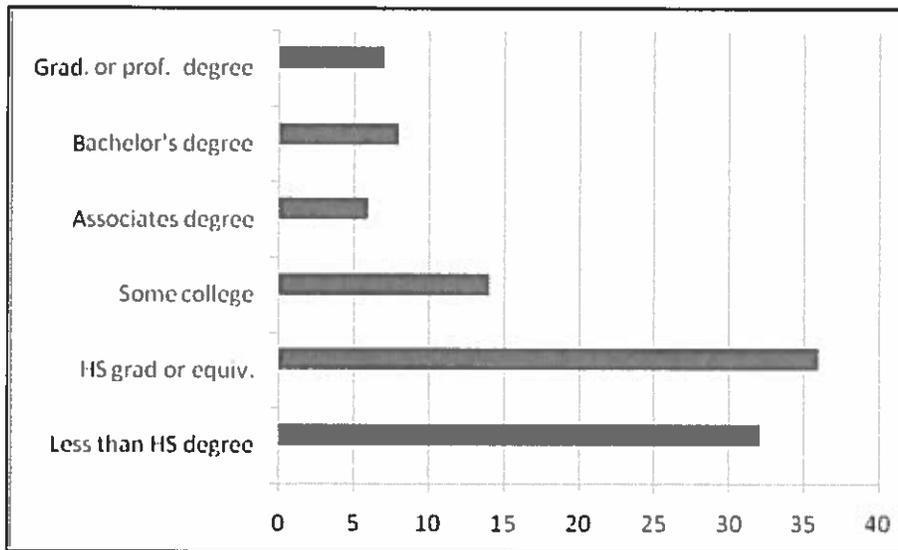
Source: U.S. Department of Commerce, Bureau of Census

## SOCIAL CHARACTERISTICS

### Education

The South Carolina Office of Research and Statistics has not yet compiled county level educational attainment data from the 2010 census results. In 2000, the largest education attainment group of residents age 25 and greater in Kershaw County were those who had attained a high school diploma or equivalent (36%) followed by those with less than a high school education (32%). Eighteen percent (18%) had achieved a college education (associates degree and higher).

**Figure A-8 Percentage of County Population (2000) By Educational Attainment**



Source: U.S. Department of Commerce, Bureau of Census

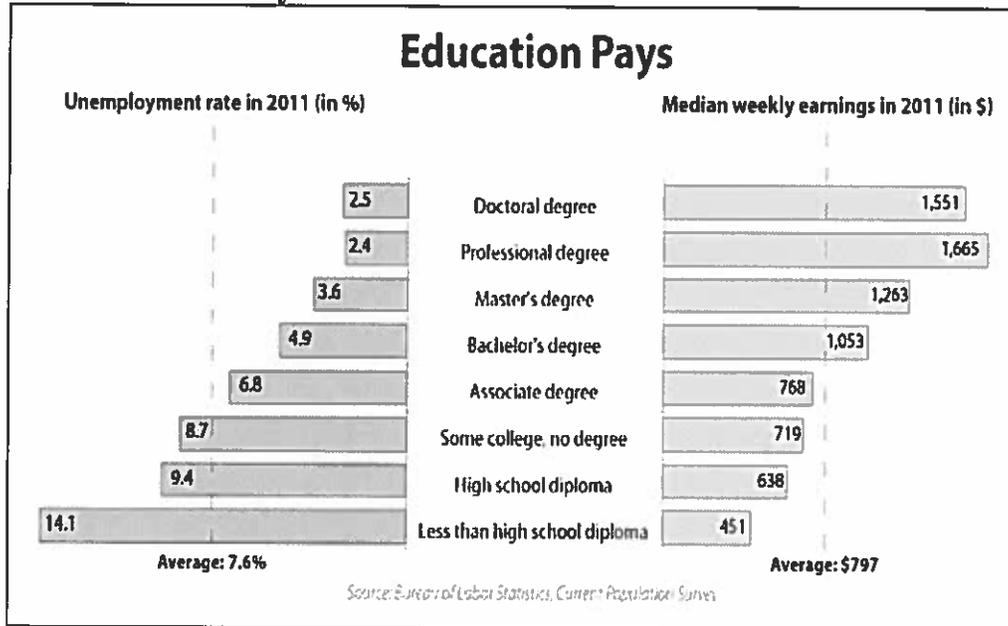
The media frequently reports that many recent college graduates doubt the wisdom of mounting college debts in a time when jobs are scarce. Yet, statistics tell us that both nationally and locally in Kershaw County, education has never been more important both in avoiding the unemployment line and in earning power.

**Figure A-9 Education-Income Correlation for Residents 25 Years of Age and Older**

<b>Education-Income Correlation for Residents 25 Years of Age and Older</b>				
<b>Education Level</b>	<b>South Carolina Median Annual Income by Education Level</b>		<b>Kershaw County Median Annual Income by Education Level</b>	
	<b>2000</b>	<b>2010</b>	<b>2000</b>	<b>2010</b>
<b>Less than High School Degree</b>	\$14,282	\$17,345	Not Available	\$15,094
<b>High School Graduate or Equivalent</b>	\$17,418	\$25,072	Not Available	\$25,390
<b>Some College or Associates Degree</b>	\$21,785	\$30,569	Not Available	\$31,307
<b>Bachelor's Degree</b>	\$29,536	\$41,797	Not Available	\$38,372
<b>Graduate or Professional Degree</b>	\$42,357	\$51,973	Not Available	\$52,813

Source: U.S. Department of Commerce, Bureau of Census 2008-2010 American Community Survey

Figure A-10 Education Pays



According to the Santee Lynches Regional Council of Governments' "State of the Workforce Report 2011," in the current "Great Recession" economy, low education equates with unemployment. U-6 is a classification of unemployment figures which includes the total unemployed, plus those involuntarily underemployed as part-time workers, plus discouraged workers who have at least temporarily given up searching for employment. Looking at the 2011 U-6 figures in the Santee Lynches region, one in three of the workforce with less than a high school education is unemployed. Conversely, one in 9.2 of the regional workforce with a bachelor's degree or more is unemployed.

**Income**

As discussed above, higher education generally equates to higher incomes. As with the 2006 data, Kershaw County income continues to follow the State. Kershaw County per capita income remains slightly lower than the State, and median family income remains slightly higher. Again, this reflects on the importance of multiple wage earner families to Kershaw County.

Figure A-11 Average Annual Income - Kershaw County/State of South Carolina

Average Annual Income Kershaw County/State of South Carolina				
	Per Capita Income (\$)		Median Family Income (\$)	
	County	State	County	State
2009	\$21,571	\$22,509	\$51,778	\$52,406
1999	\$18,360	\$18,795	\$38,804	\$37,082
1993	NA	NA	\$35,300	\$34,440
1991	\$15,228	\$15,391	\$33,200	\$31,100
1989	\$13,656	\$13,838	\$31,562	\$30,797
1987	\$12,363	\$12,283	\$27,000	\$26,400

Source: U.S. Department of Commerce, Bureau of Census

## **NEEDS AND GOALS ASSESSMENT**

This Comprehensive Plan review sets a goal of increasing high school graduation rates and providing for training programs for the underskilled workers. This updated data emphasizes the importance of higher education on income and employment. The new Central Carolina Technical College campus opened in the fall of 2010 and includes an industrial training center. Kershaw County should continue to focus on the implementation of policies and goals of the School District and economic development strategic plans to provide a highly educated and trained workforce.

## PART B: HOUSING ELEMENT FIVE-YEAR REVIEW

### INTRODUCTION

The Great Recession’s economic downturn has had a profound effect on the housing market in Kershaw County and the nation. Housing values have declined significantly and there have been record numbers of foreclosures. Many homeowners who need to sell their homes are finding themselves in a position of owing more on the mortgage than they will receive from the sale. Interpreting housing data trends under these circumstances is difficult, especially as the housing market has not yet recovered. Will the housing data during the recession appear as a blip in an otherwise continuing trend, or is this data an indicator of a “new normal?” Many economic analysts predict that the end of the recession will not be a recovery to business as usual, but the beginning of a new paradigm of smaller, leaner, more efficient, and practical. The quick pace of residential development in Kershaw County is, in large, attributed to relatively inexpensive land and low property taxes. The twin hammers of soaring gasoline prices and ever more congested highways may well make the practice of driving to inexpensive land and low taxes increasingly less attractive to future home buyers in Kershaw County. In addition, there is a national trend for young home buyers to opt for the amenities of urban life over the traditional ex-urban residential subdivisions. Although all of these factors will have a great long-term impact on Kershaw County development, we can expect the current forty-year trends to continue to some degree over the next few years.

### HOUSING COMPOSITION

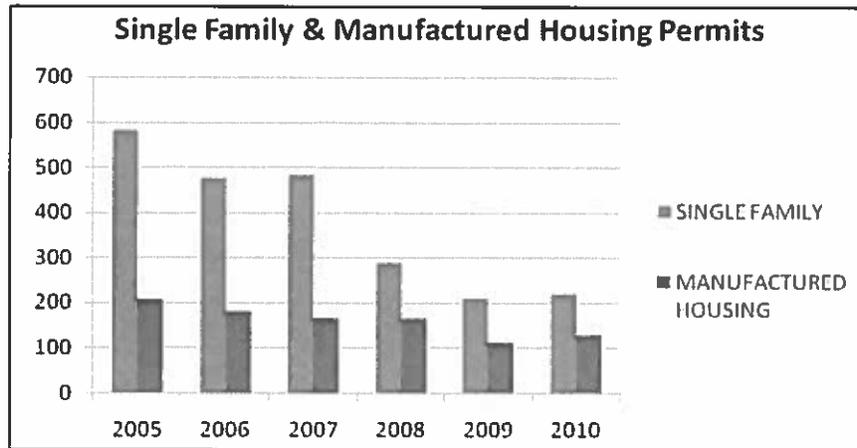
Single-family detached (site built) homes remain the dominant housing type in Kershaw County; although the percentage of single-family housing from among all housing types steadily declined from 88% in 1970 to 69% in 2000. However, the percentage of single-family housing declined by only a single percentage point between 2000 and 2010. The percentage of manufactured housing from among all housing types increased dramatically between 1970 and 2000. The 2010 census figures show a slight decline in the percentage of manufactured housing. Possibly the Great Recession’s buyer’s market conditions for site built housing may have at least temporarily made the purchase of site built single-family housing a more affordable option over manufactured housing.

**Figure B-1 Trends in Housing Types**

Trends in Housing Types											
	1970#	1970%	1980#	1980%	1990#	1990%	2000#	2000%	2010#	2010%	%Change 1970-2010
Single-Family	10,007	88%	11,858	83%	12,489	72%	15,543	69%	18,584	68%	86%
Multi-Family	518	5%	750	5%	960	6%	927	4%	1,497	6%	188%
Manuf. Home	883	7%	1,728	12%	3,858	22%	6,191	27%	7,139	26%	708%
Total	11,408		14,336		17,307		22,683		27,220		

Source: U.S. Department of Commerce, Bureau of Census

**Figure B-2 Single Family and Manufactured Housing Permits**



Source: Kershaw County Planning and Zoning Department

## HOUSING AND HOUSEHOLD COMPOSITION

Due to an ever declining household size, Kershaw County continues to follow the national trend where the demand for housing units is increasing at a faster pace than the population. If the current trend continues into 2030, Kershaw County’s population will have increased by 13,639 people and 5,551 additional housing units will be needed to accommodate them.

**Figure B-3 Housing Forecast**

Housing Forecast						
	2010	2015	2020	2025	2030	Total
<b>Projected Population</b>	61,171**	64,040	67,700	71,390	74,810	
<b>Additional Population</b>		2,869	3,660	3,690	3,420	13,639
<b>Projected Household Size*</b>	2.56**	2.52	2.48	2.44	2.4	-----
<b>Additional Units Required (estimate)</b>		1,138	1,476	1,512	1,425	5,551
Source: U.S. Department of Commerce, Bureau of Census *Household size - straight line projection. ** 2010 Census						

The Comprehensive Plan notes national housing trends of:

- Growth in old-aged households
- Growth in non-family households – Individual households and singles without children
- Increase in single-parent households

Refer to Figure B-4. The most significant changes in Kershaw County household composition from 2000 to 2012 reflect these national trends:

- Non-family households increased by 29%.
- Non-family households age 65 and older also increased by 29%.
- Male single-parent households increased by 27% and female single-parent households increased by 31%, the largest increase among the categories listed.

Our population is aging, and this is reflected in our household composition. Family households with children under 18 years of age increased by less than 4%. However, of female single-parent households, 55% are ones with children under the age of 18.

Another notable trend is towards providing non-institution alternatives for assisted living for the mental or physically impaired citizens and for those needing social services. In 2010, nearly 80% of Kershaw County’s citizens who required assisted living were in non-institution group homes.

**Figure B-4 Relationships by Household Type**

<b>Relationships by Household Type</b>			
	<b>2000</b>	<b>2010</b>	<b>Percent Change</b>
Total Population	52,647	61,697	17.2
In households	52,127	61,171	17.3
<b>Family households</b>	14,918	17,114	14.7
With children under 18	6,812	7,074	3.8
Male (wife not present)	906	1,152	27.15
Female (husband not present)	2,751	3,614	31.4
With own children under 18	1,508	1,833	21.55
<b>Non-family households</b>	5,270	6,814	29.3
Householder living alone	4,562	5,857	28.4
65 years and older	1,804	2,328	29
In group quarters	520	526	1.15
Institutionalized population	382	278	-27.5
Non-institutionalized population	138	248	79.7

Source: U.S. Department of Commerce, Bureau of Census

## HOUSING OCCUPANCY CHARACTERISTICS

As noted in the Comprehensive Plan, owner occupancy is considered a healthy sign of vesting in the community. Those who put down roots into the community by committing to a home purchase contribute to their community’s stability and security. In the forty-year period that we have been tracking such figures, 2010 saw the first decrease in the percentage of owner occupied housing. This decrease can almost certainly be attributed to the Great Recession’s turmoil in the housing market. Whether this is a statistical anomaly or the precursor of a “new normal” remains to be seen.

**Figure B-5 Housing Occupancy Characteristics**

<b>Housing Occupancy Characteristics</b>					
	<b>Owner-Occupied</b>		<b>Renter-Occupied</b>		<b>Total Occupied</b>
<b>1970</b>	7,451	75 %	2,539	25 %	9,990
<b>1990</b>	12,873	81 %	2,937	19 %	15,810
<b>2000</b>	16,554	82 %	3,634	18 %	20,188
<b>2010</b>	18,749	78 %	5,179	22 %	23,928
<b>Increase</b>	11,298	152 %	2,640	104 %	13,938 (140 %)

Source: U.S. Department of Commerce, Bureau of Census

The ratio of owner occupied housing between white households and black households has remained fairly constant in the forty-year study period. Owner-occupied housing among Hispanic and other race households was not available until 2010.

**Figure B-6 Owner Occupancy Characteristics by Race**

Owner Occupancy Characteristics by Race							
	White Households		Black Households		Hispanic Households	Other Race Households	Total
1970	5,824	78 %	1,627	22 %			7,451
1990	9,874	77 %	2,999	23 %			12,873
2000	12,648	76 %	3,700	22 %			16,348
2010	14,399	77 %	3,812	20 %	309*	229*	18,749
Increase	147 %		134%				151 %
* Owner occupancy data for Hispanics and Other Race households was made available for the first time with the 2010 Census.							
Source: U.S. Department of Commerce, Bureau of Census							

## HOUSING VALUES

Even with the depressed housing prices of the Great Recession, the median owner-occupied housing values have continued to rise in both the State and the County, although at a considerably slower rate than in the past. The lower median Kershaw County home values relative to the State as a whole can continue to be attributed to the proliferation of starter homes in the West Wateree area.

**Figure B-7 Median Owner-Occupied Household Values**

Median Owner-Occupied Household Values					
	1990	2000	% Change	2010	% Change
Kershaw County	\$60,200	\$88,000	46.2	\$116,400	32.3
South Carolina	\$61,100	\$94,900	55.32	\$138,300	45.73
Source: U.S. Department of Commerce, Bureau of Census					

## AFFORDABLE HOUSING

In May 2007, the Planning Act was amended to require that whenever local governments undertake the regulatory five-year review or the ten-year update of their Comprehensive Plans, they must update the Housing Element to "...ascertain unnecessary housing regulatory requirements that add to the costs of developing affordable housing but are not necessary to protect public health, safety, or welfare." and to include "...an analysis of market-based incentives that may be made available to encourage development of affordable housing."

**Affordable housing** as defined in the Planning Act:

Affordable housing means, in the case of dwelling units for sale, housing in which mortgage, amortization, taxes, insurance, and condominium or association fees, if any, constitute no more than twenty-eight percent of the annual household income for a

household earning no more than eighty percent of the area median income, by household size, for the metropolitan statistical area as published from time to time by the U.S. Department of Housing and Community Development (HUD) and; in the case of dwelling units for rent, housing for which the rent and utilities constitute no more than thirty percent of the annual household income for a household earning no more than eighty percent of the area median income, by household size for the metropolitan statistical area as published from time to time by HUD.

Implementation of these requirements should be thoughtfully considered because affordable housing does not need to be second class housing stripped of all the amenities and development standards that add to the quality of life enjoyed in other residential developments. Affordable housing can also be accomplished without bypassing environmental standards that benefit the entire community.

### **Incentives to Encourage Affordable Housing Zoning District**

A new zoning district designed to encourage affordable housing may be created. Elements of this zoning district could include:

- Higher density housing.
- Closer setback requirements.
- A network of interconnecting streets designed for multimodal (automobile, transit, pedestrian, bicycle) use.
- Mixed residential use – single-family, town homes, patio homes, multi-family, etc.
- Allow neighborhood oriented commercial uses.
- Allow civic and institutional uses.
- Provide for public spaces.
- Require inclusion of affordable housing units as a condition for rezoning.

### **Other Incentives**

- Waiver of development permit and sewer tap fees – or refund upon certification of affordability of housing units.
- Pre-approved design standards so that the Planning and Zoning Commission review is not required for an individual project.
- High priority permit review to streamline the permitting process.

### **The Kershaw County Housing Authority**

In 2011, the Kershaw County Council initiated the creation of the Kershaw County Housing Authority (the Authority). Kershaw County was one of only six (6) counties in the state that did not have a housing authority. The State Housing Authority is administering the distribution of the ninety (90) rental subsidy vouchers allocated to Kershaw County. However, without an Authority, Kershaw County was not eligible to apply for low income housing funding through the multiple Department of Commerce and Housing and Urban Development (HUD) programs. On June 28, 2011, the State legislature created the Kershaw County Housing Authority. The Authority will be eligible to apply for all of the Department of Commerce and HUD funds it has been missing out on. It will also be able to obtain and distribute housing vouchers for veterans through the Veterans Administration as well as having the ability to issue bonds which will be paid for from housing and commercial revenue generated by the Authority.

The Kershaw County Housing Authority is to be governed by a seven (7) member commission. Two members are appointed by the County Council; one commissioner each is appointed by the Camden, Bethune, and Elgin City Councils; and the legislative delegation appoints two members. As of this writing, the Housing Authority commissioners are still being appointed and the first Commission meeting has not occurred. These commissioners will be asked to address shelter for the homeless, low income rentals, and affordable home ownership.

## **NEEDS AND GOALS STATEMENT**

As noted in the 2006-2016 Comprehensive Plan, the composition of Kershaw County households is changing. The number of non-family households is increasing with a large percentage comprised of senior citizens. Therefore, the average household size is decreasing. The lower the number of persons per household, the more housing units will be required to accommodate population growth. It is important to note that the one exception to the aging of Kershaw County households is the continued high number of female single-parent households with children under the age of 18. Decent affordable housing needs to be available for these households.

To address these conditions, the following Comprehensive Plan housing goal is noted in this update:

**HG-2: Provide affordable decent housing opportunities in suitable environments for every Kershaw County family.** Current responses to this goal include:

1. A variety of housing types need to be provided to meet the increased demand for housing by an increasingly diverse household composition. Single-family residences will still be needed by family households with children. But, whereas single-family homes are still the dominant housing stock, single-family households are no longer the dominant household type. There will be an increasing demand for patio homes, townhouses, and apartments/condominiums, especially for the elderly and busy young singles who don't desire a large yard to maintain. Of the single-family site built houses, many will need to be smaller to accommodate smaller single-parent and non-family households.
2. In addition to providing affordable publicly-assisted housing, regulations considering the incentives to affordable housing listed above should be pursued to promote the construction of affordable non-subsidized housing of all types and sizes.
3. Support the Kershaw Housing Authority in its efforts to provide affordable housing for the citizens of Kershaw County.

## PART C: CULTURAL RESOURCES ELEMENT FIVE YEAR REVIEW

### EDUCATIONAL RESOURCES

**Figure C-1 Update on Kershaw County School District Capital Projects 2005-2012**

Update on Kershaw County School District (KCS D) Capital Projects 2005-2012				
1	Old Pine Tree Hill Elementary Annex Propriety	Sold	- 16,470 sq/ft	2009
2	Old District Office Property	Sold	- 32,946 sq/ft	2011
3	New District Office Property	Purchased	+ 40,000 sq/ft	2011
4	North Central High School	Added new auditorium, gym, field house	+ 52,017 sq/ft	2009
5	Camden High School	Added new auditorium, gym, kitchen, press boxes, athletic complex	+ 57,571 sq/ft	2009
6	Lugoff-Elgin High School	Added new gym, concession, ticket booth	+ 32,078 sq/ft	2009
7	Blaney Elementary	Renovated		2009
8	Blaney Elementary	Added classrooms and expanded media center	+ 7,600 sq/ft	2010
9	New Jackson School	Constructed. 1 <sup>st</sup> LEED Gold Certified School in the State of South Carolina	+ 81,314 sq/ft	2010
10	New Camden Middle School	Constructed	+ 148,000 sq/ft	2009
11	New Lugoff-Elgin Middle School	Constructed	+ 133,000 sq/ft	2009
12	Midway Elementary School	Added new related arts wing	+ 16,851 sq/ft	2009
13	Old Camden Middle School	Closed	- 137,802 sq/ft	2009
14	Old Continuous Learning Center	Closed	- 29,500 sq/ft	2010

**Figure C-2 Planned Additions for 2012-2013 School Year**

Planned Additions for 2012-2013 School Year			
1	North Central Middle School	Athletic Wellness Center addition	+ approx. 6,000 sq/ft
2	Leslie M. Stover Middle School	Athletic Wellness Center addition	+ approx. 3,000 sq/ft

The District has begun the process of reviewing the schools that were not addressed in Phase I of the Equalization Program. The District plans for the Board/District to develop a priority list of projects for Phase II of the Equalization Program within the next six to eight months. Once this project list is developed, the District will then decide how to proceed with a bond referendum.

Source: Billy D. Smith, Director of Operations Kershaw County School District

### EQUESTRIAN RESOURCES

#### South Carolina Equine Park

The South Carolina Equine Park (SCEP), located at 443 Cleveland School Road is owned by Kershaw County and leased to the South Carolina Equine Promotion Foundation (SCEPF). The County entered into this partnership in support of the economic impact the equine cluster has in the County. The Foundation operates the Park and raises funding for all capital improvements. In 2009 and 2010, an additional 26.72 acres were added to the original thirty-two (32) acre site. According to the SCEPF, the new South Carolina Equestrian Park generated \$348,158 income in 2010. An estimated total of 2740 horses occupied stalls at the Park and 75% stayed from two to four days each weekend. The SCEPF reports that each horse is accompanied by up to three people. As a result, an estimated \$2,774,250 in direct and indirect spending flowed through the County impacting restaurants, hotels, bed and breakfasts, and merchants. The remaining 25%

'trailed' in during the days, but still spent an estimated \$308,000 in local goods and services. Thirty events were booked in 2011 and, to date, thirty one weekends have been booked for 2012. A master plan for the equine park includes, at final phase, 530 stalls and a new covered arena.

## **HISTORIC RESOURCES**

### **Historic Camden Revolutionary War Site**

After the siege of Charleston in May 1780, British commander Lord Charles Cornwallis and 2,500 British soldiers marched to Camden and set up their main supply post for the Southern Campaign. For the next eleven months, the town was occupied. The Historic Camden Revolutionary War site is located at 222 Broad Street. The 107 acre complex includes the 18th-century town site, the restored and furnished 1785 John Craven House, the circa 1830 Cunningham House, two early 19th century logs cabins with exhibits, the partially restored 1795 McCaa House, reconstructions of some of the military fortifications, the reconstructed and furnished Joseph Kershaw mansion which was headquarters for Lord Cornwallis, a blacksmith exhibit, and a .6-mile nature trail. Guided and self-guided tours focusing on Camden's Colonial and Revolutionary eras are available at the tour office/gift shop located in the Cunningham House.

### **The Battle of Camden Site**

The tragedy of the Battle of Camden is that it should never have taken place when and where it did. The American General Horatio Gates, hero of Saratoga, had taken command of the troops in the South from Baron Johann von Robais, Baron de Kalb, only a short six weeks before the battle. His mission was to clear the British from the Carolinas. De Kalb's men were bordering on starvation and exhaustion; consequently, de Kalb advised Gates to take a longer route into South Carolina by way of Charlotte where friends and supplies were plentiful.

General Gates, however, preferred the shorter eastern route and ordered his men to march on August 13, 1780, arriving two days later at Loyalist militia Colonel Rugeley's plantation some thirteen miles north of Camden. He had nearly 4,000 troops but two-thirds of these were green, untried militia. Lord Cornwallis, hearing of Gates' movements, left Charleston and arrived in Camden on the same day as Gates. By moonlight, both armies moved out, meeting in the early morning hours on the Great Waxhaw Road north of Gum Swamp. Skirmishing broke out, but the major battle took place at first light.

When redcoat movement was detected, the battle opened with field cannon firing anti-personnel rounds, shotgun style. The mature longleaf forest retained the smoke while the gun fire blinded the soldiers waiting in the now moonless time before first light. A band of 50 selected men advanced on the British and fired into the advancing redcoats. The British counter-attacked with bayonets and drawn swords. At this, the Virginia and North Carolina militia panicked, broke, and ran; many without having fired a single shot. Both commanders maneuvered their troops but General Gates was swept from the battlefield by the running militia. Lord Cornwallis, seeing the failure of the American east flank, committed his reserves and ordered Tarleton's cavalry to get behind the Continentals who were obstinately advancing against the British west of the road. The American advance failed, and the British attacked from the east. What was to have been a coordinated attack turned to a complete rout of the Americans. As units ran, Cornwallis ordered

Lieutenant Colonel Banastre "Butcher" Tarleton in hot pursuit up the Great Waxhaw Road all the way to Hanging Rock.

Meanwhile, the Delaware and Maryland regiments held, led by de Kalb, whose horse had been shot from under him; and here the British concentrated their attack. The gallant German, Baron DeKalb fell, with eleven wounds, and died in Camden three days later. The British buried him with full military honors.

General Gates covered himself with something less than glory by joining the fleeing militia, never stopping until he reached Charlotte. Gates was never to live down the disgrace of his flight.

The American losses were enormous. Nearly 1,000 men were killed, 1,000 were captured, and numerous transport and ammunitions were confiscated. The British lost less than 350 men. For the Americans, this was the most disastrous field battle of the Revolution.

The Hobkirk Hill Chapter of the Daughters of the American Revolution (DAR) first obtained an acre of the battlefield. With time, their holdings expanded to six acres in the center of the action. In 1954, the Kershaw County Historical Society placed a marker on Flat Rock Road indicating the site of the Battle of Camden. Another marker states that 2,000 acres of the Battle of Camden site were designated by Congress as a National Landmark in 1961. In 1991, the Hobkirk Chapter of the DAR placed a granite monument to indicate the spot where Baron de Kalb fell, thus starting preservation of the site. After extensive archaeology, several interpretative panels were installed on walking trails and a plan to restore the site to a climax historic forest of longleaf pines with grass understory was initiated.

The Battle of Camden site can be reached by going north from Historic Camden for about seven miles on Highway 521, then by taking a left fork onto Flat Rock Road. The marker and monument are located on the right side of the road, 2.2 miles from the fork.

Source: [HistoricCamden.net/Battle of Camden](http://HistoricCamden.net/BattleofCamden) with edits by Charles Baxley

### **National Park**

Currently, the National Park Service (NPS) has begun a special resource study to consider whether the Historic Camden Revolutionary War Site and the Camden Battlefield Site should be added as a unit of the National Park system. The results of the findings and recommendations will be delivered to Congress by the end of 2012. Congress will make the decision of admitting the Battle of Camden Site and the Historic Camden Revolutionary War Site into the National Park System.

The Kershaw County Planning and Zoning Commission and County Council wholeheartedly endorse the inclusion of both sites into the National Park System. A stated goal of the Comprehensive Plan 2006 – 2016 (CR-4) is "Work to make the Battle of Camden Site a National Park." Such a significant historic heritage should be preserved in perpetuity. Kershaw County also recognizes the huge economic benefit that a national park would bring to the County. It should never be forgotten that this site is the final resting grounds of nearly a thousand American and British soldiers.

### **Protection and Preservation of the Battle of Camden Site**

The 1961, Battle of Camden Site's National Historic Landmark designation did not include any protection of the battlefield (refer to Figure C-3, Camden Battlefield Site Kershaw County). The

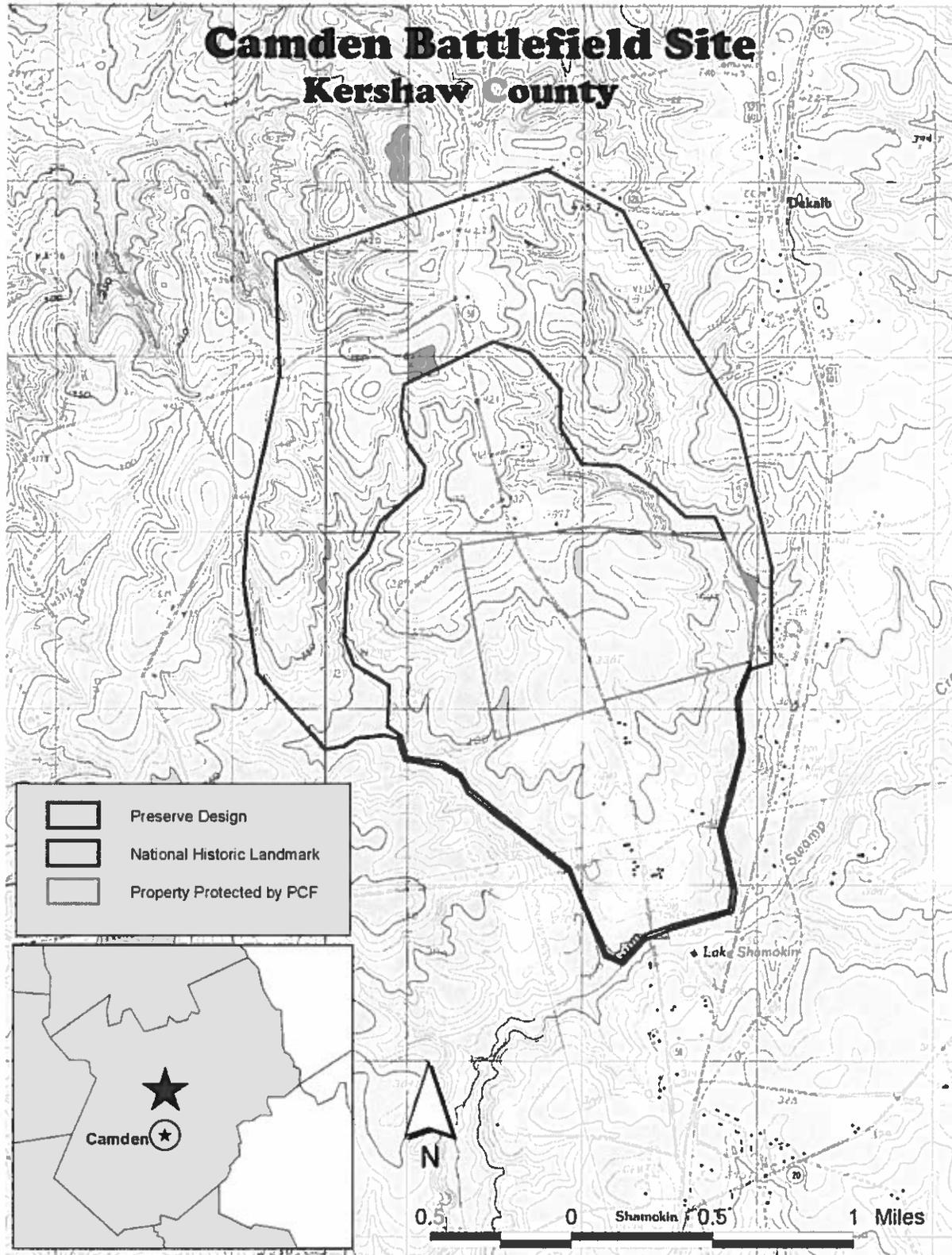
National Historic Landmark boundaries are delineated in red. The central portion of the National Historic Landmark area delineated in orange on Figure C-3 is currently under protection by the Palmetto Conservation Foundation (PCF) through ownership and conservation easements. This area contains the site of the night skirmish, but not the entire area of engagement. The National Historic Landmark boundaries include the viewshed approach into the battleground, and what was thought to include the entire battlefield; although detailed archeological studies have only been conducted in the area owned by the PCF. The Preserve Design area delineated in blue on Figure C-3 has been proposed by the Kershaw County Historical Society to encompass the National Historic Landmark area and an additional buffer to the north.

One objective of the Battle of Camden Foundation, the Kershaw County Historical Society, and the Palmetto Conservation Foundation is to restore the battleground to the eighteenth century climax forest in which the 1780 battle was fought. Typically, this would be longleaf pines with a native grass groundcover along the ridges and well-drained areas as well as oak, hickory, chestnut, and other hardwoods in the bottomlands. To this end, about 40 acres in the west section of the PCF property have been cleared of invasive trees and replanted in longleaf pine.

#### Preservation Strategy

1. Support and pursue National Park designation.
2. Failing National Park designation, pursue becoming a State Park.
3. Work with private landowners within the National Historic Landmark and Preserve Design areas to grant conservation easements.
4. Develop an overlay district designed to protect archeological and visual integrity of the site by restricting incompatible uses such as communication towers, mining, and utility transmission lines and stations. Hunting would need to be restricted to outlying buffer areas to protect the safety of visitors to the site. Compatible uses such as farming and large acreage single-family residences could continue.

Figure C-3 Camden Battlefield Site, Kershaw County



## **RECREATION RESOURCES**

The Comprehensive Plan adapted by reference the Kershaw County Recreation Master Plan 2002-2030 (The Master Recreation Plan). The following is an update on the implementation of the Master Recreation Plan's capital development plan and other recreation projects since 2006:

1. The County purchased the one-hundred acre tract of land on Lake Wateree.
2. Land has been acquired for recreation in the Camden and Lugoff areas. The City of Camden has deeded Woodward and Seaboard Park to Kershaw County for a future complex. Kershaw County has acquired a 100 acre parcel off of Highway 1 in Lugoff and has completed Phases I and II of the Kershaw West Complex. Phase I consists of the installation of three (3) soccer fields, four (4) tennis courts, a lighted parking lot, and restrooms. Phase II consists of four (4) lighted softball fields.
3. In Mt. Pisgah, the school district has deeded five (5) acres of land for the future Mt. Pisgah Recreational Complex which has yet to be constructed. In addition, they have deeded the walking track, the football stadium, and a full size baseball field to the County. In Bethune, playground equipment has been installed at the Bethune ball fields. New dug outs have been constructed and the Bethune Community Center is under construction at this writing.
4. A computerized registration and accounting program is in place.

### **Recommendations**

Please refer to Part F, The Priority Investment Element, for recommendations on recreation capital projects.

## **PART D: COMMUNITY FACILITIES ELEMENT FIVE-YEAR REVIEW**

### **REVIEW OF WATER SYSTEMS IN KERSHAW COUNTY SINCE 2006**

#### **Kershaw County and Lee County Regional Water Company, Inc. (d.b.a. Cassatt Water Company)**

Kershaw County and Lee County Regional Water Company is a private nonprofit water company that is in the process of converting to a public service district. Cassatt Water is currently finalizing a twenty-four (24) million dollar bond issue on upgrades to the system to improve quality of service to its customers and to promote economic development. All new and replacement lines will be six (6), eight (8) or twelve (12) inch lines which will greatly benefit fire protection in the service area. These lines will provide the flow rates needed to provide water to the Fire Service tanker trucks, and the installation of fire hydrants in some areas. The engineering has not been completed and it is not known exactly where fire hydrants will be provided at this time.

Some of the upgrades that will be paid for through the bond issue have been completed or are currently underway. A major project with these upgrades will be a Lake Connector which will connect the Lake Wateree area to the Cassatt area where additional water treatment capacity is under construction. The Lake Wateree connector will include a network of water lines, wells, storage, and pump stations. Other upgrades include remote monitoring of well sites and backup generators to power the pumps during electrical outages. The Governor's Hill Industrial Park and vicinity will also receive more storage and pipe capacity.

Contact: Charles B. Litchfield

#### **Bethune Rural Water**

The plan over the next three to four years is to add a 150,000 gallon storage tank in the vicinity of the Highway 341, Bethune Road and Porter Road intersection and to add approximately six (6) miles of six (6) inch water line up Bethune Road between Bakers Pond Road and Millcreek Road. This will provide increased fire protection in the area.

Contact: Donnie Horton

#### **City of Camden Water**

Camden has a general policy of providing water and sewer service to homes and businesses within the city limits only. The policy is to provide city water and sewer service to all new annexations. Camden City Council must approve any project that extends into unincorporated Kershaw County.

Contact: Tom Couch

#### **Town of Bethune**

When the town first started the municipal water system, there were a few customers outside of the town limits which were included in the system. Since then, the town has only served customers inside the incorporated limits.

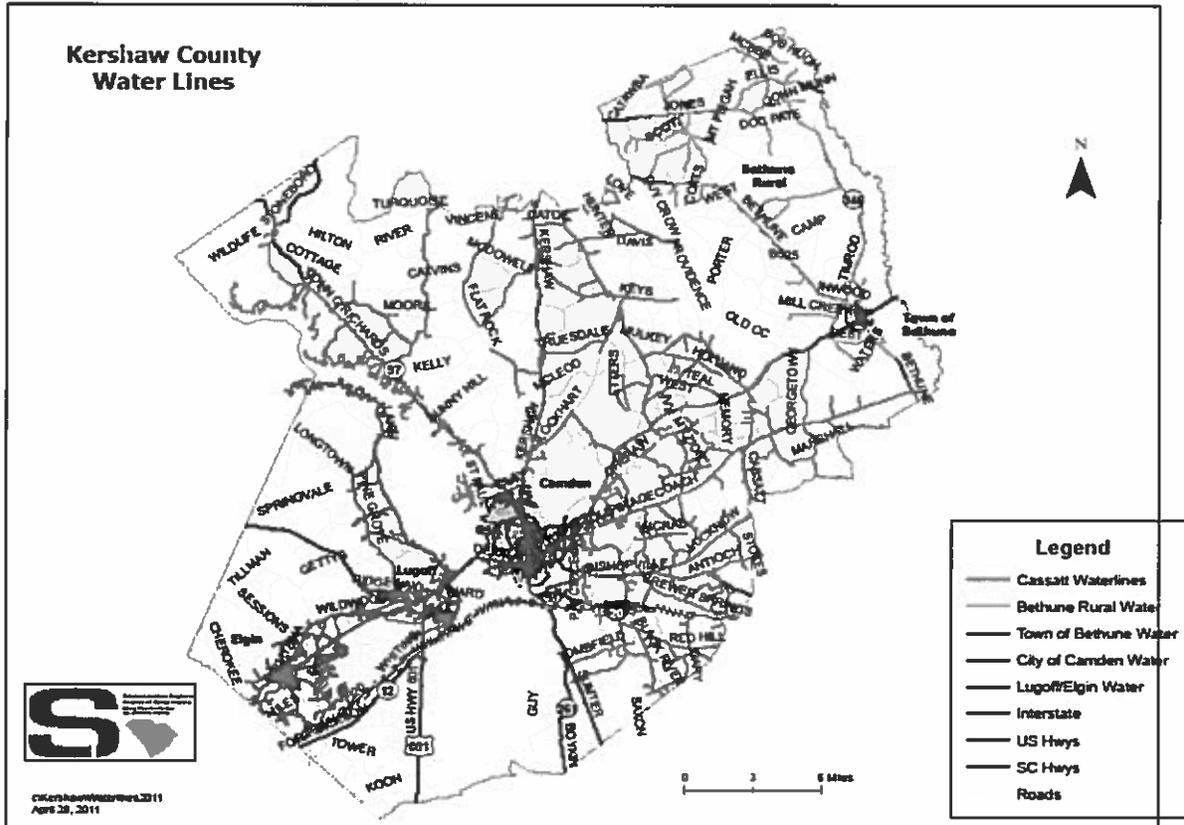
Contact: Bethune Town Clerk

### Lugoff-Elgin Water Authority

Lugoff-Elgin Water Authority has no plans for expansion or facility upgrades. Their current planning is for the upkeep and maintenance of the current system. However, they will respond to requests to expand the system to provide water to new development on a case by case basis.

Contact: Michael Hancock

Figure D-1 Kershaw County Water Lines



The Planning and Zoning Commission supports and encourages upgrades in water capacity that will meet fire suppression requirements and that will support commercial and industrial development.

### REVIEW OF KERSHAW COUNTY SEWER PROJECTS SINCE 2006

The following are the major projects completed or underway (as of December 2011) since the drafting for the 2006-2016 Comprehensive Plan.

**White Pond Road and I-20 Sewer** was completed in February 2007 and included the installation of 5140 feet of ten (10) inch gravity sewer line, 14,092 feet of eight (8) inch force main, and a 322 gallons per minute (GPM) pump station.

**Waste Water Treatment Plant (WWTP) Expansion and Upgrade** was completed in October 2009. The plant is a SBR (single batch reactor) system and is permitted for two (2) million gallons per day (GPD). The cost was six (6) million dollars.

**East Camden Sewer Extension** was completed in December 2009. This project consisted of the installation of a gravity sewer along US 1 North with two (2) pump stations. The effluent is treated by The City of Camden. The cost was 1.5 million dollars.

**Elgin 4 Pump Station Upgrade and Rehab** was completed in November 2009. This consisted of upgrading pumps to a larger size and rehab of the wet well. The cost was \$75,000.00.

**US 1 Sewer Main Extension** was completed in March 2011 and runs along US 1 South to the Blaney fire station. The extension consists of 1780 feet of eight (8) inch gravity sewer with seven (7) manholes. The project cost was \$105,000.

**Wateree Executive Park Phase 1** was completed in October 2007. This project consisted of the installation of an eight (8) inch gravity sewer line and nine (9) manholes.

**Wateree Executive Park Phase 2** was completed in August 2009 and consisted of the installation of 1,011 feet of eight (8) inch gravity sewer line and five (5) manholes.

**New Main Influent Pump Station** is currently under construction near the WWTP off Longtown Road (SC Highway 5). Construction of the 1.4 million dollar project started in October 2011 and consists of the installation of a new structure containing three (3) new pumps and 3300 feet of twenty (20) inch force main. The new main pump station will be capable of pumping a peak flow of ten (10) million GPD.

**Kawashima Force Main** to receive Kawashima effluent was completed in November 2012. The new 9000 feet of twelve (12) inch force main connects the Kawashima plant located off of Lachicotte Road in Lugoff to the US 1 sewer main. This additional volume requires upgrades to the Highway 5 pump station which are currently underway. The total cost of the force main and pump station upgrade is \$1,368,700.

**Weylchem Force Main** is under construction to connect the Weylchem plant from White Pond Road to existing sewer on Whiting Way. Fairfield Electric Coop has given \$260,000 for this project.

Capital projects linked to the update of the Master Sewer Plan are identified as a priority investment and are discussed in the Priority Investment Element.

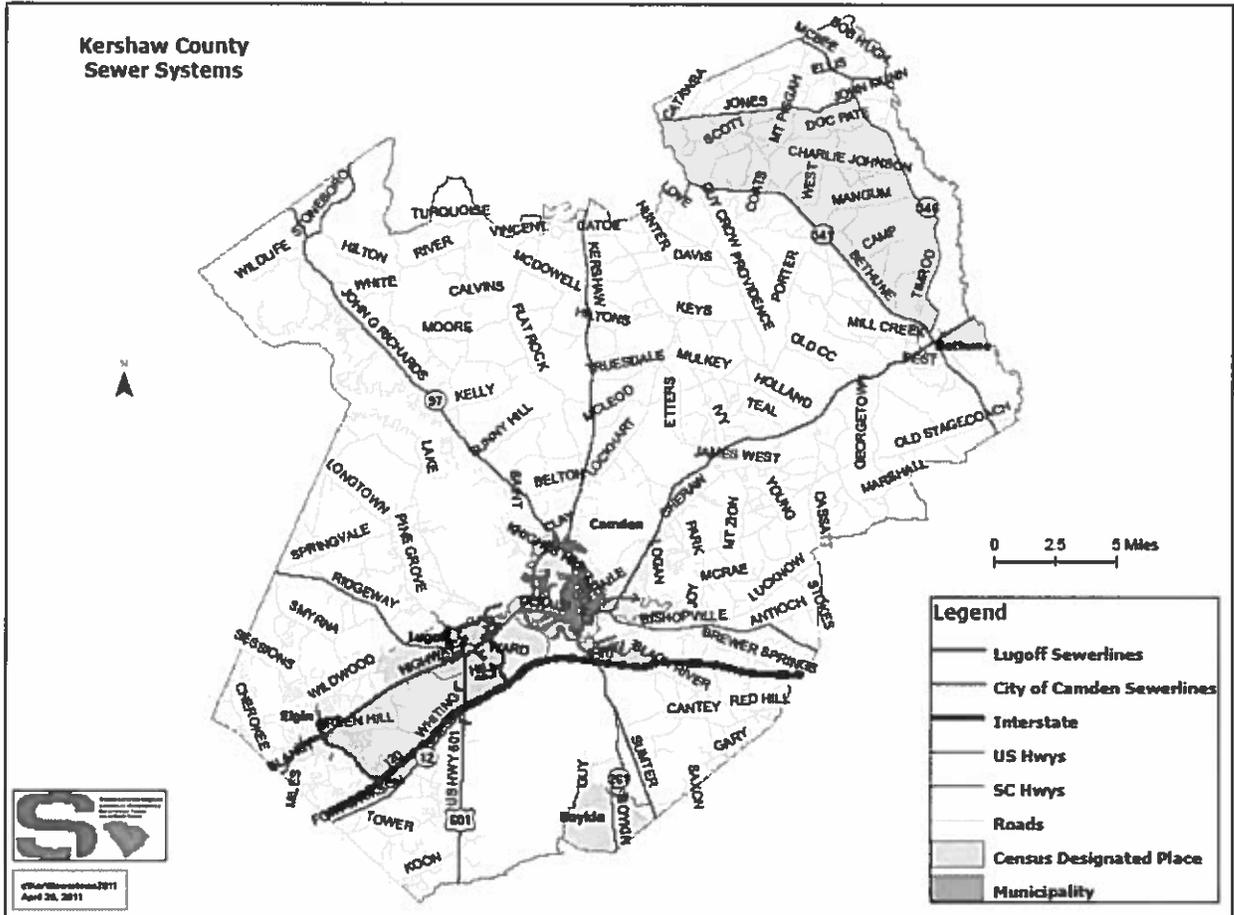
Contact: Russell Wright

#### **City of Camden Sewer**

Camden has a general policy of providing water and sewer service to homes and businesses within the city limits only. The policy is to provide city water and sewer service to all new annexations. Camden City Council must approve any project that extends into unincorporated Kershaw County. The city is now in the process of building a new four (4) million gallon per day wastewater treatment plant that will go on-line in 2014.

Contact: Tom Couch

Figure D-2 Kershaw County Sewer Systems



REVIEW OF KERSHAW COUNTY FIRE SERVICE SINCE 2006



Blaney Fire Department Grand Opening, 2344 Hwy 1 South Elgin, SC

**Figure D-3 Fire Department ISO Ratings Improvement**

<b>Fire Department ISO* Ratings Improvement</b>			
<b>Station #</b>	<b>ISO Rating &amp; Notes</b>	<b>Fire Dept.</b>	<b>Address</b>
13	ISO - 6/10 Effective 11-1-11 -Rating reduced from 7 in the city and 8 outside the city	Blaney	2344 Highway 1 South Elgin, SC 29045
14	ISO - 7/10 Effective 6-1-11 -Rating was reduced from 8/10	Cassatt	1876 Red Hill Church Rd. Cassatt, SC 29032
16	ISO - 6/10 Effective 5-1-11 -Rating reduced from a 7/10	Pine Grove	833 Pine Grove Road Lugoff, SC 29078
17	ISO - 7/10 Effective 2-1-11	Shepard	1057 Rogers Road Cassatt, S.C. 29032
18	ISO - 7/10 Effective 6-1-11 -Reduced from 8/10	Westville	2 Payne Pond Rd. Westville, SC 29175
19	ISO - 7/10 Effective 5-1-11 -Reduced from a 9/10	Doby's Mill	1971 Porter Cross Road Lugoff, SC 29078
20	ISO - 6/10	Bethune	103 Elm Street Bethune, SC 29009
21	ISO -7/10 -Reduced from a 9/10	Baron Dekalb	2457 Baron DeKalb Camden, SC 29020
22	ISO - 7/10 Effective 2-1-11 -Reduced from a 9/10	Buffalo-Mt. Pisgah	5203 Mt. Pisgah Road Kershaw, SC 29067
23	ISO - 7/10 -Reduced from 8/10	North Central (Westville)	2978 Lockhart Rd Kershaw, SC 29067
24	ISO - 6/10 Effective 5-1-11 -Reduced from a 7/10	Pine Grove Substation (Pine Grove)	1995 Lake Road Ridgeway, SC 29130
25	ISO - 7/10 -Reduced from a 10 New Substation	Boykin (Charlotte- Thompson)	1741 Boykin Road Rembert, SC 29128
26	ISO - 7/10 Effective 2-1-11 -Reduced from a 10 New Substation	Flat Rock (Shepard)	1404 Flat Rock Road Camden, S.C. 29020
27	ISO - 7/10 Effective 2-1-11 -Reduced from a 9/10	Gates Ford (Buffalo-Mt. Pisgah)	4364 Bethune Road Bethune, S.C. 29009

\*ISO is the Insurance Services Office that provides ratings for fire protection and building codes. The ratings are for urban/rural area. The lower the number, the higher the rated fire protection.

### Apparatus Improvements

All 1975 pumpers have been replaced with newer trucks with larger tanks and bigger pumps.

### Improvements with Grant Funding

#### 2007

- \$667,200 FEMA Operations and Safety Grant- SCBA Project - Air packs purchased countywide for inter-operability.
- \$247,000 FEMA Vehicle Acquisition Grant - New Pine Grove Pumper/Tanker
- \$38,800 SCBCB Station - Pine Grove portable cascade system - Used to fill air cylinders throughout the County.

#### 2008

- \$29,986 State VSAFE Grant-Training tapes used county-wide
- \$25,000 SC DNR Recreation Fund Grant for Fire/Rescue Boat - Lake Wateree
- \$ 27,000 FEMA Vehicle Acquisition Grant - Shepard service truck

#### 2010

- \$ 30,000. FEMA Grant-Buffalo Mt. Pisgah cascade system - To fill air cylinders on the northeast section of the County.

#### 2011

- \$987,000 County-Wide Interoperability FEMA Communications Grant - 800 MHz radios purchased for all County and municipalities' public safety officials for interoperability among all agencies.

## **REVIEW OF EMERGENCY MEDICAL FACILITIES SINCE 2006**

Kershaw County's Emergency Medical Services (EMS) are directed by KershawHealth, providing staff training, assistance, specialization in basic life support, advanced life support, and critical care transportation services to all patients in the Kershaw County area on a 24-hour a day, 7-day a week basis. The EMS department consists of a group of extensively trained professional Emergency Medical Technicians (EMTs), Paramedics, and Critical Care Paramedics with the capability of managing all patients in both emergent and non-emergent conditions including those that require critical interventions such as advanced airway management, cardiac monitoring, ventilator support, and pharmacological intervention.

The system is divided into six distinct geographic zones with a minimum of one advanced life support ambulance serving as primary responder within each zone. A dedicated inter-facility transport unit is also operated Monday through Friday to meet the needs of inpatients at KershawHealth. Substations providing advanced life support ambulances are located in Lugoff, Elgin, Bethune, and on Highway 521 at Lockhart Road. In order to assure rapid response to the Lake Wateree recreational area, between Memorial Day and Labor Day, an advanced life support quick response unit is posted in the Beaver Creek area Friday through Sunday from sunrise until sunset. During the remainder of the year, the Beaver Creek unit is posted eight hours during the day. The City of Camden also has a rescue squad and a substation on U.S. Highway 97 to facilitate principally water related emergency calls.

In a move to maximize the availability of trained personnel, 30 (approximately 15%) of Kershaw County's 207 firefighters are trained as first responders and are dispatched with ambulance calls. Additionally, the Beaver Creek Fire Station is equipped with a heliport pad for emergency response to the Lake Wateree community.

When minutes matter or when conditions prevent vehicles from providing lifesaving care, helicopters from LifeNet South Carolina assist. Located at the Woodward Field Airport, LifeNet's helicopters serve as 24-hour a day airborne intensive care units, transporting critically ill patients to medical facilities throughout the Carolinas and Georgia. At the Camden base, LifeNet keeps one helicopter with a full medical staff and pilot constantly on standby. If additional helicopters are needed, they have the availability of getting up to five additional staffed units to the area in less than thirty minutes.

## **REVIEW OF LAW ENFORCEMENT FACILITIES SINCE 2006**

The Sheriff's Department is responsible for policing, protecting, and providing services for approximately 740 square miles of unincorporated Kershaw County. To cover such a large area, the department operates from a central location at their 19,870 square foot facility at 821 Ridgeway Road in Lugoff which opened in 2007. Since 2006, the number of full-time deputies has increased from 59 to 62. The number of reserve officers has gone from four to one, and the number of constables has decreased from eight to six.

**Figure D-4 County Law Enforcement Profile**

<b>County Law Enforcement Profile</b>		
<b>Law Enforcement Officers</b>	<b>2006</b>	<b>2012</b>
Full-Time	59	62
Constables	8	6
Reserve	4	1
Source: Kershaw County Sheriff's Department, U.S. Department of Commerce, Bureau of the Census, 2010		

## **REVIEW OF COMMUNITY MEDICAL FACILITIES SINCE 2006**

The KershawHealth Medical Center at Camden (formerly The Kershaw County Medical Center) located at 1315 Roberts Street is a comprehensive acute care facility with 121 acute care beds, a Women's Center with ten new mother rooms, and four labor and delivery rooms; an emergency room; and outpatient services. The Sam Karesh Long Term Care Center is an 96 bed facility providing long term skilled and intermediate care. Also housed in the Karesh Long Term Center is RACE (Restoring Abilities for Community Re-Entry) Rehab, a short-term inpatient rehab service for patients not ready for home care, but not in need of hospitalization.

The West Wateree Medical Complex at 1165 Highway 1 South in Lugoff offers physicians' offices, lab and x-ray services, as well as comprehensive rehabilitation programs that include aquatic therapy. The Complex opened in 1997 to provide a broad range of healthcare services to the residents of Lugoff, Elgin, and the West Wateree communities.

KershawHealth's Urgent Care at Elgin, located at 40 Pinnacle Parkway in the Wateree Executive Park, just off of I-20 at Exit 87 (White Pond Road), opened in 2009. It is staffed with board-certified physicians, has early and extended weekday hours, is open on weekends, and does not require appointments.

KershawHealth's Outpatient Center at Elgin, located at 40 Pinnacle Parkway also opened in 2009. Imaging services include CT, open MRI, digital mammography, X-ray, ultrasound, and bone density. The facility also operates a comprehensive state-of-the-art laboratory and offers cardiology services including nuclear medicine, stress testing, and ultrasound.

Primary Care at Elgin, located in the Outpatient Center at Elgin, is staffed with board-certified specialists in family medicine, trained to provide care for adults and children alike. Since opening in 2010, Elgin Primary Care has provided a patient-centered, supportive experience designed to help manage disease, maintain health, and improve quality of life.

The Healthcare Place at 103 South Main Street in Bethune is a primary care center providing a wide range of family healthcare services. Health assessment and treatment normally found in a physician's office is provided by a Certified Family Nurse Practitioner.

Housed at the Health Resource Center at 124 Battleship Road in Camden, KershawHealth's Community Outreach and Wellness Programs offer support groups, wellness initiatives, educational programs, and community screenings for diseases such as diabetes, cholesterol, high blood pressure, and prostate cancer. Also located in the Health Resource Center are Home Health and Hospice services. Home Health is staffed by a team of registered nurses, therapists, medical social workers, aides, and volunteers who provide support for patients to manage their healthcare needs at home. Hospice administers compassionate in-home care and for families and patients during the last stages of life.

KershawHealth's policy is to maintain its position as medical provider to the citizens of Kershaw County by expanding the services that previously were available only out of the County. Urgent Care at Elgin and the Outpatient Center at Elgin are recent examples.

#### **REVIEW OF DETENTION CENTER SINCE 2006**

The Kershaw County Detention Center is located at 101 Bramblewood Plantation Road in Camden. The present facility was built in 2000 with a rated capacity of 89 inmates. The facility serves the entire county and its municipalities.

The facility continues to routinely exceed its capacity. In 2006 the average daily inmate population was 130 inmates. In the ensuing four years, the average daily population was 135. For FY 2011-2012 year to date (May, 2012) the average daily population is 225 inmates.

Little has been accomplished towards realizing the needed facility improvements identified in the 2006-2016 Comprehensive Plan. The Detention Center has facilities for minimum, medium, and maximum security, as well as an administrative segregation unit (isolation) for the male population. Of note is the fact that male inmates are placed in the level of security appropriate for the alleged crime and for the safety and well-being of the accused and the prison population

as a whole. There are no such provisions for the women detainees. Instead, all female inmates are housed in a single open bay housing unit.

The following is an update of the Detention Center's annual status report:

**Figure D-5 Detention Center Yearly Breakdown Report**

<b>Kershaw County Detention Center Yearly Breakdown Report</b>					
	<b>FY11-12 Year to Date (May 2012)</b>	<b>FY 10-11</b>	<b>FY 09-10</b>	<b>FY 08-09</b>	<b>FY 07-08</b>
<b>Inmate Data</b>					
<b>Admissions (Total)</b>	2408	3862	3599	3882	4411
Kershaw County	1805	2346	2562	3004	3365
Camden - City	398	780	760	728	920
Elgin - City	36	101	133	147	120
Bethune - City	0	2	4	3	6
State Highway Patrol	217	101	107	*	*
DNR	1	0	0	0	0
Probation Pardon Parole	0	0	0	0	0
<b>Admissions - Gender</b>					
Female	299	794	997	819	973
Male	1216	3068	2590	3063	3438
<b>Releases (Total)</b>	1973	3810	4759	3995	4504
Community	1760	3382	3500	3352	4387
SCDC	47	110	63	77	117
<b>Average Daily Population</b>	255	138	111	102.45	139.48
<b>Average Length of Stay</b>	5.90	5.12	3.52	52.90	102.08
<b>Weekenders</b>	14	71	83	41	47
<b>Inmate Meals Served</b>	103,366	112,988	133,481	111,931	164,191
<b>Average Cost Per Meal (Tax not included)</b>	1.36	1.37	\$1.31	\$1.59	\$1.40
<b>Escapes</b>	0	0	0	0	1
<b>Incidents</b>	156	127	126	72	119
<b>Homicides</b>	0	0	0	0	0
<b>Suicides</b>	0	0	0	0	0
<b>Suicide Attempts</b>	0	0	2	1	2
<b>Contraband Found</b>	38	78	67	17	22
<b>Inmate Violations</b>	120	64	39	46	20
<b>Shakedowns (cell searches)</b>	97	169	143	11	333
<b>Inmate Injuries – report attached</b>	0	21	6	6	8
<b>Inmate Visitors</b>	5331	4222	4795	3595	6383
<b>Litter Control Participants</b>	55	195	297	429	423
Bags Collected	371	416	1135	1754	2263
Miles Covered	279	339.05	643.5	90.84	1142.5
<b>Fees Collected</b>	\$2,130	\$1,770	\$3,270	\$4,290	\$4,190
<b>Inmates Seen by Medical Services</b>	1941	1140	1116	1856	1999
Nurse's Sick Call	385	543	459	565	739
Doctor's Sick Call	238	226	253	316	504
14-Day Evaluations/Physicals	155	531	463	976	865
Psychiatrist Interviews	55	87	40	180	87
Group Therapy/Mental Health	62	53	56	39	0
<b>Inmate Transports</b>	484	434	303	211	354
<b>* DENOTES ITEMS NOT TRACKED</b>					

*Five-Year Review of Kershaw County Comprehensive Plan 2006-2016 - Housing Element*

<b>Kershaw County Detention Center Yearly Breakdown Report, Cont.</b>					
	<b>FY 11-12</b>	<b>FY 10-11</b>	<b>FY 09-10</b>	<b>FY 08-09</b>	<b>FY 07-08</b>
	<b>Year to Date</b>				
SCDC	47	89	*	*	*
Court	196	227	*	*	*
Emergency Room	36	68	*	*	*
Medical Appointments	19	27	*	*	*
Mental Health	26	23	*	*	*
Other – see below	34	23	*	*	*
ASGlenn 2 - CJA 1 - KCDC from ASGlenn	34	23	*	*	*
<b>Inmate Participation</b>					
Gideon's	382	102	203	727	914
ALPHA Center	70	143	145	168	236
DHEC (Health Education)	0	0	0	6	73
Library Book Cart Program	0	0	389	1572	2412
Open Door Ministry	52	76	33	*	*
Friendship Missionary Baptist	53	47	9	*	*
Average # Sentenced Inmates Assigned	137	84	42	143	42
Average # of Works Slots Available	137	84	42	143	42
Detention Center	68	15	106	250	364
Recreation Department	23	8	40	49	60
Sheriff's Department	3	0	6	10	15
Library	0	0	0	2	*
Landfill	16	28	14	15	*
Animal Shelter	27	27	20	12	*
Total Hours Worked – based on 4.33 wk/month	5742	41280	60,850	929,370	65,100
Total Wages – based on \$7.25 x 50%	\$89,956	\$299,280	\$441,162.50	\$650,873.50	\$1,820,400.17
<b>Employee Data</b>					
Turnover	9	9	3	9	13
Worker's Comp Claims	0	4	0	4	3
Training Hours	700	744	544	1072	838
Meals Served	491	2090	3713	4229	4039
<b>Public Fingerprinting</b>					
Fees Collected	\$2,180	\$640	\$1,870	\$2,240	\$2,280
Number of Individuals Fingerprinted	218	64	187	224	228
* DENOTES ITEMS NOT TRACKED					

**REVIEW OF KERSHAW COUNTY LIBRARY THROUGH 2011**

**Capital Projects**

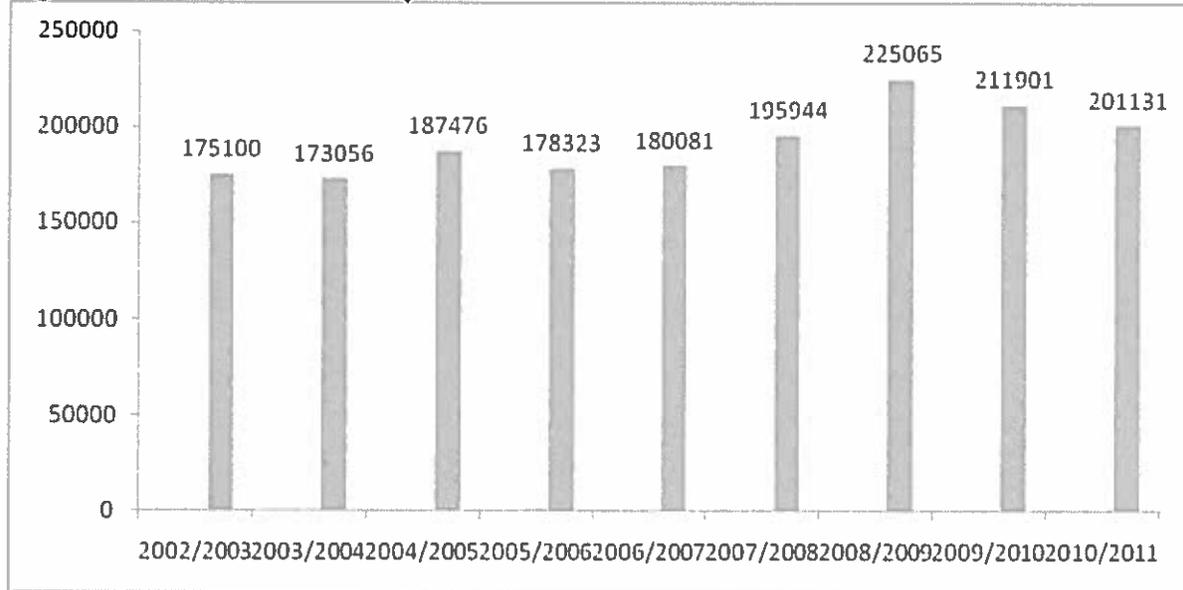
As outlined in the Comprehensive Plan, the West Wateree area of the County was identified as the area most in need of additional library facilities. In November 2009, the Library Board of Trustees voted to recommend that a new library be constructed within Elgin if funds became available. A 14,500 square foot facility was included on the November 2010 ballot as part of a Capital Gains Sales Tax initiative which did not pass. Though the Board acknowledges the need for additional facilities in this area, there are currently no funding opportunities for such a project.

**Library Usage**

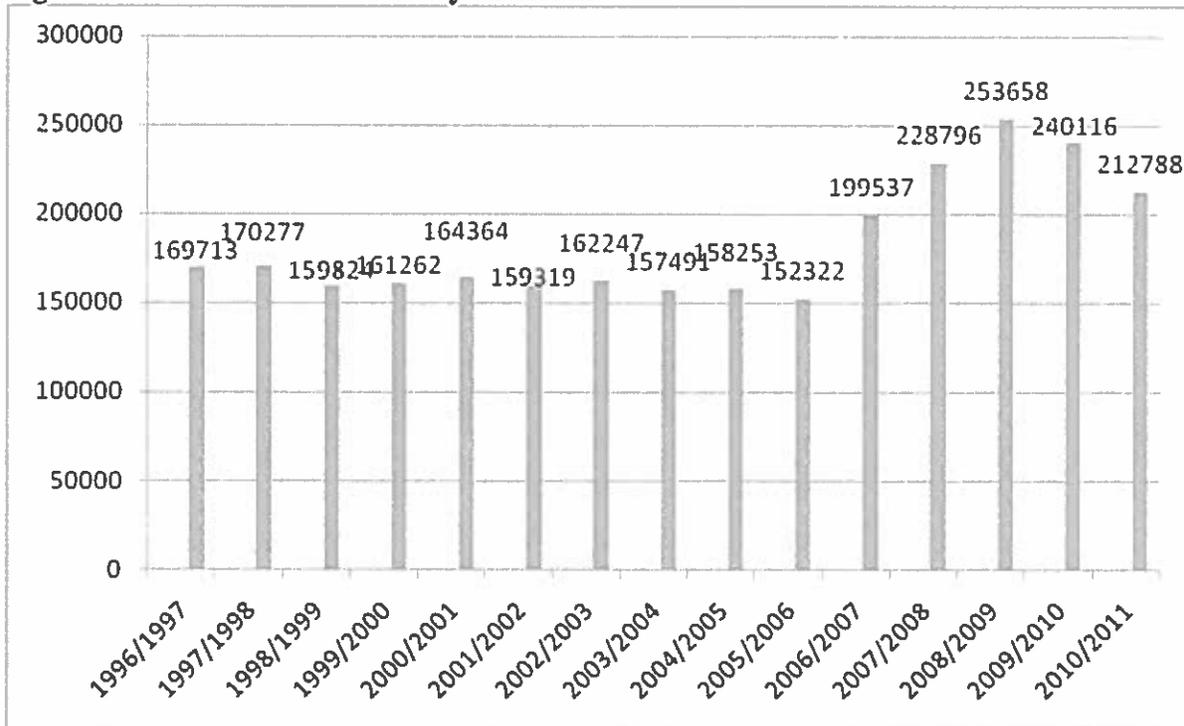
There has been an upward trend in library usage. Whereas visits to the library increased by only

seven percent (7%) from 2005 to 2011, visitor usage of library resources increased significantly during that same period. There was a thirty-five percent (35%) increase in circulations, and a one hundred fourteen percent (114%) increase in computer sessions.

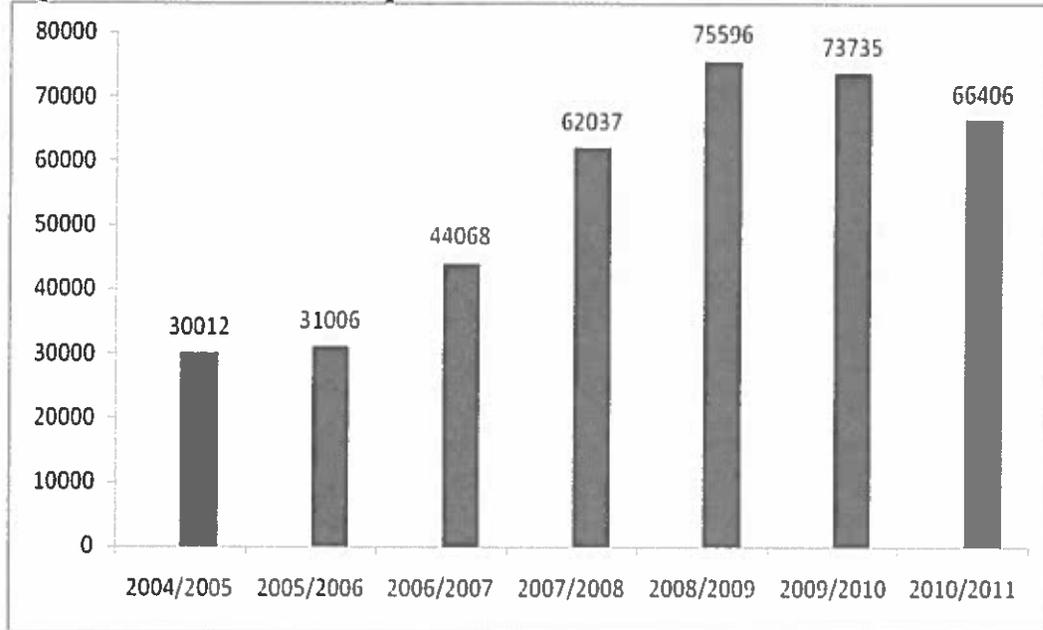
**Figure D-6 Visitors to Library Branches**



**Figure D-7 Circulation of Library Materials**



**Figure D-8 Number of Computer Sessions**



**NEEDS AND GOALS STATEMENT**

The new Priority Investment Element (PIE) is closely tied to the Community Facilities Element in that many of the capital improvement projects identified in the PIE are improvements to community facilities. Please refer to the PIE where the present and future needs for the County Sewer, Fire Service, Detention Center, and Library are addressed.

## **PART E: TRANSPORTATION ELEMENT**

### **INTRODUCTION**

Under the original South Carolina Local Comprehensive Planning Enabling Act of 1994, transportation issues were addressed as one small part of the Community Facilities Element of the Comprehensive Plan. In 2007, the SC State Legislature passed the Priority Investment Act, which amended the 1994 Comprehensive Planning Act to require a separate Transportation Element to inventory and analyze issues impacting the local transportation network. The Act stipulated that this analysis must be multi-modal in nature and therefore include a comprehensive needs assessment of road improvement projects, new alignments, transit service, and bike and pedestrian facilities. The Act also required that the Transportation Element be developed in accordance with the Land Use Element to ensure compatibility and coordination between transportation priorities and existing and future land use policies.

The document which follows is intended to meet these state planning requirements as well as provide a general policy guide for Kershaw County officials, planning staff, and residents to use in addressing local transportation needs. The ultimate goal of the document is to establish a set of guidelines and procedures that will serve as a tool for making informed decisions about transportation investments and the relationship these investments have with land use and housing policy, economic development, and natural and cultural resource protection. Once adopted as a part of the larger Comprehensive Plan, the Transportation Element will work hand in hand with the other elements to become a blueprint for future growth and development in Kershaw County.

Like the other elements of the Comprehensive Plan, the Transportation Element is required by state law to contain both an existing conditions inventory as well as a corresponding list of goals, objectives, and strategies with implementation timeframes. The Kershaw County Transportation Element is organized around this general framework by beginning with an overview of the transportation planning process and then providing an assessment of the County's existing highway, transit, freight, bike, and pedestrian facilities. The document then concludes by defining a corresponding set of goals, policies, and projects designed to meet local transportation needs and investment priorities.

### **THE TRANSPORTATION PLANNING PROCESS**

Because of the high capital costs associated with transportation infrastructure improvements, most local governments are dependent on federal and state government programs for funding. Fortunately, because of the way these programs are structured, local governments have some degree of limited control over how funds are allocated for investment in projects with regional and local significance. This control primarily comes in the form of participation in various urban and rural transportation planning programs that are funded through federal and state legislation. These programs are administered by the Federal and State Departments of Transportation which pass eligible funds through to regional and local planning bodies to decide which transportation projects to implement based on the rules and guidelines set forth in the enabling legislation.

### **Federal Legislation and the Regional Planning Process**

The primary mechanism for funding improvements on federal and state maintained roads comes through the current federal surface transportation authorization bill titled Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21). This legislation was signed into law by President Obama on July 6, 2012 and authorizes the expenditure of over \$105 billion in federal transportation funds through September 30, 2014. The South Carolina apportionment equates to approximately \$1.2 billion for the two year period (just over \$600 million per year). The overarching goals of the bill are to fund projects and programs that strengthen the national highway system (NHS), build a multi-modal transportation network, create jobs, and support economic growth.

The new legislation is generally similar to previous surface transportation bills, especially in how it structures urban and rural transportation planning programs which allocate funding for projects at the state and local levels. In the case of urban areas, which are defined as having a population of 50,000 or more, the bill requires that transportation planning be done through a designated Metropolitan Planning Organization (MPO). In rural areas (those communities not meeting the urban population threshold), transportation planning is conducted through a Rural Planning Organization (RPO). The primary responsibility of both an MPO and RPO is to develop a multi-modal long range transportation plan (LRTP) that examines transportation needs over a 20-30 year planning horizon. The LRTP specifically identifies potential infrastructure improvements that will help address these needs and proposes a financial plan for using federal and state funds to implement the highest priority projects. This prioritized list is generated through a technical rating and ranking process defined by the South Carolina Department of Transportation Reform Bill (Act 114). The prioritization process includes an assessment of each proposed project in terms of financial viability, public safety, economic development, traffic congestion, environmental impact, and several other important criteria. The projects which rank highest on this list become part of the “fiscally constrained” plan which means they have federal and state funding associated with them. All other projects remain on the “unconstrained” or “unfunded” project list.

Because Kershaw County is so close to the Columbia metropolitan area it is impacted by both the MPO and RPO planning process. Since 2000, the area around the Town of Elgin has been a part of the Columbia Area Transportation Study (COATS), the designated MPO for the Columbia metropolitan area. The remainder of the County has historically fallen under the RPO planning responsibilities of Santee Lynches Regional Council of Governments (SLCOG). Currently, the COATS MPO receives approximately \$18 million dollars a year from the federal and state government to fund urban transportation improvement projects, while Santee Lynches receives approximately \$8 million dollars per year. Both of these funding sources must be shared across their respective planning jurisdictions so the actual amount allocated within Kershaw County is extremely limited and strictly depends on how high an individual project is ranked on the urban and rural cost constrained lists. As illustrated in Figure E-1, of the thirteen (13) total road widening and intersection improvement projects identified for Kershaw County in the COATS and Santee Lynches planning process, only 2 have funding associated with them. Other types of transportation projects such as transit, resurfacing, and interstate improvements are funded more directly from federal and state programs as money becomes available. Currently, three (3) mass transit projects, two (2) interstate projects, and nine (9) resurfacing projects are funded in Kershaw County. Occasionally other sources of federal funding for transportation projects become available through earmarks or discretionary programs (i.e.,

competitive grants), though MAP 21 promises to eliminate earmarks and substantially reduce discretionary programs in the future. The City of Camden currently has one project funded through this type of federal grant process, though money is only available for planning while construction funds have yet to be identified.

**Figure E-1 Committed and Planned Transportation Projects**

	Sponsoring Agency	Estimated Cost	Funding
<b>Intersection Projects</b>			
SC 34 (Dekalb) at SC 45 (Chestnut Ferry) intersection Improvements	SLCOG	N/A	N
<b>Road Widening Projects</b>			
Camden Bypass – I-20 to US Hwy 601/521 N/Kershaw Hwy	SLCOG/STIP	\$60,500,000	N
SC 12/Ft. Jackson Road ROW acquisition – US 601 to Richland County	SLCOG	\$33,210,000	N
S-47/White Pond Road – US 1 to I-20 and SC 12 (Ft. Jackson Road)	SLCOG (COATS Project)	\$10,800,000	N
SC 97/John G. Richards Road – US 601/521 to Liberty Hill	SLCOG	\$76,500,000	N
US 601/521 – SC 97 to Lancaster County	SLCOG	\$87,750,000	N
SC 37 – SC 5/Longtown Road/US 1 to Wateree Dam/Lake Wateree	SLCOG	N/A	N
US 1 – Jefferson Road to Richland County	SLCOG	N/A	N
Jefferson Davis Highway (US 1) – from Steven Campbell Road (S-407) to Sessions Road (S-47)	COATS (Long Range Transportation Plan – Cost Constrained list/STIP)	\$14,340,599.10	Y
Jefferson Davis Highway (US 1) – from Sessions Road (S-47) to Watts Hill Road (S-757)	COATS (Long Range Transportation)	\$14,644,167.19	N
White Pond Road (S-47) – from Main Street (US 1) to Heath Pond Road	COATS (Long Range Transportation)	\$22,367,114.41	N
Cherokee Blvd/Bookman Road (S-53) - from Robin Hood Road (S-105) to US 1 (1 mile of the 3.88 mile project is in Kershaw County with the remainder in Richland County)	COATS (Long Range Transportation)	\$46,759,470.16	N
Camden Truck Route (Segments I-III)	SLCOG	\$20,900,000.00	Y

**Figure E-1 Committed and Planned Transportation Projects (Cont.)**

	Sponsoring Agency	Estimated Cost	Funding
<b>Mass Transit Projects</b>			
Camden to Columbia Smart Ride	STIP	\$40,000	Y
Kershaw County DSNB (Mass transit)	STIP	\$38,000	Y
Kershaw County Council on Aging (Mass transit)	STIP	\$52,000	Y
Broad Street (US 521) road diet (York St to Dekalb St.)	STIP/Earmark (TIGER II Grant)	N/A	Y
<b>Bridge/Interstate Projects</b>			
Lynches River Overflow (Bridge)	STIP	\$4,230,000	Y
I-20 Near MM 94 to near MM 106 (Interstate Rehab)	STIP	\$21,815,000	Y
I-20 Interstate pavement remarking project	STIP	\$390,000	Y
<b>Resurfacing Projects</b>			
Kershaw County Resurfacing	STIP	3,056,000 (Total All Resurfacing)	Y
S-76 (US 521 to S-479)	STIP		Y
S-79 (US 1 to S-187)	STIP		Y
US 601 (L-0 to US 1)	STIP		Y
S-132 (US 521 to S-600)	STIP		Y
US 1 (Pepper Ridge Dr to Magnolia Lane)	STIP		Y
US 521 (US 1 to S of I-20)	STIP		Y
US 521 (E Dekalb St to S-130)	STIP		Y
Congressional District 5 Resurfacing (SC 34 Near S-19 to near S-763)	STIP	\$980,000	Y

**COATS MPO Boundary Expansion**

How projects are currently planned and funded in regards to the MPO and RPO planning process described above is expected to substantially change for Kershaw County over the next year. The 2010 census revealed that the urbanized area around the City of Columbia expanded all the way up US 1 to include the City of Camden. Because the Federal Highway Administration (FHWA) uses this urbanized area to define the planning jurisdiction for an MPO, it is likely that the COATS MPO boundary will expand to include the new urbanized area thus taking in approximately 22.5% of the total land area and 52.7% of the total population of Kershaw

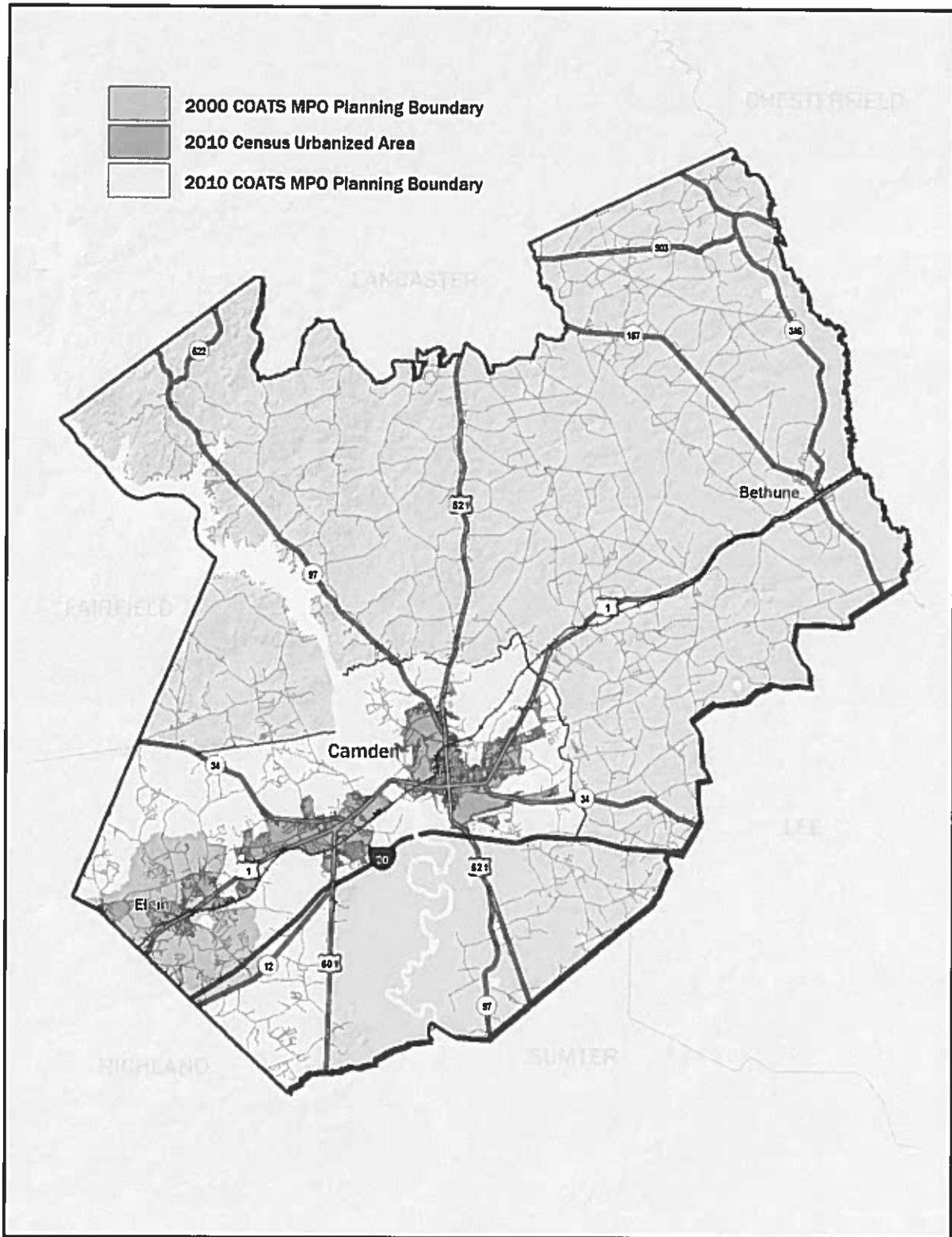
County. This change, if adopted by the FHWA and the SCDOT, will likely have significant funding and planning implications for the County.

Overall, as the urban areas across the state expand, the federal and state funding available for urban transportation projects expands along with it. As Kershaw County becomes more urban, those urbanized areas will be part of an expanded MPO funding scenario. More money for the MPO, however, does not necessarily translate into more money for Kershaw County projects because they will now have to compete for funding with a much larger pool of projects across the entire MPO area. Because federal funding for both urban and rural transportation planning programs come from the same state allocation, the increase in urban funds will then result in an overall decrease in rural funding. These rural portions of the County not in the expanded MPO area will have to continue to compete for these decreasing funds with the other rural communities in the Santee Lynches RPO.

Despite the uncertain financial implications of the MPO boundary changes, there are significant policy and planning implications for those areas of the County contained within the expanded COATS boundary. From a policy perspective, these changes could mean more representation on the COATS MPO policy committee from both Kershaw County and the City of Camden. From a planning perspective, the urbanized portions of the County will now be eligible to participate in a number of regional MPO transportation planning projects and programs that are not routinely conducted by RPOs, including congestion management, motor freight, commuter transit planning, and travel demand modeling. As these regional planning studies are updated in coming years, Kershaw County representatives should play an active role in the planning process. Subsequent recommendations from these plans can be used to inform future updates to the Transportation Element of the Comprehensive Plan.

Figure E-2 shows where the new COATS MPO boundary will be in relationship to the existing COATS MPO boundary and the 2010 Census urbanized area.

Figure E-2 COATS MPO Boundary Expansion



### **The South Carolina C-Fund Program**

Most federal transportation funds are only eligible for expenditure on federal and state maintained roads, usually defined as the National Highway System (NHS). Many transportation needs of communities across the state, however, are related to county maintained roads, many of which are not even paved. The primary source of funding for paving and resurfacing these roads is provided by the South Carolina C-Fund program. This program was originally established to fund the construction of local roads and streets that directly benefited local residents which for the most part consisted of improving existing farm to market roads. Today, eligible C-Fund expenditures include engineering, construction, and field contract management for paving and resurfacing projects as well as program administrative expenses, county or state highway bond debt service, and limited expenses for the fabrication and dedication of road signs. Because these funds are so limited, however, most counties utilize them for limited paving and resurfacing projects.

In accordance with Section 12-28-2740(A) of the SC Code of Laws, funding for the C-Fund program is derived from 2.66 cents of the 16 cents per gallon state gasoline tax. This money is deposited into the SCDOT County Transportation Fund where it is allocated back to the counties based upon the following three part formula:

- 1/3 based on ratio of land area between county and state
- 1/3 based on ratio of county population to the state population
- 1/3 based on ratio of rural road mileage in county to rural road mileage of the state

Some counties are considered to be “Donor Counties” because the fees collected from the gasoline tax are in excess of the amount of C-Funds allocated back to that county. Donor county funds are distributed based on a ratio of gas tax contribution in excess of C-Fund apportionment to the total excess contributions of all counties. This roughly equates to about \$9.5 million that is transferred back to these donor counties. In most cases the donor counties are larger urban counties that see much more vehicular traffic and have a much larger market for the sale of gasoline. Kershaw County is not currently considered to be a donor county.

Once C-Funds are transferred back to the counties, they can be programmed for projects that meet local priorities. State law requires the establishment of a County Transportation Committee (CTC) to prioritize these projects and allocate funding. The members of the CTC are appointed by the County’s legislative delegation and the number of committee members varies from county to county. The CTC can use these funds for any eligible project as long as a minimum of 25% is used for improvements on the state highway system. The remaining 75% can then be used for local paving and resurfacing projects. Because Kershaw County has two congressional representatives, they have an appointed five member committee. Historically, the Kershaw County CTC has used more than the required 25% of funds for improvements on state maintained roads, but in recent years has focused more attention on county maintained roads. Typically, a road is considered for funding after it is petitioned by local residents, at which time the CTC uses information provided by the Public Works Director to prioritize the project for funding. This is not a formalized, objective, rating and ranking process with a list of weighted criteria for each project, but rather a more deliberative process whereby the CTC ultimately decides what projects get funded and in what order.

Much like with the federal and state transportation planning process, the total amount of funding needed to adequately maintain the county road system far exceeds what is actually available

through the C-Fund program. The average annual allocation for use on County roads is usually around \$750,000. The County is responsible, however, for maintaining 400 miles of road, 350 of which are unpaved while the remainder are nearing the end of their engineered life. Furthermore, the County continues to add about 5-10 miles per year of new roads to the system through development dedication, many of which are only built to the minimum standards. Considering the cost to pave a road with asphalt is approximately \$500,000 per mile and the cost of repairing an already paved road is approximately \$233,000 per mile, it is easy to see how much of a shortfall there is between the available funds and the short and long term needs of the County. Despite these limitations, however, it should be noted that the C-Funds are an extremely important source of funding for the County and every effort should be made to make the most efficient use of these funds.

## **KERSHAW COUNTY ROAD NETWORK**

An inventory of the road network generally begins with identifying the different types of facilities serving the local jurisdiction and ends with an assessment of the operational characteristics of those facilities (e.g., congestion, connectivity and accessibility issues). Traffic Engineers, the Federal Highway Administration (FHWA) and the South Carolina Department of Transportation (SCDOT) typically use a functional classification system to describe the state's road network and to determine optimal operational characteristics which are often expressed in terms of existing and projected levels of service. In general, the road system serves two primary functions – to provide mobility and to facilitate access to land. The functional classification system provides a way to describe how a particular road operates in regards to these two primary functions. The system generally consists of the three following categories: Freeways and expressways, which are intended to provide maximum mobility and limited land access; principal and minor arterials, which are intended to provide slightly less mobility and slightly more land access; and major and minor collectors, which are intended to provide maximum land access and optimal connectivity to the arterial and freeway system. These roads for the most part make up the national highway system (NHS) and are eligible for federal and state funding to make necessary capacity and operational improvements. Local roads on the other hand, generally consist of all the county maintained roads that provide maximum local access to businesses, neighborhoods, and residences. These roads are typically not a part of the NHS and are therefore not eligible for federal and state guideshare funding.

### **Functional Classification**

Functional classification designations for roads in South Carolina are officially made by the SCDOT with recommendations and input from the relevant MPOs and RPOs. The functional classification system for Kershaw County was last updated in 2006 and is shown in Figure E-3. Interstate 20 is the only interstate/freeway in the County and runs for approximately 22 miles from the Lee County to the Richland County line. This section of the interstate which connects Columbia and Florence, is two lanes in each direction, has posted speed limits of 70 mph, and has four full service interchanges at White Pond Road (S-47), US 601, US 521, and Dr. Humphreys Rd (S-329).

The County has 69 miles of principal arterial highways. These include US 521 which crosses the County from north to south connecting the City of Camden with Sumter and Lancaster; US 601

which provides I-20 and US 1 with southern connection to I-26 in Calhoun County; and US 1 for most of its course as it crosses from east to west through the County's population centers of Bethune, Camden, Elgin, and Lugoff. The posted speeds and number of lanes on these facilities varies, with most of the rural sections consisting of two lanes (one in each direction) with posted speeds of 55 mph; and the urban sections in and around Camden consisting of four and five lanes with much slower speeds of 35-45 mph.

The County has approximately 71 miles of minor arterial roadways which consist of SC 34 from Camden to the Fairfield County line; SC 97 from Camden to the Lancaster County line; SC 167 between Lee and Lancaster Counties; US 1 between Elgin and Lugoff; and a number of other smaller urban roads in and around the City of Camden. These facilities are for the most part two lanes and have speeds ranging between 30 and 55 mph.

The collector system is the most extensive with over 208 miles connecting the arterial and interstate systems in every part of the County. While this system includes some SC highways such as SC 34 east of Camden, and SC 904, 346 and 15 in the northeastern portion of the County, it mostly consists of much smaller state maintained roads that provide connectivity to the rest of the system. These roads are exclusively two lane facilities with a posted speed limits of between 25 and 55 mph depending on where it is.

The rest of the road network in the County consists of two lane local roads that are either privately or county maintained, the vast majority of which are unpaved and therefore provide limited connectivity to the larger road network.

#### **Daily Traffic Volumes and Levels of Congestion**

The most readily available data source for measuring traffic volumes on the Kershaw County road network is the Average Annual Daily Traffic (AADT) counts collected by SCDOT from their network of counter stations set up on most state maintained roads and some county roads presumed to carry significant volumes of traffic. This data provides a daily traffic volume number that is averaged over the course of a year. Because this data is reported annually going back multiple decades, it is often possible to examine traffic growth over time which gives a clear indication of which facilities are most impacted by growth and development trends. As illustrated on Figure E-4 the roads with the highest traffic volumes in 2010 were I-20, US 1 between Camden and the Richland County line, US 521, SC 34 between Elgin and Fairfield County, and US 601 and White Pond Road where they provide connectivity between US 1 and I-20. These trends accurately reflect the residential and commercial growth that has taken place in the West Wateree portion of the County over the last ten years. Between 2000 and 2010, traffic volumes on these roads have grown an average of approximately 25%. If these same growth and development trends continue over the next twenty years, straight line projections indicate the potential for an additional 50% increase in traffic volumes by the year 2030. Figure E-5 illustrates the traffic count stations that have the highest growth rate between 2000 and 2010 and Figure E-6 shows the 20 year projected change in traffic volumes for those traffic count stations with the highest growth rates

Figure E-3 Kershaw County Functional Classification

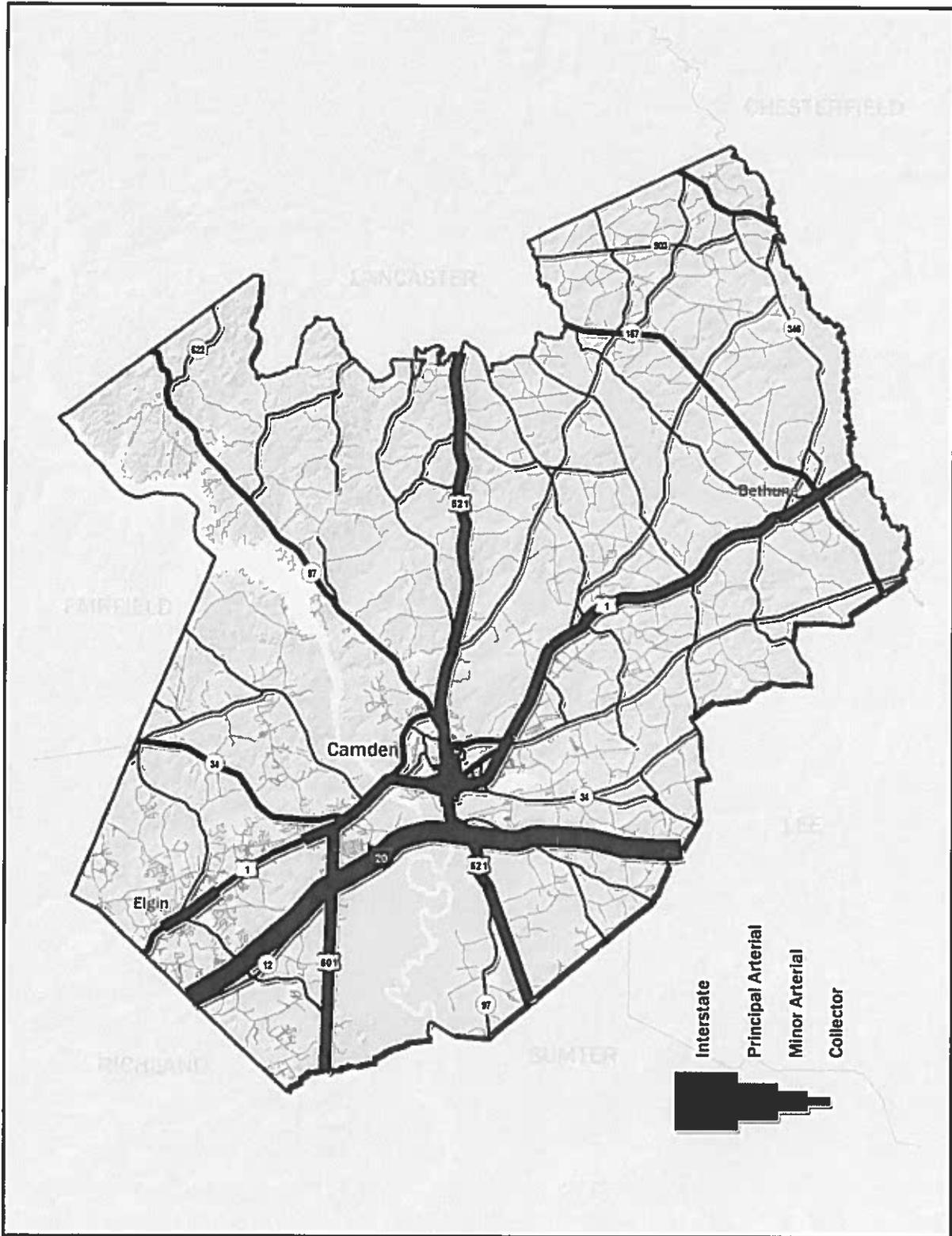


Figure E-4 2010 Average Annual Daily Traffic (AADT)

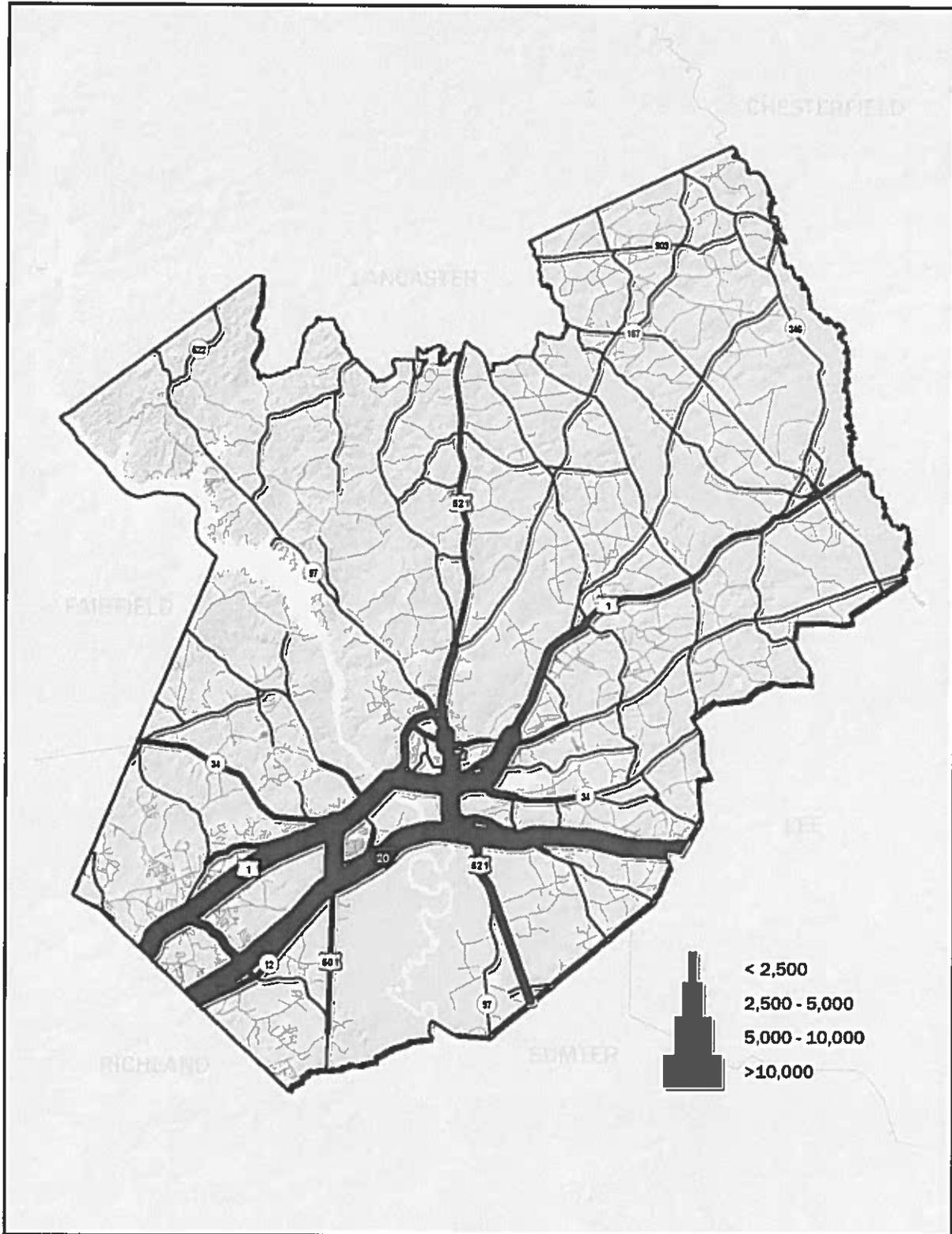
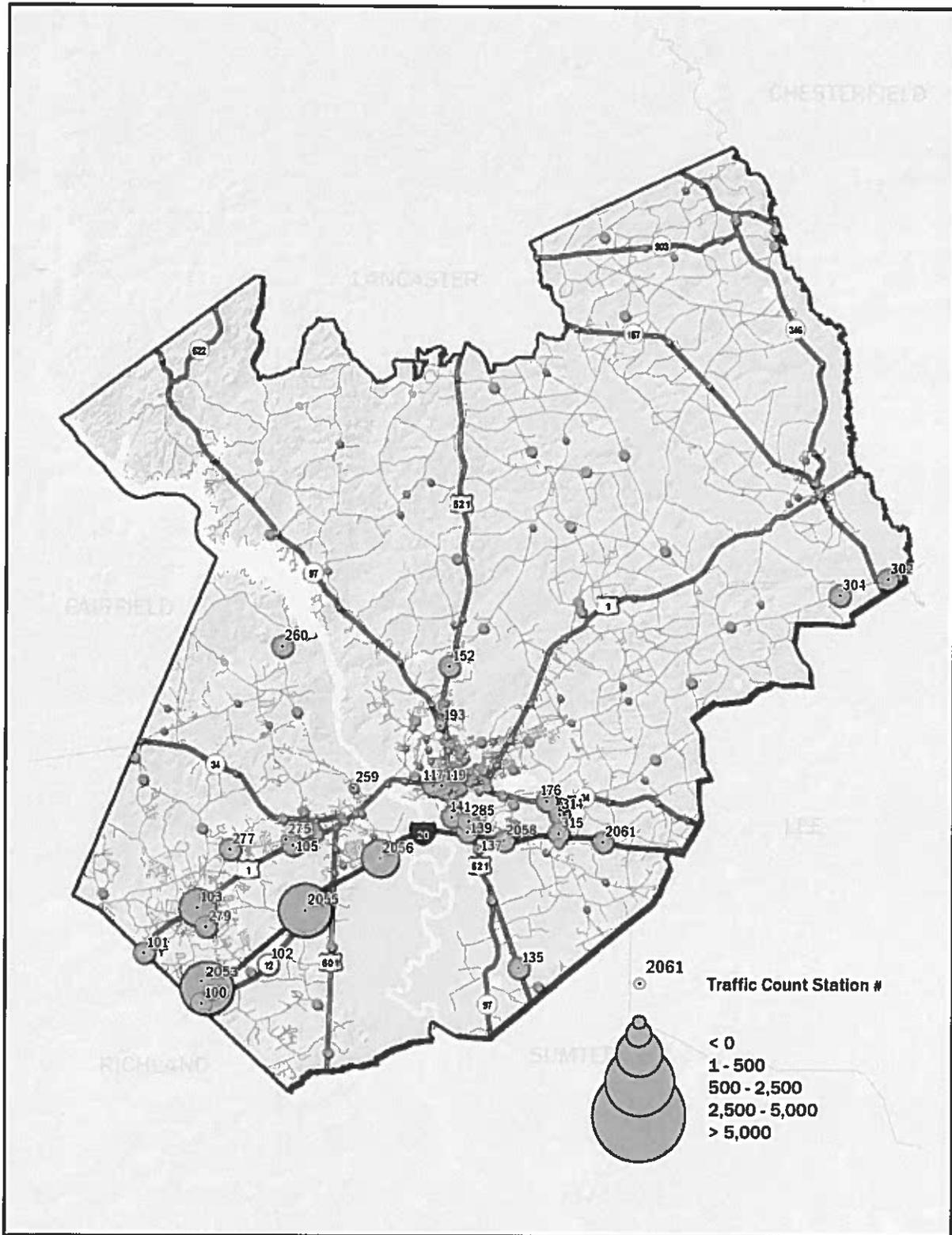


Figure E-5 Change in AADT Between 2000 and 2010



**Figure E-6 Change in Traffic Volumes (AADT) Between 2000 and 2030**

Station #	Route #	2000	2005	2010	Change 2000- 2010	2011	2020	2030
2053	20	36,200	44,300	44,300	8,100	43,500	59,293	71,783
2055	20	34,400	41,200	40,500	6,100	39,800	54,002	64,889
103	1	8,400	10,100	12,200	3,800	11,600	15,610	19,046
2056	20	31,100	34,400	34,500	3,400	34,000	47,208	56,898
101	1	8,900	10,100	11,300	2,400	10,800	14,383	17,174
279	47	5,200	5,500	7,600	2,400	7,000	9,858	12,378
105	1	8,200	9,700	10,500	2,300	9,500	12,625	14,935
141	521	12,300	15,200	14,100	1,800	14,700	18,423	21,265
117	1	17,700	17,000	19,200	1,500	19,300	19,399	20,009
139	521	11,600	15,600	13,100	1,500	13,300	18,004	21,148
2058	20	26,200	27,200	27,600	1,400	27,000	37,677	45,258
102	12	1,550	2,200	2,700	1,150	2,300	3,396	4,268
119	1	18,500	17,600	19,500	1,000	20,400	19,240	19,632
135	521	5,100	6,000	6,100	1,000	6,000	7,672	8,963
285	12	4,700	5,600	5,700	1,000	5,600	7,580	9,188
277	349	1,650	2,200	2,600	950	2,400	3,170	3,905
314	329	750	1,100	1,550	800	1,450	2,148	2,860
315	329	800	1,350	1,600	800	1,600	2,285	3,019
2061	20	25,700	26,200	26,500	800	26,000	35,933	42,908
152	521	7,600	7,900	8,300	700	7,900	9,324	10,539
100	12	2,200	2,300	2,800	600	2,800	3,457	4,117
176	34	4,200	5,100	4,800	600	4,800	6,074	7,059
137	521	7,600	8,200	8,100	500	8,100	10,154	11,799
193	97	3,500	4,400	4,000	500	3,700	3,905	3,899
259	5	3,900	4,100	4,400	500	4,300	4,365	4,686
275	349	3,100	3,500	3,600	500	3,600	5,981	7,303

While traffic volumes provide a good measure of how much a road is being used, they do not provide an accurate assessment of how the road is operating in terms of congestion. A common way to examine congestion is to conduct a level of service (LOS) analysis which looks at the ratio of traffic volumes to the capacity of the roadway. This ratio is then measured on a scale representing six different levels of service with letter designations for each one ranging from A to F. LOS "A" represents the best operating conditions (or least amount of congestion) while LOS "F" represents the worst operating conditions (or most amount of congestion). Intermediate grades of B, C, D and E reflect incremental increases in congestion with LOS "D" representing an acceptable LOS for future operating conditions by SCDOT standards.

More sophisticated LOS (Volume to Capacity) assessments rely on input data from travel demand models and detailed road network inventories that have highly accurate and up to date information on facility design capacities and observed traffic counts. Smaller communities that are predominantly rural, however, must rely on the best available data, which in the case of Kershaw County is the SCDOT AADTs described above, and the SCDOT planning capacities that are related to the designated function classification. These capacities assume about 4,300 vehicles per lane, per day for collectors; 5,400 for minor arterials; 7,300 for principal arterials; and 14,650 for freeways.

Figure E-7 illustrates the 2010 LOS for the County based on these capacities. This analysis shows that 100% of the road network is operating at an acceptable LOS (i.e., D or below). Furthermore, the only road operating at a LOS D is US 1 in the vicinity of Elgin and Lugoff where most of the congestion is likely occurring during AM and PM peak travel periods as residents commute to and from work. As illustrated on Figure E-8, travel conditions in this same area will likely deteriorate as current growth and development trends continue into the future. In 2030, US 1 from Lugoff to the Richland County line is expected to be operating at a LOS F while US 1 between Lugoff and Camden will be operating at a LOS D and E. White Pond Road is also expected to deteriorate to a LOS F, as it represents the only direct link between the rapidly growing Elgin area and I-20. While I-20 between US 601 and Richland County shows up on the map as a LOS D and E, conditions may not be that bad because of programmed capacity improvements to I-20 in this area.

Figure E-7 2010 Level of Service (LOS)

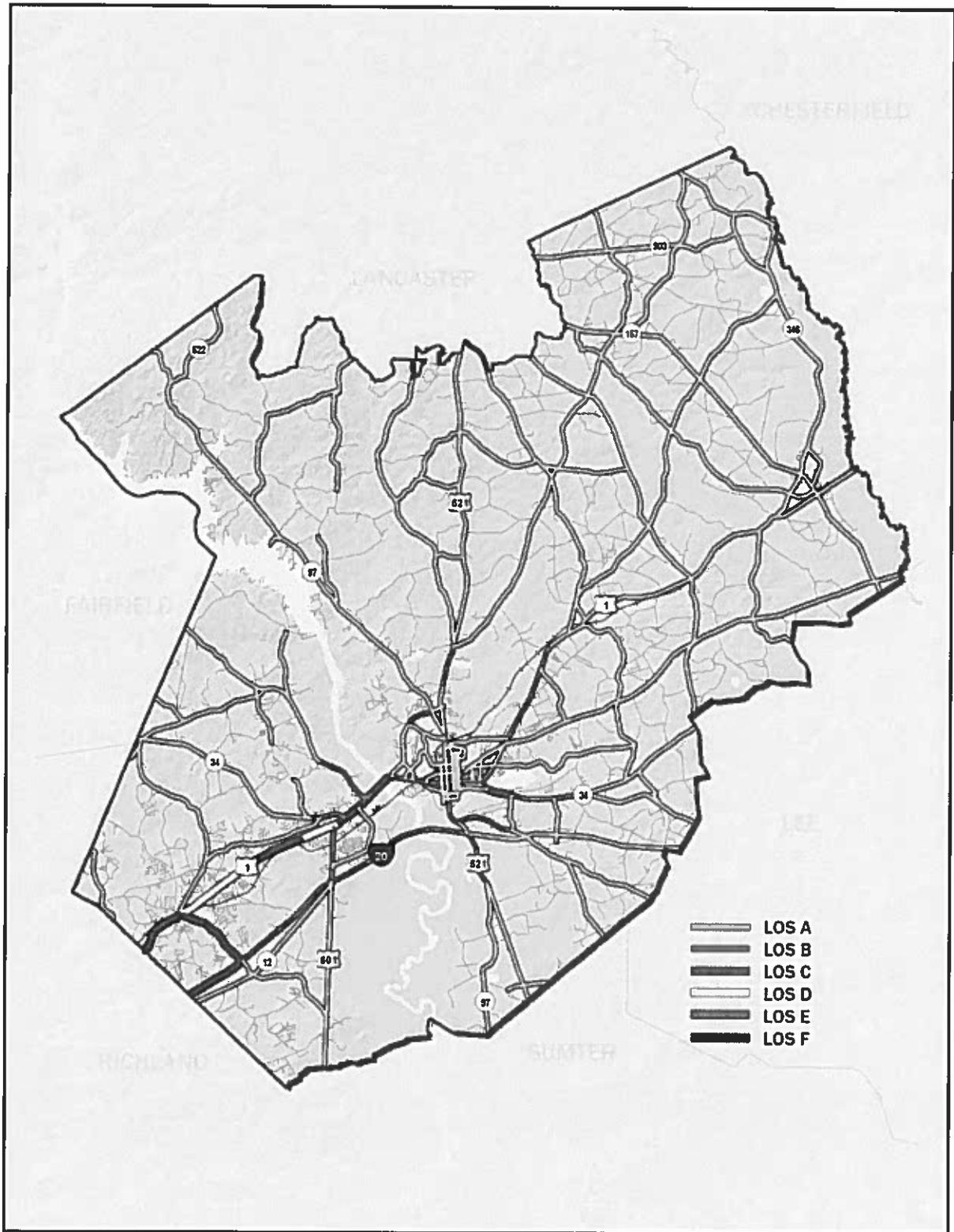
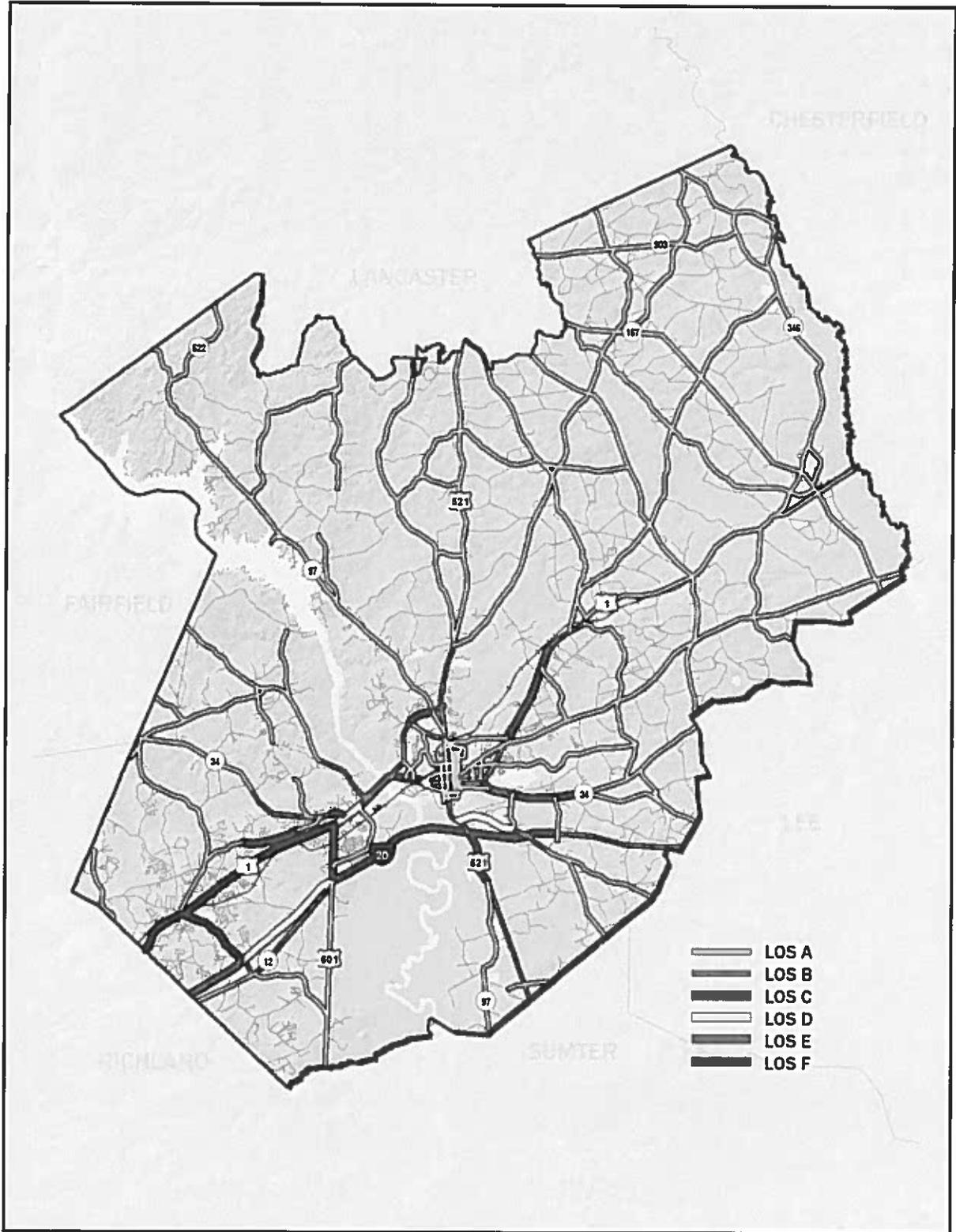


Figure E-8 2030 Level of Service (LOS)



Because this LOS analysis is strictly based on historical traffic volume growth trends, it does not take into full account all of the growth and development potential that exists within the County. It is therefore important to consider the impacts of different growth and development scenarios. This is especially important during a slow economy when recent trends may not accurately depict conditions experienced during high growth periods. Within this context it is important to note that the areas around Elgin that do not currently have sewer, will be ripe for future development of centralized sewer service is ever provided by the County. Future residential development in this area will put further strain on the US 1 corridor as well as the White Pond and US 601 interchanges with I-20. The area around the Kershaw Health Outpatient, Urgent Care, and Primary Health Center will be particularly vulnerable because future residential and commercial development will be mixing with the relatively large volumes of traffic currently being generated by the health complex and The Wateree Executive Park. The Hermitage Subdivision that has been planned for development off of US 1 could also add to the existing congestion issues if it is ever built.

In addition to residential and commercial development, it is also important to consider the congestion issues generated by area schools. The local school district has historically built larger regional type schools that generate significant traffic during peak periods as parents drop their children off and pick them up. The Lugoff-Elgin Middle and High Schools are located along Wildwood Lane and US 1, exasperating congestion issues during these peak periods. Camden High School is situated along the proposed US 521 Truck Route which could create additional congestion issues in the future as more truck traffic is routed through this area. Dolby's Mill Elementary School could be impacted by future growth and development as it extends south across I-20 from the Elgin area.

#### **Intersections and Safety Concerns**

Many congestion issues, especially in rural areas that do not have exceptionally high traffic volumes, can be caused by poorly designed or improperly signalized intersections. It is important to understand where these issues are because intersection improvements are generally quicker and less expensive to construct and design than road widenings. In many cases they can have a significant impact in fixing bottlenecks and improving traffic circulation patterns. Poorly designed intersections (i.e., those with angles other than 90 degrees, or conflicts with other roadways) can also generate significant public safety concerns for both motorists and pedestrians

Within Kershaw County there are a number of intersections that have capacity, signalization and/or geometric issues. These intersections include the following:

- SC 34/Dekalb Street and SC 45/Chestnut Ferry Road.
- Black River Road (S-12) and Sumter Highway (US 521) which mixes residential and commercial truck traffic from nearby subdivisions and industrial parks.
- Boykin Road (S-130) and North Broad Street (US 521/601) currently only has a stop sign and flashing light even though it carries significant traffic.
- Ridgeway Road (SC 34) and Jefferson Davis Highway (US 1) experiences considerable congestion.
- Ridgeway Road and Boulware Road get congested due to the mixing of residential and commercial traffic.
- SC 34 and US 521 has a poor turning radius for the amount of truck traffic that uses it (many trucks still overturn despite recent improvements targeting this issue).

- Smyrna Road (S-21), Sessions Road (S-101), and Watson Street which is often characterized as one of the worst intersections in the County.
- Smyrna Road (S-21) and Blaney Road (S-102) are, also considered a “really bad intersection.”
- Smyrna Road (S-21) and Wildwood Lane.
- White Pond Road (S-47) and Whiting Way (S-993) leading to the Kershaw Health Urgent Care, Outpatient, and Primary Health Facility.
- Main Street (US 1) and Church Street in Elgin.

The last five of these intersections were studied in detail in the 2010 Elgin/Richland Northeast Sub-Area Plan that was sponsored by the COATS MPO to study transportation issues in this high growth area. A traffic engineering analysis was provided based on observed conditions and a future growth scenario. The Plan made a number of recommendations for these intersections including adding or improving signalization; adding thru and turn lane capacity; installing safety measures such as cross walks, flashing signals, and rumble strips; and in some cases, such as Wildwood Lane, reconfiguring the entire intersection as part of a larger road corridor improvement project. Many of the recommended treatments for these intersections may be appropriate for other intersections in the County experiencing similar types of issues.

## **FREIGHT FACILITIES**

In today’s global economy, transportation infrastructure plays an important role in local and regional economic development initiatives. A convenient and efficient connection to national and international markets allows existing businesses to grow and is an important selling point for recruiting new industries. Because of its location in the center of the state, Kershaw County has an excellent intermodal freight network which has been very attractive for a number of large industries that have been located there for a number of years. This freight network is largely defined by the extensive system of interstates and arterials described in the previous section, but it is significantly enhanced by the regional rail line that parallels US 1 for the length of the entire County between the Richland and Chesterfield County lines.

### **Truck Traffic**

The primary roads used for the movement of freight within the County consist of I-20, US 1, US 521, and US 601. Many of the South Carolina routes, such as SC 34 are also used as cut through or connection points between the US and Interstate highways system. Many of the industrial, warehouse, and distribution facilities rely on strong connections to I-20 where they can access close connections to other major interstate highways such as I-95 in Florence and I-26 and I-77 in Columbia. Once on the interstates, goods can be moved to other market areas such as Greenville, Charlotte, and Raleigh, or to the nearby ports of Charleston, Wilmington, and Savannah. US 1, 521 and 601 are important corridors for logging trucks because they provide connections between the extensive forestry lands around Bethune and in Chesterfield County to processing facilities in lower Richland County (off of US 601) and in York County (off of I-77). SC 34 is also heavily used by logging trucks that depend on it as a cut through to I-77 and the forestry lands of Fairfield County.

Because so much truck freight movement converges around the City of Camden, there has always been an interest in figuring out a way to encourage trucks to bypass the City as opposed to driving straight through town. To address this issue a project has been proposed and funded through Santee Lynches Regional Council of Governments to improve some of the roads around the City for the purpose of developing a designated truck route that will bypass downtown. This project, which was first identified as a part of the Camden Downtown Vision Plan, proposes the following improvements: creating a three lane facility along a 1.7 mile section of Ehrenclou Drive and Chestnut Ferry Roads; creating a five lane facility along a 1.6 mile section of Boykin Road; and creating a three lane facility along a 0.8 mile long section of York Street and Mill Street. The total funding for this project, which is programmed into the Statewide Transportation Improvement Program (STIP) is \$20.9 million. Though it is currently already designated as a truck route, there is no enforcement in place to ensure that trucks are making use of it. Once the roads are improved, however, truck drivers will likely have a good incentive (i.e., less congestion) to make better use of it.

In addition to the routes themselves, many intersections that are heavily used by trucks can also cause congestion and safety issues, especially those leading into or out of industrial parks or distribution facilities. The intersection of Black River Road and US 521 is a good example because of the fact that residential traffic mixes with truck traffic from the nearby industrial park causing some congestion issues during peak hours. Other important industrial areas to monitor for congestion and safety issues include: along SC 12 near US 601 where a large Target distribution facility is located in close proximity to other industrial park tenants; the area around the New South, LLC facility and the landfill - which already experiences significant traffic issues; the area to the south of I-20 at the intersection of 521 because of the potential for subdivision development in proximity to an existing industrial park; and the area around Exit 101 where future industrial growth is expected.

### **Rail Service**

Rail freight service in Kershaw County is provided by CSX Railroad which owns and operates an active freight line that traverses through the County west to east, paralleling US 1 through the towns of Elgin, Lugoff, Camden, and Bethune. This line is part of what CSX calls the Hamlet Subdivision of the larger Florence "Service Lane" which is a strategic corridor for the company's entire southern freight market area. In addition to connecting to Columbia, the route also provides connections to Florence, Raleigh, and the three major port facilities of Wilmington, Charleston, and Savannah. According to the Federal Railroad Administration (FRA), an average of six trains traverse the study area at least twice a day. The typical speed of these trains is between 55 and 60 mph. There are a total of 36 railroad crossings in the County and all but six are at-grade. The majority of crossings are located in the more urban portions of the County in and around Elgin and Camden (seven and nine respectively). It is important to identify these crossings as they present safety concerns for motorists and they can be significant choke points for both vehicular traffic and freight rail service. All crossings are equipped with traffic control devices that include advanced warning signals, cross bucks, and pavement markings. Over the past twenty years, there have been 34 incidents, seven injuries, and ten fatalities. Many of these incidents, as with most rail crossings, are a result of pedestrians or vehicles attempting to cross in the path of the oncoming train. Figure E-9 inventories all of the crossings in the County, along

with the most recent vehicular traffic count (AADT) and the most recent average number of school bus crossings.

**Figure E-9: Railroad Crossing Inventory**

Crossing #	Location	#Trains	Frequency	AADT	#School Bus Crossings
634237B	Bethune	7	3	600	3
634238H	Bethune	7	3	3260	20
634239P	Bethune	7	3	370	0
634241R	Bethune	6	3	130	0
634242X	Cassatt	6	3	n/a	0
634243E	Cassatt	6	0	55	0
634244L	Cassatt	7	3	1190	11
634245T	Cassatt	6	3	n/a	0
634246A	Cassatt	6	3	5	0
634247G	Cassatt	6	3	40	0
634249V	Cassatt	7	3	995	5
634251W	Camden	7	3	n/a	0
634252D	Camden	7	3	1635	2
634253K	Camden	7	3	60	2
634254S	Camden	8	2	n/a	0
634256F	Camden	7	3	6135	8
634257M	Camden	7	3	9150	10
634258U	Camden	7	3	n/a	0
634261C	Camden	5	1	1175	4
634264X	Camden	7	3	n/a	0
634265E	Lugoff	6	2	2315	0
634266L	Lugoff	8	3	1065	6
634269G	Lugoff	5	2	10	0
634270B	Elgin	5	2	585	5
634271H	Elgin	7	2	325	8
634272P	Elgin	7	2	745	0
634275K	Elgin	6	2	7380	20
634276S	Elgin	7	2	2460	2
634277Y	Elgin	7	3	555	3
634278F	Elgin	7	2	425	5

One of the busiest railroad crossings is 634275K where the line crosses Church Street in the town of Elgin. Church Street serves as one of the key north-south routes for commuters travelling to Columbia and Camden and is located in proximity to the elementary and middle schools. According to the Federal Railroad Administration, twenty school buses pass through this intersection on a daily basis. Providing safe access for vehicles and pedestrians across these crossings is crucial to both the short and long-term mobility needs of the residents as well as for the rail companies that need to move freight in a safe and efficient manner.

### **Regional Airport**

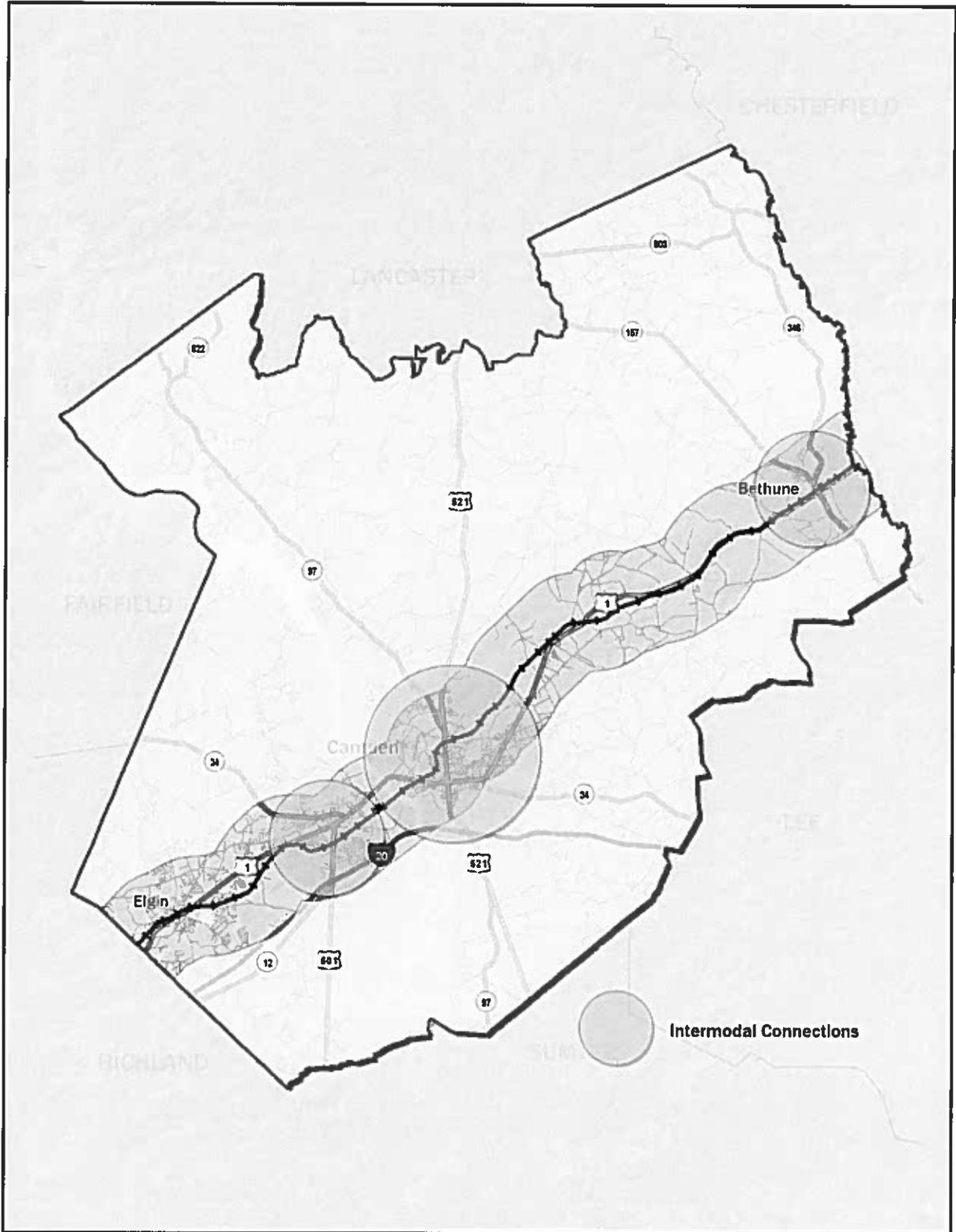
Woodward Field Airport, located northeast of Camden along US 1, is a general aviation airport owned and operated by the County. The airport has two runways measuring 5,000 and 2,998 feet. The airport receives in excess of 25,000 visitors per year and has eleven full time employees. Woodward Field is frequently used to support business related activities, and a number of corporate flight departments are located at the airport. The facility primarily serves the general aviation community, with no scheduled commercial airline service. It has been in service since 1944, covers 396 acres, and provides two asphalt-paved runways: a 5000' lighted runway and a 2998' crosswind runway.

Because Kershaw County is centrally located in the state and is well connected to the National Highway System (NHS), residents and businesses seeking domestic and international flight connections can easily access a number of larger airports. The City of Camden is located approximately 50 miles from the Columbia Metropolitan Airport, 100 miles from the Charlotte Douglass International Airport, and 125 miles from the Charleston International Airport. From a freight perspective, these connections are extremely important because both the Columbia and Charlotte airports have significant air freight capacity which includes large UPS distribution facilities.

### **Intermodal Connections**

While having good rail and/or truck connectivity is desirable, establishing good connections between these two different modes of travel can really improve the movement of freight and increase a community's attractiveness for businesses and industries looking to relocate. Because the arterial road network in Kershaw County is so extensive and provides regional connectivity in just about every direction, there is significant overlap with the rail line in several key locations. As illustrated in Figure E-10, the fact that the rail line parallels US 1 presents a number of opportunities for intermodal connectivity. The best locations are centered around Lugoff, the City of Camden, and the Town of Bethune. The Camden and Lugoff areas are desirable because of the proximity to the interstate, existing infrastructure (e.g., water and sewer), and a range of other logistical support services already provided in this emerging urban market. Bethune is an important intermodal connection because of the large rail facilities (e.g., sidings, silos, and loading bays) already located there. This is an especially good transfer point for timber and agricultural resources because of the surrounding forest land and the large chicken processing plant located just outside of town.

Figure E-10 Potential Intermodal Freight Connections in Kershaw County



## **BIKE AND PEDESTRIAN FACILITIES**

Well-designed systems of bike lanes, sidewalks, and separated multi-use pathways can provide residents with safe, inexpensive transportation alternatives for accessing jobs, education opportunities, and other community services. Such amenities also help to improve air quality, reduce energy use, and address public health concerns such as obesity by providing increased access to recreational opportunities. While bicycle and pedestrian infrastructure has historically played a minor role in the transportation planning process, recent decades have seen an increasing interest in planning for and dedicating resources to bike and pedestrian connectivity. Greenways and/or other types of multi-use pathways have especially grown in popularity as communities are beginning to realize the role this type of infrastructure can play in increasing economic development opportunities and improving the overall quality of life for residents. While Kershaw County currently has a somewhat limited network of sidewalks and bike facilities, there are many opportunities for future development.

### **Sidewalks**

Because pedestrian mobility was the dominant form of transportation prior to the invention of the automobile, most existing sidewalks in the County are concentrated in and around the historic town centers. Most of the old commercial districts and surrounding neighborhoods in Camden, Bethune, and Elgin have nice sidewalk facilities parallel to most streets and in many cases separated from those streets with a planted buffer consisting of grass and street trees. Sidewalk systems developed in more recent years, however, are built right next to the roads and create a very uncomfortable and unsafe pedestrian environment.

New sidewalks are periodically developed in suburban areas because of Kershaw County's Ordinance 5:3.14 which requires that sidewalks, paths, trails, and/or greenways be provided in all major residential subdivisions, major group developments, and Planned Development Districts. The ordinance states that this system of sidewalks, paths, trails, greenways, or combination thereof should be designed so that every lot in the development or building in a group development has access to it, and connectivity to nearby schools, businesses, institutions, and other facilities should be provided as applicable and practicable. Because most subdivisions are built in isolation from one another and far from existing infrastructure, however, there is typically limited pedestrian connectivity between subdivisions and surrounding areas. Currently there are really only two newer subdivisions in the County that have adequate sidewalk facilities.

In the City of Camden, the sidewalk network is situated primarily in the downtown business district and along major thoroughfares approaching in and out of the city limits. Examples of sidewalk locations are Jefferson Davis Highway (US 601/US 1/SC 34) through town from Springdale Shopping Center in the west to Jackson Elementary School in the east and Broad Street (US 521) from Ehrenclou Drive in the south and Firetower Road in the north. In addition, sidewalks flank many of the local streets in the central business area to provide pedestrian access to the variety of businesses, employment centers, and medical services in that vicinity.

The towns of Elgin and Bethune, like many small rural towns, have sidewalks in or near the downtown district. In Bethune, sidewalks flank both sides of Jefferson Davis Highway (US 1) and Main Street (SC 341). In Elgin, there is a sidewalk on one side of Main Street (US 1) through town. Also, there are sidewalks along Smyrna Road from Church Street/Sessions Road to Blaney Elementary School. According to the *Elgin/Richland Northeast Sub-Area Plan*

(completed by Central Midlands Council of Government in 2010), Elgin town officials and residents expressed strong support for more sidewalks in the town, particularly along both sides of Main Street (US 1) from the Elgin Branch of the Kershaw County Library to Green Hill Road.

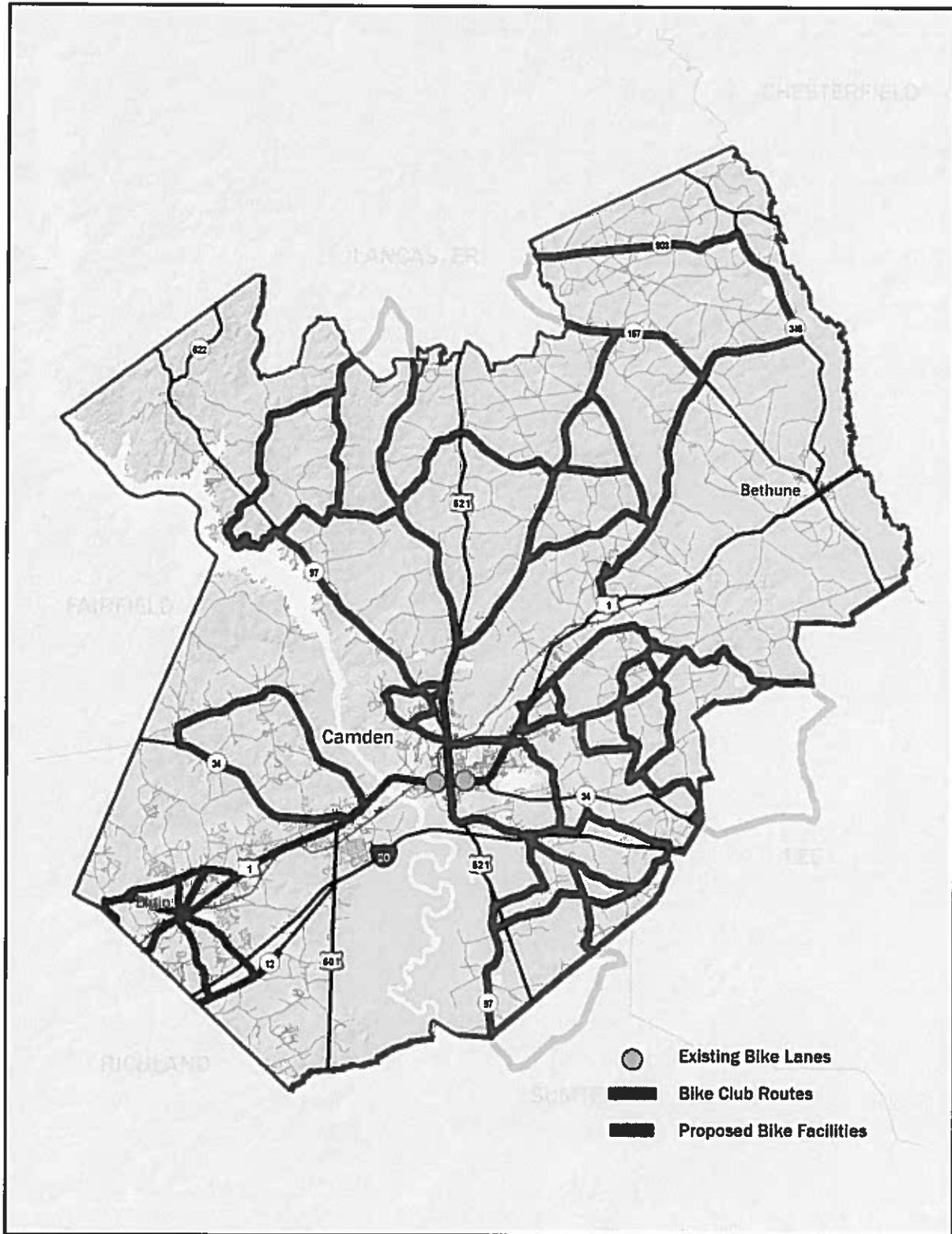
### **Bicycle Facilities**

Like many communities across the country, Kershaw County does not have much by way of dedicated bicycle facilities despite the existence of a strong recreational bicycling community. The only existing bike lane is on a 1.69 mile section of Jefferson Davis Highway (US 1) as it extends through Camden from the railroad bridge on the west to Bishopville Highway on the east. Despite the existence of this dedicated bike lane, indications are that it is not heavily used. One reason for this is likely because the section of US 1 it parallels moves a large volume of traffic at relatively high speeds thus making it an unsafe bicycling environment that should only be used by experienced bicyclists.

Despite the lack of dedicated bike lanes, Kershaw County is very attractive to the long distance recreational bicycling community because of the extensive network of rural roads that traverse through the County. This community of bicyclists, which is very active and organized into recreation clubs, has been working with the County planning department to identify and map the routes that are commonly used for recreational bicycling trips. These routes, which are identified in Figure E-11, are important to recognize because they represent facilities that experienced users have identified as providing the best and safest locations for recreational use. A number of these routes have already been targeted for share the road signs that alert motorists to the fact that these roads are commonly used by bicyclists and they should therefore be keeping an eye out for them and respecting their space when encountered.

In addition to the bike club identified routes, the Elgin/Richland NE Sub-Area Plan also identified a number of dedicated bike facility improvements that should be considered for implementation in the future. These include a number of bike lanes, shared travel lanes, and shared use pathways leading into and surrounding the town of Elgin. The locations of these routes, along with the existing bike lane on US 1 in Camden, are also illustrated on Figure E-11.

Figure E-11 Kershaw County Existing and Proposed Bicycle Facilities



### **Planning for the Future**

In regards to future bike and pedestrian planning, it should be noted that Kershaw County has recently established a partnership with the South Carolina Eat Smart Move More Coalition, which is an organization that coordinates obesity prevention efforts across the state and is tasked with implementing the SC Obesity Prevention Plan. The Kershaw County chapter of this organization was chartered in 2009 and has since been working on a number of projects to promote a healthy lifestyle for Kershaw County residents. The most recent effort was the release of a request for proposals from qualified consulting firms to develop a comprehensive master bike, pedestrian, and greenway plan for the County. This plan is intended to serve as a short to medium range (10 year horizon) blueprint for developing a countywide, connected system of bike/ped facilities that provide alternatives to automobile travel. This effort is largely in response to resident demand for better outdoor recreational opportunities as expressed in the public involvement component of the recently completed Kershaw County Recreational Master Plan (2012).

Once completed, the bike, pedestrian and greenway plan will provide an inventory and evaluation of existing sidewalks, bike lanes, park trails, and equestrian facilities as well as present a capital improvement plan for building new facilities that address the existing and future bike/ped needs of County residents. In addition to evaluating existing conditions and making recommendations for future projects, the plan will also include a bike and pedestrian design manual for use in constructing new stand alone facilities and for incorporating bike/ped elements into road improvement and land development projects. This design manual will reflect state of the art, best management practices in the siting, design, and construction of bike and pedestrian projects. This plan should better allow the County to utilize some of its existing regulatory tools such as the sidewalk requirements, riparian buffer ordinance, and conservation subdivision provision to help plan for and build some of the projects recommended in the study. It is also anticipated that the study will make recommendations for utilizing some of the County's many abandoned rail corridors as alignments for potential rail-to-trail projects.

One final point of discussion related to bike and pedestrian planning is the Complete Streets concept that has become popular in many communities wishing to better utilize existing road right-of-ways to provide multi-modal connectivity rather than just catering to vehicular travel. This concept is based on the principle that roadways should be consistently designed with the needs and safety of all users in mind. A road corridor is not just a conduit for motor vehicles, but must also accommodate pedestrians, bicyclists, wheelchairs, and transit vehicles. While conditions vary depending on context, type of roadway, and user needs, the following are among the primary design elements used in creating Complete Streets:

- Safe, adequate and appropriate driving lanes for vehicles.
- Sidewalks.
- Bicycle lanes.
- Intersection and cross-walk designs that are safe for pedestrians.
- ADA-compliant curb cuts and street crossings for people in wheelchairs.
- Traffic-calming features (example: a pedestrian crossing island in a wide arterial roadway so that pedestrians do not become stranded in oncoming traffic).
- Safe and convenient transit stops.

Not all of these elements are always needed on every street. Low volume residential streets usually don't need bike lanes, and transit accommodations are only needed on transit routes. The overarching goal, however, is to build an inter-connected, multi-modal network characterized by safe accommodation of all persons, regardless of age, ability, or preferred mode of travel.

The Elgin/Richland Northeast Sub-Area Plan recommended a series of roadway character cross section designs for guiding how future road and intersection improvements should look. These design concepts varied depending on the functional classification of the roadway and were therefore intended to be sensitive to the functional needs of the roadway as well as the surrounding residential, commercial, and environmental context. These designs more than adequately reflect the Complete Streets concept described above because they provide multi-modal accommodations. Of the four roadway character design concepts presented in the document the rural arterial, minor arterial, and residential collectors are perhaps the most relevant to the unincorporated areas of the County. The cross section designs for each of these roadway classifications are presented in Figures E-12 through E-14.

Figure E-12 Rural Arterial Roadway Character Concept

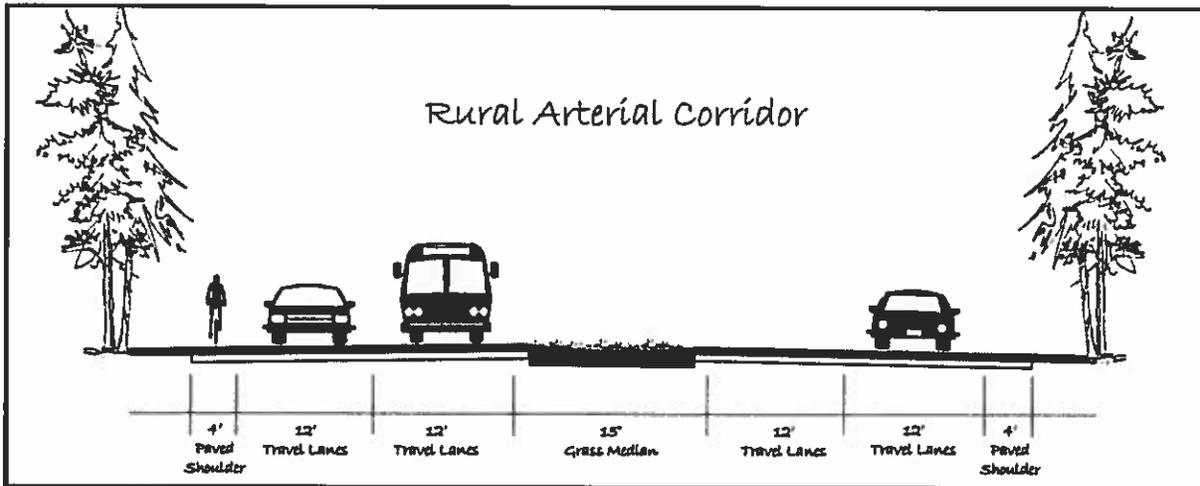


Figure E-13 Minor Arterial Roadway Character Concept

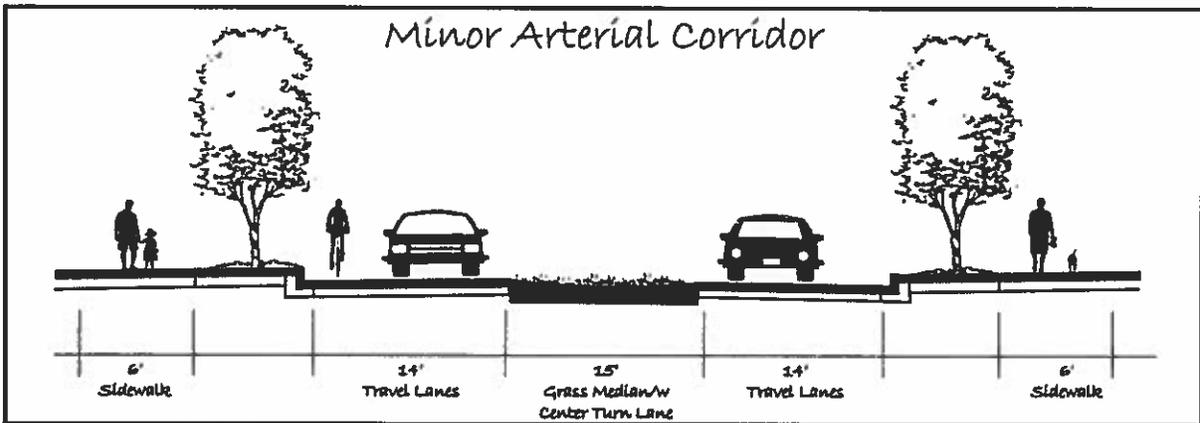
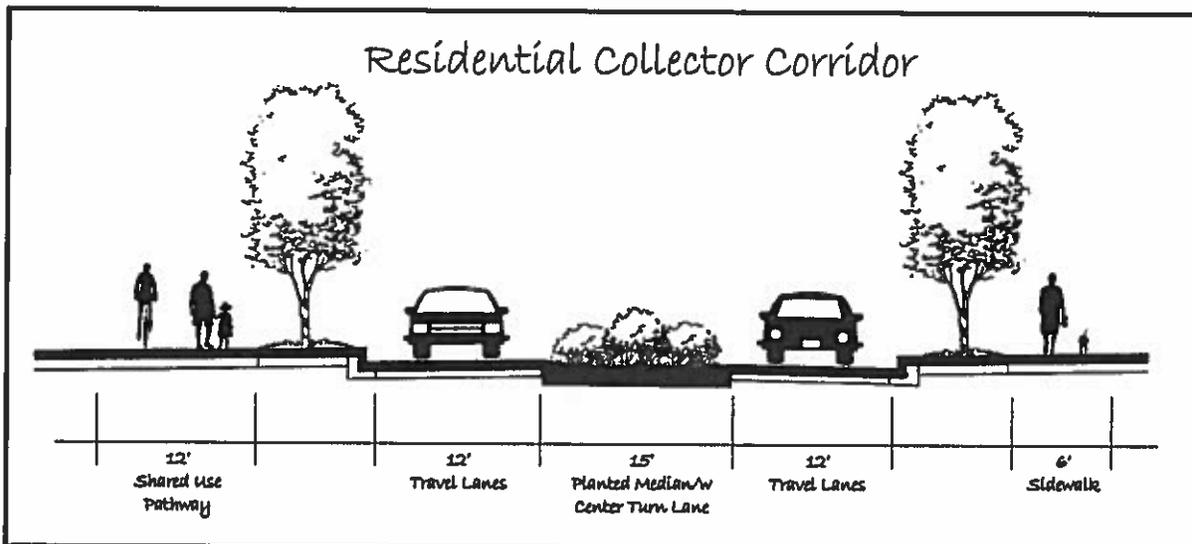


Figure E-14 Residential Collector Roadway Character Concept



As a local example of the planning with the Complete Streets concept in mind, the City of Camden recently passed a resolution endorsing a Complete Streets policy to ensure that transportation systems are planned, designed, and constructed in a way that makes accommodations for all users, particularly bicyclists, pedestrians, and transit riders. This policy is consistent with the Broad Street Road Diet project that was recently funded through the TIGER II discretionary grant program and is currently in the planning stages. The project, which is based on the Camden Downtown Vision Plan, intends to reduce the number of travel lanes from four to two; convert parallel parking to angle parking; add bicycle lanes, bus pull out lanes, and crosswalks; and add various Intelligent Transportation System components (ITS). The current programmed cost of this planning project is \$570,000. There are currently no funds programmed for actual construction. The planning phase alone, however, is a huge step forward, and should provide a model for other communities across the midlands (including Kershaw County) to use for planning and designing future road improvement projects.

## TRANSIT FACILITIES

Transit service provides an important alternative to automobile travel and in many cases is the only available transportation option for residents who cannot afford a car or do not have the ability to drive. Mass transit options typically come in the form of local fixed route bus service, para-transit bus service, intercity passenger rail service, and a number of regional commuter service options such as express bus, commuter rail, and ride sharing programs. In response to rising gas prices and energy security concerns, mass transit is seen by many communities as an important an integral part of their overall transportation network. While as a whole South Carolina continues to lag behind other states in mass transit planning, many cities and counties across the state are beginning to place a much larger emphasis on identifying existing and future transit needs.

### **Bus Service**

Kershaw County does not currently have a fixed route bus service residents can use for traveling to and from set destinations within the County. This type of service is very expensive to operate and is typically subsidized by local, state and federal funding sources because fair box collections are rarely enough to cover capital and operating expenses. This is especially the case in rural areas because there is not sufficient population density to generate enough ridership to justify providing the service. The City of Camden is perhaps the only area within in the County that some type of fixed route bus service might work at some point in the future. A local daytime circulator service between downtown and surrounding neighborhoods would be extremely beneficial for area residents and would fit in with the Complete Streets policy adopted by the Camden City Council.

Despite the lack of a fixed route bus service in the County, disabled residents can still utilize the Para-transit demand response service operated by the Santee Wateree Regional Transportation Authority (SWRTA), located in Sumter, SC. This is a service provided strictly for residents that meet certain disability requirements. It is a curb to curb, advance reservation, shared ride transportation service that is provided on a time and space available basis. This is an important and necessary service that provides mobility to and from medical appointments and other primary care services for residents that might not otherwise be able to get to and from these destinations.

### **Intercity Passenger Rail Service**

Kershaw County is currently served by daily Amtrak service between New York and Florida on its Silver Service/Palmetto line. The train arrives and departs from the City of Camden at 4:49 a.m. for northbound trains and 12:50 a.m. for southbound trains. The historic Camden passenger depot located at 1060 West Dekalb Street on the west side of town was recently determined to be eligible for the National Register of Historic Places. The building, however, is in a poor state of repair and only offers limited services to passengers (e.g., no onsite restrooms, ATM, or ticket office). Despite these limited services the fact that the City and County have passenger rail service is important and should not be taken for granted. As the national passenger rail infrastructure continues to decline, services to many smaller communities will be discontinued. These trends will likely increase traffic to those stations remaining in service.

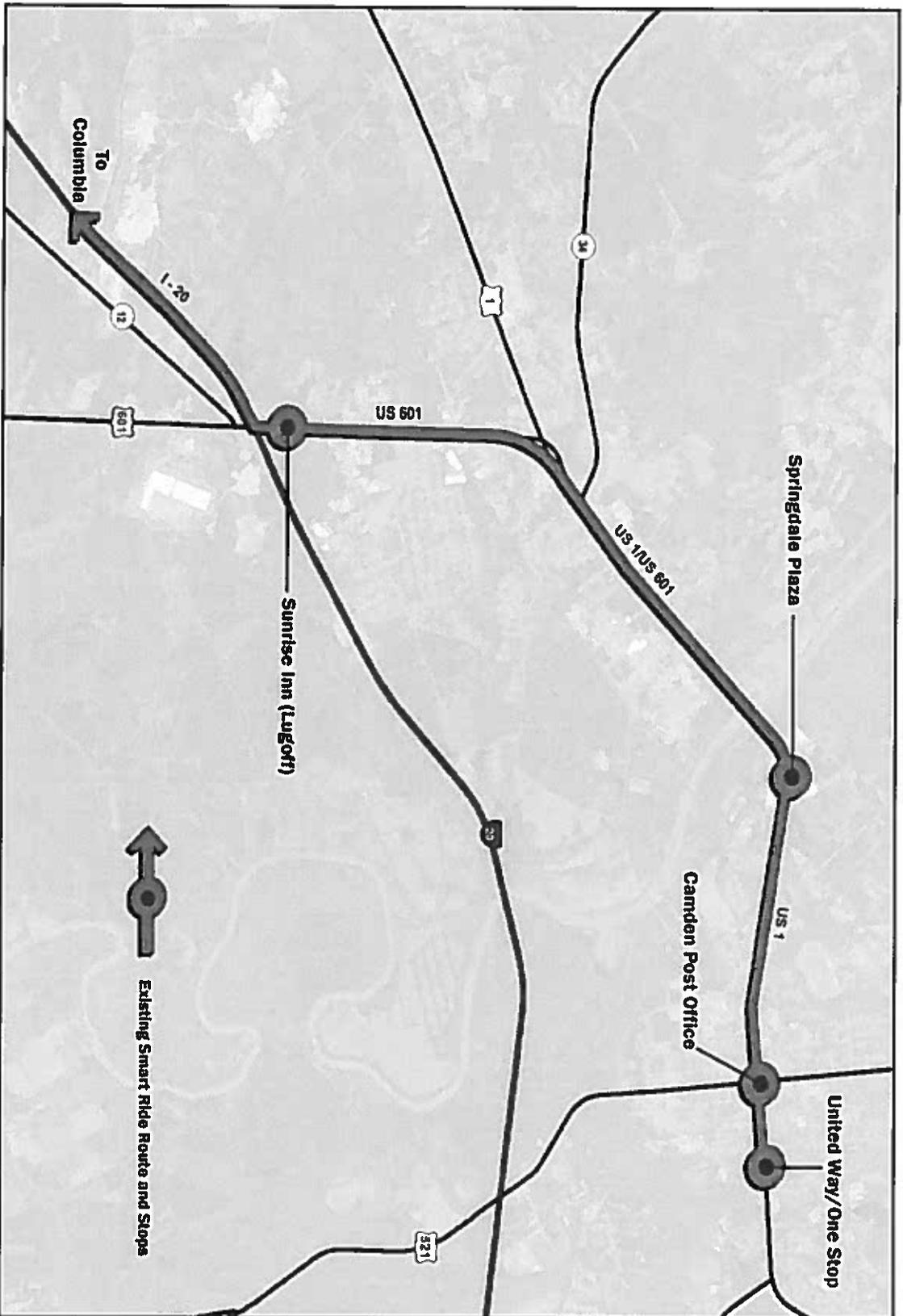
### **Commuter Connections**

In addition to local bus service and longer distance intercity service, another important component of mass transit planning is providing for efficient commuter connections for those residents travelling outside of their own community for work. Around 11% of the total population of Kershaw County commutes on a daily basis to nearby labor markets such as Florence, Lexington, and Columbia. Especially for those residents in the Lugoff and Elgin areas, the Columbia metropolitan area is an important destination.

In order to provide transit services to these commuters, the Santee Wateree Regional Transit Authority, through a pilot program funded by SCDOT, provides daily bus service between Camden and Columbia. As illustrated on Figure E-15, the "Smart Ride" service leaves from the United Way/One Stop located at 116 E. Dekalb Street, picks up passengers at the Camden Post Office, Springdale Plaza, and the Sunrise Inn in Lugoff before traveling on I-20 to downtown Columbia. Once in Columbia, the service makes a loop downtown stopping at a number of

major employers and access points such as the Fountaine Business Center, Richland Hospital, CMRTA Bus Transfer Station, the State House, and the SCDOT and SCDNR Headquarters. The reverse trip is then made in the evening to bring commuters back home. Fares for the service are \$2.00 one way, \$4.00 roundtrip and \$20.00 weekly. As illustrated in Figures E-16, the average monthly ridership for this service is approximately 1,160 people which translates into an average ridership of approximately 55 people per day. As illustrated in Figure E-17, ridership for this service peaked in October, 2008 with 2,139 riders as a result in the spike in gas prices experienced around the country. As gas prices slowly went down, ridership decreased and has remained steady ever since.

Figure E-15 Camden to Columbia "Smart Ride Bus Service"

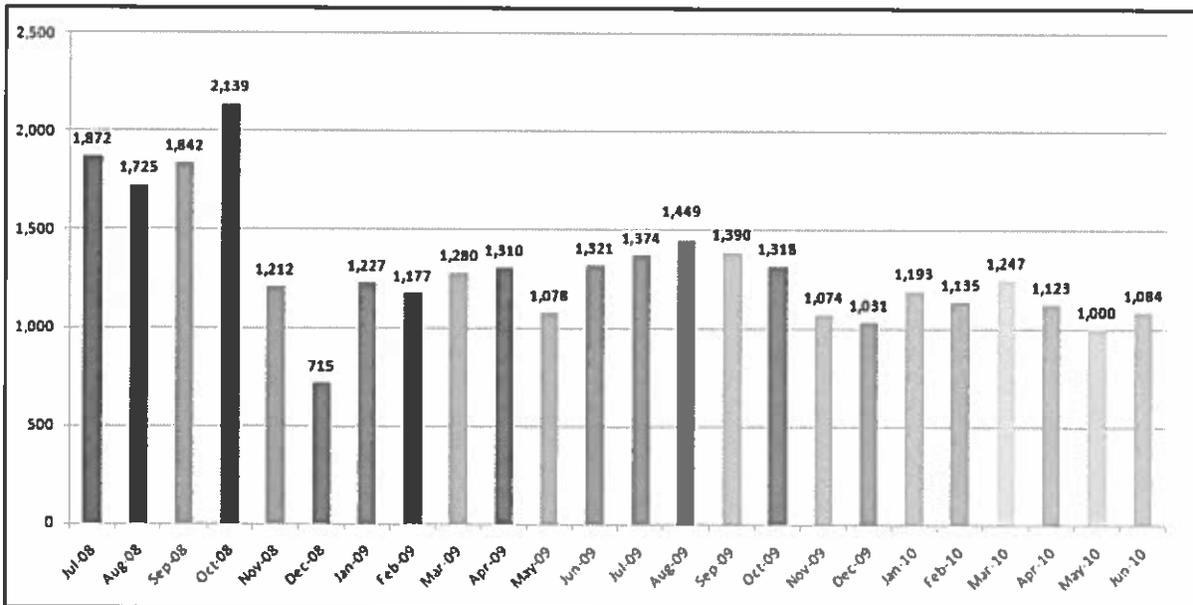


E-31

**Figure E-16 Smart Ride Ridership July 1, 2011 – June 30, 2012**

Month	Total Trips	# of Days Route Operated
Jul-11	1,235	20
Aug-11	1,518	23
Sep-11	1,362	21
Oct-11	1,187	21
Nov-11	1,038	20
Dec-12	801	19
Jan-12	1,045	20
Feb-12	1,109	21
Mar-12	1,341	22
Apr-12	1,176	21
May-12	1,157	22
Jun-12	954	21
<b>Total</b>	<b>13,923</b>	<b>251</b>

**Figure E-17 Smart Ride Boarding 2008 – 2010**



Another type of commuter service provided in Kershaw County is the two rideshare programs operated by Santee Wateree Regional Transit Authority (SWRTA) and the Central Midlands Council of Governments (CMCOG). Rideshare programs are designed to facilitate carpooling between people traveling to and from similar destinations. The classic example of a rideshare program is the bulletin board that was commonly placed in student unions on university campuses across the country. Students without cars who wished to go home for the weekend

could post their destination on the bulletin board in an attempt to find someone with a car traveling to the same destination. Modern rideshare boards are web-based and can access a much larger pool of potential ride share matches.

The SWRTA rideshare service is specifically set up to match commuter students attending the Kershaw County campus of the Central Carolina Technical College. The “Midlands Rideshare” service operated by CMCOG is also a web based ride matching service focusing on commuters in the Columbia metropolitan area. The program will provide matching along a corridor, between the origin, destination, midpoint, or within a set distance from each end of the trip. The service produces maps, directions, and customizable email correspondence templates users can use to make travel arrangements. The Midlands Rideshare program is available for use by Kershaw County residents and is a valuable tool for establishing better commuter connections between Camden and Columbia.

### **Planning for the Future**

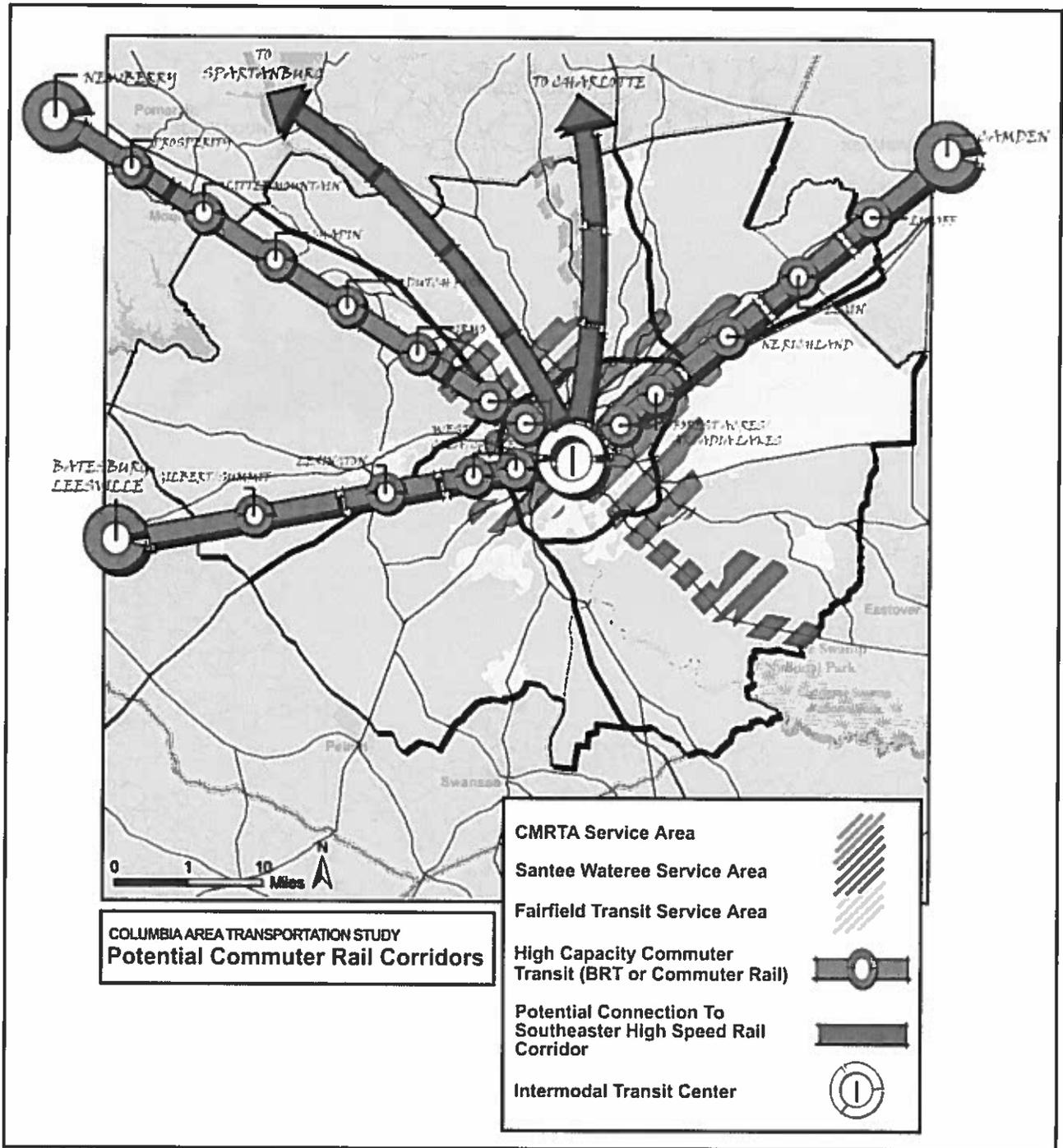
Since the late 1990s, CMCOG has been exploring opportunities for establishing commuter rail service between a number of outlying communities and downtown Columbia. After extensive research it was determined that the most feasible of all potential corridors were the three connecting the City of Newberry, the Town of Batesburg-Leesville, and the City of Camden with Columbia. In 2006, CMCOG commissioned another Commute Rail Feasibility Study to examine these three corridors in more detail. The study concluded that of the three corridors, the Camden to Columbia had the highest potential for success based on commuter trends, population density, and potential ridership. This study was then followed up with the Camden to Columbia Alternatives Analysis (2011) which examined the feasibility of using federal funds to establish the most viable high capacity transit option between the two communities. The results of the analysis indicated that the most feasible transportation option at this point in time would be to focus on the management of the existing transportation system rather than investing in new cost prohibitive mass transit infrastructure. The conclusion was based on the following conditions within the corridor:

- Travel patterns are not dominantly commuter oriented all the way out to Camden.
- The highest level of transit demands are close in to Columbia.
- Parking availability in downtown Columbia provides a disincentive for transit use.
- Planned capacity improvements on I-20 will alleviate congestion issues.
- There is not a high enough population density in the corridor to support the level of service that is typically associated with high capacity transit modes such as BRT, commuter rail, and express bus.

Regardless of the conclusion that commuter rail and bus rapid transit service are currently infeasible to implement, both the 2006 and 2011 studies made a number of planning recommendations and action strategies for creating a more transit supportive environment in the future. These recommendations include adopting Transit Oriented Development (TOD) policies, establishing permanent park and ride facilities that could become future commuter rail stations, and encouraging more dense development patterns to build up potential ridership. CMCOG and the COATS MPO are supportive of these strategies and have incorporated them into the Midlands Tomorrow 2035 Long Range Transportation Plan (LRTP). Figure E-18 shows the regional transit vision included in the LRTP. The Camden to Columbia corridor is identified as a future mass transit corridor and the stations identified in the Commuter Rail Feasibility studies

are intended to be permanent commuter station locations surrounded by transit supportive development.

Figure E-18 COATS 2035 Regional Transit Vision



## **LAND USE AND TRANSPORTATION CONNECTION**

As discussed at the beginning of this chapter, the Priority Investment Act of 2007 requires that the Transportation Element of the Comprehensives Plan be developed in accordance with the Land Use Element. The primary reason for this requirement is the fact that land use and transportation planning are integrally linked with one another so that much of what are often described as transportation problems are actually land use problems as well. Over the past several decades, traffic and vehicle miles traveled have grown well beyond the rate of population growth. This trend can largely be attributed to changes in land use and development patterns that have taken place throughout the country since WWII.

These changes can best be described as a move away from higher density mixed use residential and commercial development in towns and cities to lower density, single family, suburban residential development that is separated from commercial services and civic amenities. The end result of this change is a move away from transit and pedestrian oriented travel, to a lifestyle that is almost exclusively dependent on the automobile. This has then resulted in increases in both traffic congestion, obesity among children and adults, air quality issues, and a decline in the time available for leisure and social activities due to the increased time spent traveling in single occupancy automobiles.

Fortunately, a number of land use and transportation planning approaches offer alternatives to these conventional development patterns. By strategically mixing land uses and providing safer and higher quality bicycle, pedestrian, and transit services, vehicle miles traveled by automobiles can be reduced, and this, in turn, can begin to reverse the negative environmental and lifestyle trends associated with low density, auto dependent residential, and commercial development.

The Land Use Element of the Kershaw County Comprehensive Plan recognizes this important relationship between land use and transportation planning. It accomplishes this in several ways beginning with an existing land use discussion of the low density strip pattern of residential and commercial development that has occurred in the past several decades along both sides of US 1 in the West Wateree areas leading into Camden. The Element then outlines four broad future land use categories designed to direct more intense development in areas with supportive transportation and utility infrastructure (i.e., economic and residential development areas), leaving the rest of the County open for natural and agricultural resource protection and conservation (i.e., rural resource development areas, and conservation and protected areas). Using these designations, the future land use map presents a growth scenario that reflects historic development trends with most of the development expected to occur in the West Wateree area. This scenario is confirmed by the recent Master Sewer Plan that documents the available sewer capacity to serve approximately 6,500 homes in Kershaw County's sewer service area.

In terms of goals and policies, the plan recommends in Goal LU-4, a Capital Improvement Program to provide sufficient infrastructure where development is planned, and to direct development where adequate infrastructure already exists. A series of related policies and implementation strategies are also recommended. They can be summarized as follows:

- Coordinating the expansion of residential, commercial, and industrial development in areas that maximize existing transportation infrastructure and planned infrastructure improvements;

- Coordinating the expansion and design of residential, commercial, and industrial developments to minimize negative impacts on traffic circulation and adjacent land uses;
- Encouraging development patterns that support infill over greenfields and promote higher densities, mixed uses, and bike/ped and transit connectivity ;
- Prohibiting the encroachment of incompatible commercial development into established residential areas and discouraging strip commercial developments with multiple curb cuts that disrupt the orderly and safe flow of traffic;
- Ensuring adequate rights-of-way for future road improvements and expansions through dedication and building setback requirements based on a hierarchical system of roads;
- Protecting the safety and traffic-carrying capacity of interchange areas and major thoroughfares by minimizing curb cuts;
- Ensuring the provision of safe and adequate parking facilities suitable to each type of development, and establish requirements that vehicular circulation within new subdivisions functions efficiently and safely.
- Providing for the continuous maintenance of existing County roads.

Another way Kershaw County has recognized the connection between land use and transportation planning is through its endorsement of Transit Oriented Development (TOD) principles. In the Community Facilities Element of the 2007 Comprehensive Plan, the County adopted by reference the *Transit Station Area Development Principles & Policies for the Central Midlands Region* developed by CMCOG which is a model policy guide for implementing transit supportive development.

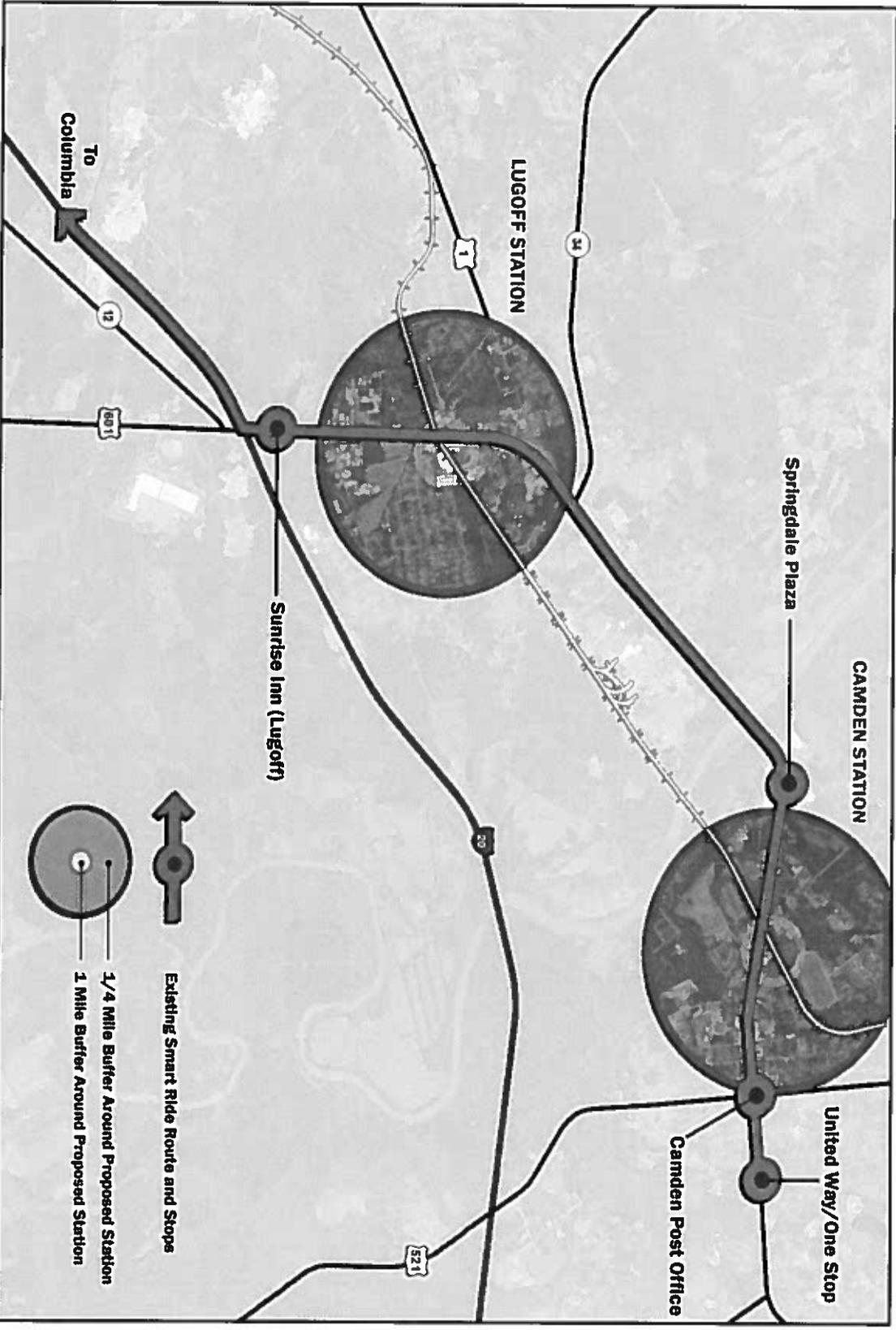
Transit Oriented Development (TOD) involves the fusion of land uses and transportation to create compact, walkable communities situated within ½ mile of a transit stop. Such communities offer housing, jobs, shopping, community services, and recreational opportunities and are designed to promote efficiency, safety, and convenience of travel, whether by foot, bicycle, transit, or car. The goal of TOD is to create well designed, livable communities where people can commute from home to such places as the office, grocery store, daycare center, restaurant, library or park—all without having to utilize an automobile to do so. The principles presented below are intended to provide an understanding of the key elements and characteristics of a TOD and to serve as the foundation for station area planning:

- Design a compact development within an easy walk of public transit and with sufficient density to support ridership.
- Make the pedestrian the focus of the development strategy without excluding the automobile.
- Create interesting and active places to live, work, and play, where daily needs are served and where people feel a sense of belonging and ownership.
- Encourage a variety of housing types near transit facilities available to a wide range of ages and incomes.
- Ensure compatibility and connectivity with surrounding neighborhoods.
- Introduce creative parking strategies that integrate rather than divide the site and reduce the sense of vehicular domination.
- Create plans that are flexible, recognizing that all TODs are not the same; each development is located within its own unique context and serves a specific purpose in the larger context.

The CMCOG model policy guide further outlines a number of more specific guidelines for development within designated TOD districts that are based around four general categories consisting of community design, public spaces, and facilities, land use and development, and market place attractions.

Because the County has already endorsed these principles, the question then becomes where should they be applied in the future. One strategy would be to identify potential locations for developing activity centers in proximity to existing and future mass transit services. These activity centers could then be designated as TOD districts where these station area development principles, such as increased densities and mixing of commercial and residential land uses, could be implemented over time. Because of the existing Smart Ride service and commuter rail corridor planning that has already been done, some likely locations for these districts could be centered around where the current park and ride facilities overlap with the identified potential commuter rail stations. Figure E-19 illustrates this overlap between the existing Smart Ride service and a ¼ and 1 mile buffer around the potential commuter rail stations. Future TOD planning efforts should examine these locations in more detail in order to determine the technical and political feasibility of designating them as official TOD districts.

Figure E-19 Potential TOD Districts in Kershaw County



## **GOALS AND IMPLEMENTATION STRATEGIES**

Kershaw County recognizes that transportation plays a key role in realizing the goals and objectives established in the other eight elements of the Comprehensive Plan. In particular, a well connected, multi-modal transportation system provides a solid foundation for attracting the type of quality growth and economic development opportunities reflected in the plan's land use goals and policies. The overall purpose of the Transportation Element is to therefore establish a series of related goals and policies that support the County's land use vision by encouraging the development of a well connected, sustainable, multi-modal transportation system that improves safety, mitigates congestion, maximizes the movement of freight, provides bike and pedestrian accessibility, promotes regional commuter connections, and establishes a connection between land use and transportation planning. The following list of goals and implementation strategies are designed to satisfy this purpose.

### **TG-1: Improve Circulation and Connectivity**

The purpose of this goal is to improve local vehicular circulation on the arterial, collector, and local road network to improve safety, increase connectivity, and alleviate peak hour congestion rates. In general this goal can be implemented by working within existing federal, state, and local transportation planning processes to identify and implement specific policy, planning, and project proposals.

#### **1.1 Safety**

- Work with SCDOT and the SC Department of Public Safety to implement action strategies that help reduce injuries and fatalities on Kershaw County roads as outlined in the Strategic Highway Safety Plan for South Carolina.
- Routinely request safety data from SCDOT and SC Department of Public Safety to monitor and evaluate corridors and intersections with high accident rates. Such assessments can be used by Kershaw County staff to advocate for road and intersection improvement projects being considered for funding by the COATS MPO and Santee Lynches RPO. Safety will become increasingly important in making funding decisions as it is a policy goal and core program under MAP 21. The new federal surface transportation bill doubles the funding available for safety related projects.
- Promote the use of road and intersection design guidelines that improve safety considerations for all users (e.g., separated sidewalks, crosswalks, and adequate tree clear zones).
- Work with the SCDOT Safe Routes to School Coordinator and the Kershaw County School District to promote projects that improve bike and pedestrian access from nearby residential areas elementary, middle, and high school facilities.

#### **1.2 Road Widening and Intersection Improvements**

- Continue working with the COATS MPO and Santee Lynches Regional Council of Governments to advocate for the implementation of the committed (projects with funding in place) and planned (no funding source identified) road widening and intersection improvement projects identified in the urban and rural Long Range Transportation Plans (LRTPs) and short range Transportation Improvement Programs (TIPs). These projects include:

**Committed Widening Projects**

- Jefferson Davis Highway (US 1) from Steven Campbell Road (S-407) to Sessions Road (S-47) – This project has an estimated cost of \$14,340,599 and is currently ranked #14 on the COATS cost constrained project list.
- Camden Truck Route (Segments I-III) – This project is currently funded through Santee Lynches Regional Council of Governments and has an estimated cost of \$20,900,000.

**Planned Widening Projects**

- Camden Bypass – I-20 to US Hwy 601/521 N/Kershaw Hwy - This project has an estimated cost of \$60,500,000 and is no longer considered to be feasible by Santee Lynches Regional Council of Governments.
- SC 12/Ft. Jackson Road right-of-way acquisition - US 601 to Richland County – \$33,310,00.
- S-47/White Pond Road – US 1 to I-20 and SC 12 (Fort Jackson Road) – \$10,800,00.
- SC 97/John G. Richards Road – US 601/521 to Liberty Hill - \$76,500,000.
- US 601/521 – SC 97 to Lancaster County - \$87,750,000.
- SC 37 – SC 5/Longtown Road/US 1 to Wateree Dam/Lake Wateree – no cost estimate identified.
- US 1 – Jefferson Road to Richland County – no cost estimate identified.
- Jefferson Davis Highway (US 1) – from Sessions Road (S-47) to Watts Hill Road (S-757) - \$14,644,167.
- White Pond Road (S-47) – from Main Street (US 1)) to Heath Pond Road – \$22,367,114.
- Cherokee Blvd/Bookman Road (S-53) - from Robin Hood Road (S-105) to Two Notch Road – \$46,759,470 (1 mile of the 3.88 mile project is in Kershaw County with the remainder in Richland County).

**Committed Intersection Improvements**

- No projects are funded at this time

**Planned Intersection Improvements**

- SC 34 (Dekalb) at SC 45 (Chestnut Ferry)
- County participation in the urban and rural transportation planning process should also entail providing information about and advocating for the inclusion of other high priority projects not currently on these lists. The wide range of road widening, intersection improvement, and new alignment projects identified in the Elgin/Richland Northeast Sub-Area Plan are not currently included in the MPO and RPO rating and ranking process. County staff should assess the political and financial feasibility of these proposals and consider advocating on their behalf during future updates to the LRTP and TIP.

- Work with the COATS MPO to advocate for the use of intersection improvements as a congestion mitigation and transportation management strategy (TSM) that provides a more cost effective alternative to expensive road widening projects.
- Formalize the development of a right-of-way (ROW) preservation program to reduce future costs for high priority road improvement projects. This program should be oriented around high growth areas and incorporated into the County's land development regulations.
- Develop and adopt countywide street design standards that reflect adequate right-of-way profiles and Complete Street concepts and advocate for the incorporation of these standards in all future road widening and intersection improvement projects. These standards should be based on the roadway character cross section designs recommended in the Elgin/Richland Northeast Sub-Area Plan (presented in the Bike and Pedestrian section of this document).
- Ensure that any countywide street design standards that are developed reflect intersection designs that maximize efficiency and safety through proper signalization, signage, turning movements, and pedestrian facilities.

### **1.3 Road Improvements on County Maintained Roads**

- Work with the CTC to consider developing a formalized rating and ranking system for prioritizing paving and resurfacing projects. The CTC currently utilizes a resident petition process to get road paving projects on a list for consideration of funding. These projects are then prioritized based on a deliberative assessment of selected technical criteria by the CTC and Public Works Director. While this process has worked for allocating limited C-Fund resources in the past, other counties in the state have adopted more formalized technical rating and ranking processes that in some cases include spreadsheet models that tally weighted scores for a list of predefined technical criteria. Some of the technical criteria used by other counties include the following:
  - Observed daily traffic volumes (i.e., how many people actually use the road);
  - Current physical condition of the road;
  - Estimated costs for one or all of the following: existing maintenance; future maintenance; paving and construction;
  - The density of homes or businesses along the road;
  - Whether or not the road is being used as a school bus or mail route and if paving would provide better access to schools and/or other community facilities;
  - Whether or not the road has existing constraints that are likely to increase construction costs and prolong construction schedules (e.g., wetlands, flood hazards, bridges, dams, etc.);
  - Whether or not the road is accessible for EMT, Fire, and Police vehicles;
  - Whether or not the road has high accident rates and/or other safety issues;
  - Whether or not paving will provide better connectivity to the National Highway System and/or County road network; and
  - Whether or not the road will improve freight mobility and/or provide future economic development opportunities.

Discussions should take place with the CTC to inform them of the benefits of using such a rating and ranking process and to solicit their input on which of the criteria listed above

are most relevant for consideration of paving and resurfacing projects in Kershaw County.

- In addition to considering a rating and ranking process that uses sound technical analysis, the CTC should also decide if other non-technical criteria should be considered as a part of the process to ensure an equitable distribution of projects across the entire county. Such geographic considerations could be based on funding high ranking projects that are evenly distributed across one of the following county divisions: Kershaw County Engineering Districts (based on construction and engineering needs); Kershaw County Planning Districts (based on existing population distributions); Kershaw County Council Districts; or some other type of boundary or county division. If this is determined to be an important consideration in funding projects, CTC members should decide what percentage of the project selection process should be based on technical vs. geographic criteria.
- In the absence of adopting a project prioritization process or to complement one, the County should also consider working with CTC members to determine if there is any value in organizing site visits to provide them with an opportunity to gain first-hand knowledge of the projects being considered for funding. Some counties make this as a part of the deliberative process in determining project eligibility and prioritization. Site visits could be formally organized at set times or simply be encouraged so that each member can take responsibility for visiting the sites on his/her own.
- Because of the limited funding associated with the C-Fund program the County should explore alternative sources of funding to assist with the paving and resurfacing of County maintained roads. One eligible expenditure of C-Funds is for the issuance of county or state highway bonds. This could provide a means for allowing the County to implement a number of needed projects at one time rather than doing them in a piecemeal fashion as funds become available. While this option is attractive, it should be considered carefully because there are a number of potential problems with such an approach including the fact that C-Funds allocations are not constant from year to year because they are tied to the state gas tax and are therefore dependent on how much gas people are buying. If a bond were to be seriously considered by the County, an alternative source of funding for debt service would have to be procured to supplement the annual C-Fund allocations. Another consideration is that County Public Works staff may not have the human resources to manage a number of construction projects concurrently and would therefore be reliant on consultant services thereby driving up the total cost of implementing the project.

#### **1.4 Access Management**

- Work with developers to improve on-site traffic circulation and reduce the number of driveway curb-cuts for all new commercial and residential developments.
- Work with existing commercial developments along congested corridors to identify potential “cross access” or “service drive” projects that could reduce the need for drivers to enter arterial roads to travel between adjacent land uses.
- Ensure that SCDOT Access and Roadside Management Standards (ARMS) are followed in high growth corridors to mitigate future congestion and safety issues.
- Encourage the use of medians in roadway designs as an alternative to the center, left hand turn lane for arterials with considerable commercial and residential development.

Springdale Drive leading out of Camden is a good local example of an existing 4 lane road with a planted median. This practice improves overall traffic circulation by limiting left hand turns which can cause choke points during peak periods and create safety issues with oncoming traffic.

- Encourage better connectivity within the local and regional road network by requiring the development of more through streets between arterials in new residential and commercial developments that have multiple arterial road frontages. This allows for more ingress and egress points within the development, decreasing congestion and increasing access. A local example where this type of connectivity is needed is around the intersection of US 1 and US 601/521.
- Work with the municipalities to develop a coordinated plan for focusing mixed use residential and commercial growth in targeted areas adjacent to municipal boundaries where adequate infrastructure already exists. Future transportation improvements can therefore focus on better connecting existing collectors and arterials rather than widening roads into exurban areas.

## **TG-2 Improve Freight Mobility**

The purpose of this goal is to increase opportunities for economic development by supporting the safe and efficient movement of freight within and through the County. This will become an increasingly important goal for the County to realize because of the emphasis MAP 21 is placing on freight related projects. Under this new legislation, the local match for federally funded freight projects is only 10% while other types of road projects are 20%. This local match is further reduced to 5% if the proposed project is for improvements on an interstate highway. Because industrial development plays such an important role in the County's economy, freight mobility should be a high priority in considering transportation infrastructure investments.

### **2.1. Truck**

- Continue working with the COATS MPO and Santee Lynches Regional Council of Governments to support and advocate on behalf of the Camden truck bypass project which is currently funded through construction.
- Work with SCDOT, the City of Camden, and regional freight providers to market and promote the use of this designated truck route as a key freight thoroughfare, especially after the route is improved. An important part of this marketing campaign should be to ensure adequate signage and wayfinding clearly defining it as a truck route for the length of the corridor.
- Work with the City of Camden to institute access management standards and land use regulations along the truck route after it is improved to minimize strip commercial development and curb cuts that could potentially increase congestion and decrease freight mobility as well as detract from the commercial revitalization efforts for downtown Camden.

### **2.2 Rail**

- Work with state, regional, and local economic development officials to promote the good countywide rail network as an asset for industrial recruitment.
- Work with the SCDOT to identify strategic rail corridors for preservation and enhancement as a part of the state multi-modal plan update that is currently underway.

- Work with SCDOT and CSX to determine priority needs for improving intermodal connections between roads, rail, and air that could enhance economic development opportunities and improve the functionality of existing and future industrial areas.

### **TG-3 Bike and Pedestrian Improvements**

The purpose of this goal is to develop a comprehensive, interconnected system of bike and pedestrian facilities that are functional, safe, encourage recreation use, and adequately connect neighborhoods to commercial and activity centers. This goal is strongly supported by the fact that the County is working with the Eat Smart, Move More Coalition to develop a countywide Bike/Ped/Greenway Plan. Once completed, this plan should provide the County with a valuable tool for identifying and prioritizing bike, pedestrian, and greenway projects. The planning process itself should be extremely valuable because the public participation component will help to build consensus from both the public and private sector around a vision for future growth and development that is inclusive of alternative modes of transportation.

#### **3.1 Develop a Countywide Bike/Ped/Greenway Plan**

- Continue support for the partnership with the Eat Smart, Move More Coalition and fully engage in the development of the Countywide Bike/Ped/Greenway Plan, including the public input and stakeholder involvement process.
- After the plan is complete, work to preserve the steering committee, stakeholder, and public involvement structure used to develop the plan. The steering committee should continue to meet after the project is over for the purpose of implementing the plan and moving it forward. Public and private stakeholders involved in the planning process should also be routinely engaged once it is over to ensure continued participation and to keep the momentum going. The process might also help to identify specific public and private champions for the bike and pedestrian planning process that could be instrumental in procuring political and financial support for implementing specific projects.
- Key intergovernmental partnerships established during the planning process should also be retained in order to ensure consistent implementation of policies and projects across jurisdictional boundaries.
- Continue working with the COATS MPO and Santee Lynches Regional Council of Governments to support and advocate on behalf of bike and pedestrian projects identified in the planning process. Though funding for this type of project might become more competitive because of program changes under MAP 21, the regional planning framework will continue to play an instrumental role in providing state and federal funding for bike/ped projects.
- Continue working with SCDOT, the COATS MPO and Santee Lynches Regional Council of Governments to ensure appropriate bike/ped accommodations are incorporated into all federally funded road and intersection improvement projects, especially when they coincide with priority bike/ped projects identified in the Countywide plan.
- Consider adopting a Complete Streets policy to guide decision making and to help implement projects identified in the Countywide plan.

#### **3.2. Plan for and Market Bicycle Friendliness**

- Work with the SCDOT, the SC Department of Parks, Recreation and Tourism, the Palmetto Cycling Coalition, and the bicycle clubs active in Kershaw County to promote

the bike routes as scenic corridors and encourage the use of these facilities for more experienced recreational bicycle users. Promotional materials for this effort could highlight the many natural and historic features along the corridor such as the Wateree River, the City of Camden, the Town of Bethune, and the Sandhills Eco-Region/Long Leaf Pine Forests.

- Work with local business owners to educate about bicycling as a short trip alternative to the automobile and encourage the provision of bicycle parking and storage facilities at existing activity centers.
- Work to engage widespread participation from each of these groups in the Countywide bike/ped/greenway planning process.

### **3.3. Pedestrian Facilities**

- Work with the City of Camden and other municipalities and growth centers to improve pedestrian connections between these areas and adjacent areas along key arterials and between key neighborhoods and activity centers (e.g., promoting consistency between Complete Street policies and land use regulations). A good example of this is in the town of Bethune along Main Street leading out of town on the north side. The existing sidewalk which provides acceptable connectivity to surrounding neighborhoods within the town ends abruptly at a certain point even though the residential areas continue. This is a likely location for the Town and the County to work together to plan for future sidewalk projects that would enhance connectivity between incorporated and non-incorporated areas of the County.
- Continue reviewing residential and commercial development projects to ensure compliance with Kershaw County Ordinance 5:3.14 requiring all major residential subdivisions, major group developments, and Planned Development Districts to provide a connected network of sidewalks, paths, trails, and/or greenways to accommodate pedestrian, bicycle, and other non-automotive traffic.
- Consider using Kershaw County Ordinance 5:3.14 as a tool to help implement high priority pedestrian projects outlined in the countywide Bike/Ped/Greenway plan once it is completed.
- Ensure that all available transportation options and future system expansions are compliant with ADA (American Disability Act) regulations and work toward retrofitting existing pedestrian facilities with ADA standards.
- In planning for better pedestrian connectivity, identify pedestrian sheds based on a quarterly-mile radius with the following characteristics:
  - Destinations close by such as commercial (retail and office), civic establishments (places of worship, schools), and civic spaces (parks, playgrounds).
  - Direct and convenient routes with short blocks, few or no dead ends, and several alternate routes between two destinations.
  - Comfortable and interesting pedestrian ways with urban design features to enhance the comfort and safety of the pedestrian such as a buffer between the traffic and the pedestrians, appropriate sized sidewalks, buildings at the edge of the sidewalk to define the “public room,” and facades that have a human scale with frequent windows, doors, and attractive and ornamental features.

#### **TG-4 Improve Commuter Connections**

The purpose of this goal is to encourage the use of alternatives to single occupancy vehicle travel for residents commuting to employment nodes within the County and to the Columbia metropolitan area. This goal includes the short term strategies of supporting the existing rideshare programs and Smart Ride service as well as providing for longer term strategies that support enhanced commuter bus service and Transit Oriented Development.

##### **4.1 Carpooling and Commuter Bus Service**

- Continue support for the SWRTA Central Carolina Technical College and COATS Midlands Rideshare programs. This support should include working with SWRTA and COATS to market the Rideshare programs to residents and large employers, and exploring options for expanding these services within the County and between the County and commuter destinations in the Columbia metropolitan area.
- Work with local governments and private businesses to offer incentives for employees that utilize carpooling or mass transit to commute.
- Continue to support and grow the Camden-Columbia Smart Ride service and associated park and ride facilities along the corridor by assisting in marketing efforts and advocating on its behalf.
- Continue to monitor and support, when feasible, the status of the CMRTA in Columbia as it provides essential transportation services for commuters from Kershaw County.

##### **4.2 Park and Ride Facilities and Enhanced Commuter Bus Service**

- Work to establish formalized and permanent park and ride facilities for the Smart Ride service that can also be used as carpooling meet up locations and/or future commuter rail stations.
- Continue to work with the COATS MPO, CMRTA, and SWRTA to encourage the implementation of the various Transportation System Management (TSM) strategies recommended in the recently completed Columbia to Camden Alternatives Analysis. The primary strategy recommended in the plan was to implement enhanced commuter bus service that focused on adding amenities to distinct, well defined bus stops to increase passenger protection, provide information, and assist in marketing the service to new riders. Such amenities include installing shelters, weather barriers, benches, lighting, raised platforms, and posted passenger information. Such strategies also include longer term additions of feeder bus systems to assist in getting people to and from the primary commuter corridor. Such a feeder system could someday be implemented in the City of Camden. This type of enhanced service can help to make commuter rail or Bus Rapid Transit a more viable alternative in the future.

##### **4.3 Transit Oriented Development**

- Work with Camden, of Elgin, and Lugoff to establish Transit Oriented Development (TOD) districts around the formalized park and ride facilities and to implement the TOD station area planning principles described earlier in this document.
- Work with the COATS MPO and Central Midlands Council of Governments (CMCOG) to promote Transit Oriented Development (TOD) policies throughout the Camden to Columbia Corridor. This will assist in providing a framework for the successful integration of TODs with the future development of the region's transportation and land

use network. This will help in building consensus for future growth and development across the multiple jurisdictions impacted by the corridor.

**TG-5 Build a Sustainable Transportation System**

The purpose of this goal is to encourage the development of a sustainable transportation system in Kershaw County that strives to improve regional air and water quality.

**5.1 General Policies**

- Continue to work with SCDOT, the COATS MPO, and Santee Lynches Regional Council of Governments to ensure the compatibility of transportation plans and projects with regional conservation goals.
- Work with the SCDOT and the COATS MPO to encourage the widespread adoption of low impact development (LID) techniques in road and intersection designs.
- Continue to participate in the Central Midlands Regional Air Quality Forum to encourage the local adoption of action strategies for reducing regional air pollution.

## **PART F: PRIORITY INVESTMENT ELEMENT**

### **BACKGROUND**

In May 2007, an amendment was enacted to the Local Government Comprehensive Planning Act of 1994 which requires local governments' comprehensive plans to include a Priority Investment Element (PIE). The PIE must be included in the next five-year review or ten-year update of the Comprehensive Plan. The Planning Act Priority Investment Element requirements are as follows:

The Priority Investment Element "...analyzes the likely federal, state, and local funds available for public infrastructure and facilities during the next ten years, and recommends the projects for expenditure of those funds during the next ten years for needed public infrastructure and facilities such as water, sewer, roads, and schools. The recommendation of those projects for public expenditure must be done through coordination with adjacent and relevant jurisdictions and agencies. For the purposes of this item, 'adjacent and relevant jurisdictions and agencies' means those counties, municipalities, public service districts, school districts, public and private utilities, transportation agencies, and other public entities that are affected by or have planning authority over the public project. For the purposes of this item, 'coordination' means written notification by the local planning commission or its staff to adjacent and relevant jurisdictions and agencies of the proposed projects and the opportunity for adjacent and relevant jurisdictions and agencies to provide comment to the planning commission or its staff concerning the proposed projects. Failure of the planning commission or its staff to identify or notify an adjacent or relevant jurisdiction or agency does not invalidate the local comprehensive plan and does not give rise to a civil cause of action."

### **PRIORITY INVESTMENT FUNDING SOURCES**

This section inventories revenue sources and potential funding sources that may be received directly by Kershaw County for financing capital projects.

#### **General Fund**

The General Fund provides for the funding of all Kershaw County governmental functions that are not otherwise funded through special accounts. The funding sources include revenue from ad valorem (property) taxes, permits fees, and charges for services. The General Fund is usually spent on general government services such as public works, public safety, personnel salaries, supplies, fuel, and building maintenance. Capital and infrastructure are funded in part through the General Fund. The FY 2011-2012 General Fund budget is \$22,516,481.

#### **Special Accounts**

Kershaw County has several special accounts of which the revenues and expenditures are separate from the General Fund. In addition to the Sewer Tax District fund discussed below, other special accounts include the E-911 Tariff, the Kershaw County Fire Service millage, and

the road fees used to fund Public Works operations. A new ordinance passed in July 2012 also allows for annual allocation of a portion of revenues from industrial fees-in-lieu of taxes received from the industries within joint Fairfield, Lee, and Sumter Counties' industrial parks to directly fund the economic development office and for capital improvements in these industrial parks.

### **General Obligation Bonds**

Larger capital and infrastructure investments are often funded through General Obligation (GO) Bonds. County government itself serves as collateral and, as such, GO Bonds are backed by the 'full faith and credit' of the County. Since GO Bonds are seen as safe investments, the County can secure favorable interest rates. The principle and interest on the bonds are paid for through property tax levies. The State constitution limits the amount local governments can borrow through GO Bonds to eight (8) percent of the County's total assessed value. In practice this normally results in the inability of the County to issue new GO Bonds until the debt is retired on previously issued bonds. For FY 2010-2011, approximately \$5.5 million was 'available' for bond issues.

### **Revenue Bonds**

Revenue bonds are issued on revenue from service fees that are obligated to service the bond debt. The revenue is used to pay both the principle and interest. Revenue bonds do not count against the County's bond capacity, but the interest rates are a little higher than that of GO Bonds.

### **State Revolving Fund**

The State Revolving Fund (SRF) program provides low interest rate loans for building or repair to wastewater and drinking water plants or distribution systems. The program is run by the Department of Health and Environmental Control (DHEC) and the Budget and Control Board (BCB). The County financed the new a wastewater treatment plant through a SRF loan. The SRF loan is being serviced from revenue from the Kershaw County Sewer Tax District.

### **Impact Fees**

Impact fees are intended to defray the costs to the government in services provided to new development. The fees are based on the capital and operating costs of these new services and are paid for by the developer or owner. Currently Kershaw County has a sewer impact fee that is charged to each new connection. This revenue, along with tap fees and monthly sewer charges, supports the Utilities Department operating budget.

Kershaw County also assesses a user fee of \$55.00 per year per residence located in Kershaw County to help defray the costs of disposing of residential solid waste. This service or user fee is charged and collected against the property owner of each residential household (residence) and is collected at the same time and in the same manner as real property taxes. These funds are accredited to a separate account and must be used to fund the costs of disposal of residential solid waste. The estimated solid waste user fee revenue for FY 2012-2013 is \$1,512,500.

### **South Carolina Energy Office (SCEO) ConserFund**

ConserFund is the SCEO low-cost revolving loan program for energy efficiency improvements in State agencies, public colleges or universities, school districts, local governments, and private nonprofit organizations. A loan approval committee evaluates qualified loans at the end of each

quarter. Committee members prioritize approvals based on projected energy savings paybacks. The total project cost divided by the annual energy savings must be eight years or less.

#### **State Infrastructure Bank**

The South Carolina State Infrastructure Bank funds major qualified projects for constructing and making improvements to major highway and transportation facilities through competitive loans and other financial assistance programs.

#### **Local Option Sales Tax**

In 2010, Kershaw County voters failed to pass a 1% sales tax to fund a set list of various capital projects that were proposed throughout the County. In 2012, the County Council had planned to fund specific recreation projects through a local option sales tax providing that a referendum authorizing the tax would be passed in November 2012. The Capital Projects Sales Tax Commission reviewed the Kershaw County Recreation Master Plan for Kershaw County Recreation Department and made the recommended referendum items seen in Figure F-11 to County Council for approval. According to the Department of Revenue, the penny tax would generate \$4,225,000 during the first year. However, on July 10, 2012, the Kershaw County Council voted to table the referendum with the idea of reintroducing the referendum for the November 2014 general election. There are also provisions for a local option sales tax to specifically fund transportation-related projects.

#### **Local Accommodation Tax**

A local accommodation tax is levied on the rental of rooms, lodging, or sleeping accommodations. Local governments in South Carolina are authorized to levy a tax of up to 7% of gross proceeds derived from business owners renting rooms, lodging, or sleeping accommodations and an additional tax of up to 5% on additional guest services at facilities not otherwise taxed. Kershaw County's annual ATAX revenues are between \$80,000 and \$90,000.

#### **Local Hospitality Tax**

A local hospitality tax is levied on customers purchasing prepared foods and beverages from providers located within the respective jurisdiction. South Carolina counties are authorized to levy a hospitality tax of up to 2% if approved by a majority of the county council. The tax is limited to 1% if not also approved by municipalities within the county. Kershaw County does not at present levy hospitality taxes. It is estimated that Kershaw County will generate around \$300,000 per year should one be initiated.

#### **C-Funds**

"The C-Program is a long-established partnership between SCDOT and the forty-six counties of South Carolina to fund the improvements of state roads, county roads, city streets, and other local transportation projects. The C-Funds are derived from 2.66 cents per gallon of the state gasoline tax. These funds are distributed to each of the 46 counties based on a three part formula. The formula allocates one third of the C-Funds based on the ratio of the land area of the county to the land area of the state, one third based on the ratio of the county population to the state population, and one third based on the rural road mileage in the county to the rural road mileage in the state. By law, each county is responsible for establishing a County Transportation Committee (CTC) appointed by the county's legislative delegation. The number of members on the committee can vary from county to county. The CTC is entrusted with the authority to select

and approve projects to be funded utilizing C-Funds. The law stipulates that the counties spend at least twenty-five percent of their apportionment of C-Funds based on a biennial averaging of expenditures, on the state highway system for construction, improvements, and maintenance. Furthermore, the counties are to spend no more than seventy-five percent of their apportionment each year on their local system. Also, the balance of uncommitted funds carried forward from one year into the next cannot exceed three hundred percent of the county's total apportionment for the most recent year." (SCDOT website) For FY 2010-2011 Kershaw County received \$1,387,200 in C-Funds. In the month of April 2012 the CTC received \$121,979 in C-Funds. In April 2012 the cash balance was \$3,323,217.20 in funds committed to projects and \$1,987,385.85 uncommitted funds. As a frame of reference, the average cost to pave one mile of dirt road is \$500,000.

### **Local Improvement Districts**

South Carolina municipalities and counties are authorized by section 4-9-30(5)(a) of the SC Code of Laws to create local improvement districts (LIDs) in which property taxes are levied to fund capital projects. Generally, the affected property owners in the district must agree to the new property tax assessment. Capital projects can be bond-financed and the debt serviced over time with the assessment revenue. Kershaw County has no current LIDs.

### **Grants**

Grants are one-time funds awarded to the County for specific projects. Often these grants require local matching of a certain percentage of the grant. Kershaw County has received significant grants, especially for recreation and economic development capital projects. There are no assurances that previously awarded grant monies will be available to fund future projects.

If, however, the past is a good indicator, it can be assumed that some amount of grant funding will be available for funding future projects, and monies for matching funds should be built into the General Fund and special accounts.

### **Fund Availability for Capital Improvements**

Certain funds are dedicated to other uses and are not available to fund capital projects. The road maintenance fees (vehicle registration) fund the Public Works Department's annual budget. The sewer user fees fund the Utilities Department's annual budget. And as referenced above, special accounts fund the E-911 and Fire Service annual budgets. The Sewer Tax District revenues are dedicated to servicing the debt for the wastewater treatment plant. C-Funds are dedicated to transportation projects – mostly paving and resurfacing State and County roads. The solid waste fee must be used to fund the cost of management of residential solid waste.

### **Capital Improvement Program**

The Kershaw County Planning and Zoning Commission has developed three Capital Improvement Programs (CIP) through the implementation process of the Kershaw County South Carolina Comprehensive Plan 2006-2016 (The Comprehensive Plan). However, the County Council has not been able to formally utilize the Planning and Zoning Commission's recommendations in preparing the annual budget or in long-range financial planning. Furthermore, the Planning and Zoning Commission has not been able to prepare the CIPs to the desired level of completion due to non-participation and/or inadequate data submitted by some of the County departments. The Planning and Zoning Commission especially noted deficiencies in

documentation of much of the costs of capital projects, facilities, and equipment submitted by some of the departments. In fairness, these departments may have lacked the resources and support to accurately determine these costs.

The Planning and Zoning Commission Chairman had a discussion with the County Administrator about the role of the Planning and Zoning Commission in preparing future CIPs and the past experiences. The Planning and Zoning Commission Chairman relayed the Commission's desire not to spend time on the development of the CIP if it was not helpful to the County Council or the Administrator in the budget process. The County Administrator relayed that he was aware of the matter and had previously discussed the subject with the County Council Chairman. The County Administrator indicated that he and the County Council Chairman had jointly concluded it was unfair to place the burden of developing a CIP on the Planning and Zoning Commission and they wished to relieve the Planning and Zoning Commission of that responsibility.

The Key Recommendations and Implementation Strategies Element of the 2006 Comprehensive Plan lays out an annual process for the Planning and Zoning Commission and County staff to develop the CIP. Therefore, Comprehensive Plan 2006-2016, Part VIII, Key Recommendations and Implementation Strategies is hereby amended to delete Item 1, Capital Improvement Program. The Priority Investment Element provides a general description of the capital projects it identifies for priority investment by the County over the next ten years. Ideally, an annual Capital Improvement Program (CIP) would serve as a roadmap toward implementation of those projects.

## **PRIORITY CAPITAL INVESTMENTS IN PUBLIC FACILITIES AND INFRASTRUCTURE**

The following major capital projects are identified in the 2006 Comprehensive Plan and have been consistently recognized in the Planning and Zoning Commissions' annual CIP efforts as essential investments towards the orderly management of the current and future growth of Kershaw County:

- **Correction Facility**  
New facility/expansion/renovation
- **Fire Service**  
Transition from volunteer firefighters to paid force
- **Industrial Parks**  
Infrastructure improvements – new parks
- **Library**  
New facilities and/or upgrades to the West Wateree and Camden branches
- **Recreation Facilities**  
As identified in update to the Master Recreation Plan
- **Sewer/Wastewater Treatment Plant**  
Upgrades and expansion to the County sewer system and treatment plant as identified in the update to the Master Sewer Plan
- **Solid Waste/Recycling**  
New convenience centers and improvements to existing facilities

The following major capital projects are not specifically listed the 2006 Comprehensive Plan, but meet the Comprehensive Plan community facility goals of providing community facilities to coincide with the current and projected needs of development. The Planning and Zoning Commission has also consistently identified these projects through the CIP process as projects necessary to achieve efficient operation, maintain existing levels of service standards, and to eliminate public hazards.

- **Bridge Replacement**  
Replacement of outdated and substandard County bridges
- **Courthouse**  
New facility/expansion/renovation

It should also be noted that during the ensuing five years since the passage of the 2006-2016 Comprehensive Plan, these nine (9) capital improvement projects have also been frequently discussed as action items by department heads, administration, or County Council.

## **KERSHAW COUNTY CORRECTION FACILITY**

The update to the Community Facilities Element notes the following concerning the Detention Center:

The Kershaw County Detention Center is located at 101 Bramblewood Plantation Road in Camden. The present facility was built in 2000 with a rated capacity of 89 inmates. The facility serves the entire County and its municipalities.

The facility continues to routinely exceed its capacity. In 2006 the average daily inmate population was 130. In the ensuing four years, the average daily population was 135. For FY 2011-2012 year to date (May, 2012) the average daily population is 225 inmates.

Little has been accomplished towards realizing the facility improvements identified in the 2006-2016 Comprehensive Plan. The Detention Center has facilities for minimum, medium, and maximum security, as well as an administrative segregation unit (isolation) for the male population. Of note is the fact that male inmates are placed in the level of security appropriate for the alleged crime and for the safety and well-being of the accused and the prison population as a whole. There are no such provisions for the women detainees. Instead, all female inmates are housed in a single open bay housing unit.

In June 2012, the South Carolina Counties Property and Liability Trust conducted a risk management visit of the Detention Center. They noted "...several facility deficiencies that could impact the safety and security of [Detention Center] staff, the inmates, the facility, and the citizens of Kershaw County." The report recommended an upgrade to the camera system, camera video recordings, and the central control panel. Also several unsafe building systems malfunctions such as leaks and broken fixtures were noted.

## **INDUSTRIAL PARKS**

### **Governor's Hill Industrial Park**

The Governor's Hill Industrial Park is still in the early stages of development. It is located near Exit 98 (Dr. Humphries Road) of Interstate 20 in the eastern portion of the County. Sewer service has been extended to the property and future plans include the extension of water service from the City of Camden. Near term plans (2 years) include the cutting in and graveling of at least one entry road. Signage and landscaping will also be completed. Initial design work has been completed for a master plan. Long-term plans (5-7 years) include paving of entry (2) roads within the park and the addition of appropriate signage and landscaping.

#### Cost Estimates

Phase I Road	\$350,000
Phase I Water and Sewer	\$600,000
Phase I Signage	\$25,000
Phase I Landscaping	\$25,000
Phase II Road	\$1,000,000
Phase II Signage	\$25,000
Phase II Landscaping	\$25,000

### **Wateree Executive Park**

Wateree Executive Park is located in the western portion of the County on Whiting Way just off White Pond Road in Elgin. The Wateree Executive Park is home to KershawHealth Urgent Care and Outpatient Center as well as a prepared site for a virtual spec building. All utilities are in place for a virtual spec building which has been designed for call centers and back office operations. Future plans include the purchase of additional land for park growth. Growth may also include the purchase of nearby acreage for industrial purposes.

#### Cost Estimates

Phase II Road	\$300,000
Phase II Water	\$150,000
Phase II Landscaping	\$25,000
Phase III Road	\$250,000
Phase III Water and Sewer	\$150,000
Phase III Landscaping	\$25,000

### **Expansion of Wateree Executive Park Area**

Land acquisition near the Wateree Executive Park may serve to further diversify the available industrial products available in Kershaw County.

#### Cost Estimates

Land Acquisition	\$1,250,000
Site Development	\$50,000

**Steeplechase Industrial Park – Phase I**

Steeplechase Industrial Park is a Class A industrial park with all necessary infrastructure. Existing companies within the park include Haier (Chinese manufacturer of refrigerators), Hengst (German maker of auto air filters), and Accuride (US maker of wheels). The park also features a 75,000 square foot shell building. This shell building generates many inquiries from industrial prospects. Interior roads have been designed and can be paved to meet the needs of future tenants.

Cost Estimate

Road Extension                      \$100,000

**Steeplechase Industrial Park – Phase II**

Phase II of Steeplechase Industrial Park features a Central Carolina Technical College (CCTC) facility. This building is also home to the Kershaw County Economic Development Office. Future plans for Phase II may include an additional CCTC building and additional technical training facilities.

Cost Estimates

Phase II Road                      \$350,000  
 Phase II Water and Sewer      \$75,000  
 Phase II Signage                 \$25,000  
 Phase II Landscaping            \$25,000

**Proposed Industrial Park**

Privately-owned industrial property may be identified as appropriate for establishment of a heavy-manufacturing industrial park. This will diversify the existing economic development product available for industrial development.

Cost Estimates

Park Engineering                 \$150,000  
 Park Water and Sewer          \$50,000  
 Park Signage                      \$25,000  
 Park Landscaping                \$25,000

**Figure F-1 Industrial Park Capital Improvement Timeline**

<b>Industrial Park Capital Improvement Timeline</b>	
<b>Years</b>	<b>Projects</b>
2-5	<ul style="list-style-type: none"> <li>• Governor’s Hill water extension, road cutting and signage</li> <li>• Wateree Executive Park area land acquisition</li> </ul>
5-7	<ul style="list-style-type: none"> <li>• Wateree Executive Park Phase II</li> <li>• Steeplechase I road extension</li> <li>• Steeplechase II development</li> <li>• Creation of heavy industry appropriate industrial park</li> </ul>
7-10	<ul style="list-style-type: none"> <li>• Wateree Executive Park Phase III</li> </ul>

**Economic Development Special Account**

Kershaw County has entered into multi-county industrial park agreements with Sumter, Lee, and Fairfield Counties. Multi-county industrial park status allows companies locating within these industrial parks to receive a more valuable level of statutory incentives from the State. A new ordinance passed in July 2012 also allows for annual allocation of a portion of revenues from industrial fees-in-lieu of taxes (FILOT) received from the industries within joint Fairfield, Lee, and Sumter Counties' industrial parks to directly fund the economic development office and for capital improvements in these industrial parks. All properties within the Steeplechase Industrial Park are under multi-county industrial park FILOT agreements with Sumter County. All properties within the Heritage Point Industrial Park are under multi-county industrial park FILOT agreements with Fairfield County. The Governor's Hill Industrial Park is under a multi-county industrial park agreement with Lee County, but there are no developed properties in Governor's Hill at this time. For FY 2012-2013, \$414,823 in FILOT revenue has been dedicated to economic development.

## KERSHAW COUNTY FIRE SERVICE FIVE-YEAR GOALS

### Firefighters throughout the County

With the additional required training mandated by the SC Fire Academy, it is becoming more difficult to recruit volunteers because they do not have time available for the increased training load. There are occasions when four stations must be toned to get enough firefighters to safely fight fires. Many stations have older firefighters who are no longer able to fight structure fires. The Kershaw County Fire Service needs to begin hiring full-time firefighters to offset these problems. If full-time firefighters are hired, the County Fire Service would become a combination fire service with paid and volunteers firefighters.

In order to support full-time 24/7 firefighters, upgrades and retrofits at the Shepard and Westville Fire Departments will be necessary. Work will include the addition of sleeping quarters, showers, a kitchen, and a backup generator at a total cost of \$300,000. In addition, the newly constructed Blaney station will need to purchase and install a generator at a cost of \$6,500.

Twenty-seven firefighters and one training coordinator will be required to staff stations with three full-time firefighters at a total cost of \$1,188,000. Four paid firefighters per station are ideal. This will increase the number of paid firefighters to 36 at a cost of \$1,584,000.

### Replacement Rotation for Fire Apparatus

A system needs to be implemented for rotation of fire apparatus throughout the County. Pumpers and tankers are located at all stations. Currently, several tankers need to be replaced. Because of the high cost of these apparatuses, a cost effective method to begin replacement needs to be implemented. A lease to purchase as needed method is recommended. Four tankers would be purchased at a total cost of \$800,000. Four years later, the replacement of the County's three older pumpers would take place at a cost of \$855,000. Note that these figures are based on current prices.

### Improve ISO Ratings

The fire service will continue to improve ratings.

Source: Gene Faulkenberry, Chrisy Denkins

Figure F- 2 Fire Service Capital Projects

<b>Fire Service Capital Projects</b>	
<b>Project</b>	<b>Cost</b>
Shepard and Westville Fire Departments upgrades	\$300,000
Blaney Fire Department generator	\$6,500
Apparatus replacement rotation (4 tankers)	\$800,000
Apparatus replacement rotation (4 tankers) 2017-2020	\$855,000
<b>Total</b>	<b>\$1,961,500</b>

## LIBRARY

### **Libraries are Good Investments**

Public libraries make economic sense. By providing a more functional, literate community, strong public libraries assist in creating a better labor pool. In addition, when libraries are located in centralized areas, they help generate increased foot traffic for other local businesses.

In addition, by providing a higher quality of life, public library services help make a community more attractive to large business. Kershaw County is competing with counties that have recently built new libraries, including Marlboro, Greenwood, Calhoun, Richland, Lancaster, Florence, Horry, Newberry, and many others. Expanded facilities will provide expanded services, which will have the following benefits:

#### Community Center

The role of public libraries has changed. The advent of the Internet has allowed libraries to shift from a role of sacred protector of a collection of books, to active spaces where trained professionals assist with a variety of research (from job seeking to homework assistance), provide space for community meetings and forums, provide individual space for reading and work, conduct programming for all ages, and provide a safe and comfortable environment conducive to work, study, and relaxation.

Examples of productive use of library space on any typical day at library branches might include retirees reading, small business owners doing office work (including paperwork, interviewing, research, etc.), high school students using the Wi-Fi, parents socializing before or after a children's program, homework help and tutoring, and a meeting room in use by a local organization.

All of these activities, which lend themselves to a productive community, require adequate individual and group space. All branches have reached their capacity. Additional and improved space is needed. Visitor usage shows an increased use of space in Elgin and Camden, where there is the largest discrepancy in available and needed square footage.

**Figure F- 3 Annual Library Visitor Statistics FY 2002-2003 through FY 2010-2011**

<b>Annual Library Visitor Statistics FY 2002-2003 through FY 2010-2011</b>		
<b>Location</b>	<b>Increase or Decrease</b>	<b>From - To</b>
Camden	9.5% Increase	133,741 to 146,500
Elgin	42% Increase	34,496 to 49,048
Bethune	12% Decrease	5,269 to 4,634

#### Closing the Digital Divide

In South Carolina, 43% of residents lack adequate access to an Internet connection at home. Many turn to the public library to use the Internet for research, job searching, education, or basic functioning (paying bills, filing taxes, etc.). Library staff members offer individual and group assistance, including a variety of computer literacy classes. Public computers need to be expanded to meet current demand, and additional classroom space is needed. Use of computers has increased in all locations. Additional space is needed for additional public desktop computers, use of laptops, and computer literacy classroom space.

**Figure F-4 Library Computer Session Statistics FY 2004-2005 through 2010-2011**

<b>Library Computer Session Statistics FY 2004-2005 through FY 2010-2011</b>		
<b>Location</b>	<b>Increase or Decrease</b>	<b>From - To</b>
Camden	107% Increase	21,230 to 44,093
Elgin	405% Increase	3,818 to 19,308
Bethune	243 % Increase	875 to 3,005

Learning Opportunities for All Ages

Libraries offer a broad range of educational programs and activities for all ages. As additional opportunities have been offered, attendance has grown. Space for programming is very limited in all branches. Additional teaching and meeting space is needed. There is no dedicated space for programming in the Elgin or Bethune libraries.

**Figure F-5 Adult Library Program Statistics FY 2007-2008 through 2010-2011**

<b>Adult Library Program Statistics FY 2007-2008 through FY 2010-2011</b>		
	<b>Increase or Decrease</b>	<b>From - To</b>
<b>Number of Programs</b>	106% Increase	48 to 99
<b>Attendance</b>	232% Increase	171 to 568

For school aged children, the library offers after school literacy-based programs and homework help, as well as the popular summer reading club, which is geared toward encouraging reading (and keeping reading levels from dropping) between school sessions. The American Library Association's *Every Child Ready to Read* curriculum has been integrated into programs for children ages 0-5, with the goal of lowering the number of children in Kershaw County who are not ready to begin school. Hopefully, this will lead to a lower high school dropout rate and decrease the number of adults in Kershaw County who are functionally illiterate, which is now estimated as one in four. In the hopes of reaching children, parents, and caregivers who do not come to the library, staff members provide outreach to numerous childcare centers, apartment complexes, and rural churches in the community.

**Figure F-6 Youth Library Program Statistics FY 2005-2006 through 2010-2011**

<b>Youth Library Program Statistics FY 2005-2006 through FY 2010-2011</b>		
	<b>Increase or Decrease</b>	<b>From - To</b>
<b>Number of Programs</b>	613% Increase	85 to 606
<b>Attendance</b>	2,210% Increase	440 to 10,164

**People are Still Reading**

A more literate community is a more functional and informed community. In addition, reading offers a form of recreation that is beneficial on a personal level - and is still popular. Having reading material that is freely accessible allows residents the opportunity to explore and learn in a way they could otherwise not afford. In the Elgin and Bethune libraries, there is no room to build the collection.

**Figure F-7 Library Circulation Statistics FY 1999-2000 through 2010-2011**

<b>Library Circulation Statistics FY 1999-2000 through FY 2010-2011</b>		
<b>Location</b>	<b>Increase or Decrease</b>	<b>From - To</b>
Camden	23% Increase	129,312 to 159,662
Elgin	207% Increase	21,837 to 45,370
Bethune	40% Increase	8,930 to 5,387

**Needs Assessment and Recommendations**

Kershaw County is currently served by three libraries and a bookmobile. Expanded facilities are critically needed in both the Camden and Elgin areas, which have experienced increased usage of the collection, number of visitors, and number of computer sessions over the past decade. In addition, the size of these facilities do not meet industry standards set by the South Carolina State Library which specify 1.25 square feet per person in each service area

The 2006-2016 Comprehensive Plan identified the West Wateree area of the County as the area most in need of additional library facilities. In November 2009, the Kershaw County Library Board of Trustees voted to recommend that a new library be constructed in Elgin if funds became available. A 14,500 square foot facility was included on the November 2010 ballot as part of a capital gains sales tax initiative which did not pass.

Although the Board acknowledges the need for additional facilities in this area of the County, they have reassessed its library needs based on an eight-mile radius service area and 2010 census data. This reassessment has shown that the greatest need for capital investment is at the Camden branch. On April 12, 2010, the Library Board of Trustees unanimously approved the following motion: "In light of the size of the service area, the concentration of the population to be served, and the location of support services, the Kershaw County Board of Trustees recommends, as a first priority, that Kershaw County invest in a new library in Camden of sufficient size to serve adequately the needs of our county."

Although the Bethune library is very important to the town, it serves less than three percent (3%) of the population of Kershaw County. Recognizing that resources are scarce, it is recommended that capital investment in the Bethune branch be evaluated upon completion of the Camden and Elgin facilities.

**Library Ten-Year Capital Improvement Projects**

The cost of projects is estimated at \$297 per square foot, and was determined using Libris, a software program that assists in the design and cost analysis for library buildings, standard architectural and engineering fees (7.5% of construction costs), and standard contingency fees (5% of construction costs). \$100,000 was estimated for site development. No funds for land

acquisition were included in this estimate. Note that no specific site has been selected for any location.

**Figure F-8 Library Ten-Year Capital Improvement Projects**

<b>Library Ten-Year Capital Improvement Projects</b>					
<b>Time Frame</b>	<b>Service Area (2010 Population)</b>	<b>Current Square Footage</b>	<b>Needed Square Footage</b>	<b>Difference</b>	<b>Cost</b>
Years 1-5	Camden (32,000)	13,660	40,000	26,340	\$11,880,000
Years 6-10	Elgin (18,100)	3,600	22,625	19,025	\$6,719,625
Recommended for Future Evaluation	Bethune (3,700)	1,250	4,625	3,375	\$1,373,625
					<b>Total \$19,973,250</b>
<b>NOTE:</b> Where Camden and Elgin service areas overlap, population within the overlapping area was assigned to the Camden service area.					

Source: Amy Schofield

## RECREATION

In March, 2012 the County decided that an update to the Recreation Master Plan was required. On May 8, 2012 the County Council adopted this update entitled Kershaw County Recreation Master Plan for Kershaw County Recreation Department. The following tables are summaries of recommended recreational capital projects for years 1-5 and 5-10.

**Figure F-9 Summary of Recreation Capital Improvement Recommendations through 2017**

<b>Summary of Recreation Capital Improvement Recommendations through 2017</b>		
<b>Capital Improvement</b>	<b>Summary of Improvements</b>	<b>Cost</b>
1. Kershaw West Improvements	Center building with concession, press box, restrooms, batting cages, drives and parking, sidewalks, playground	\$1,629,000
2. Larry Doby Park Improvements	Walking trail, electrical and lighting, parking and drives, landscaping, additional irrigation	\$1,570,000
3. New Regional Special Events/ Recreation Complex /Rec. Dept. Offices	Complex with indoor track and offices, tennis courts, multi-purpose fields, sewer and drainage improvements, drives and parking (This would replace Rhame Arena)	\$11,215,000
4. Seaboard Park Improvements	Softball fields, center pavilion, drives and parking, volleyball, water, sewer and drainage improvements, demolish existing Recreation Department office	\$2,090,000
5. Woodward Park Improvements	Refurbish existing fields, new drives and parking, new playground, water, sewer and drainage improvements.	\$2,716,000
6. New Elgin Park at Potter Road	Community center, playground, site improvements, walking track, playground, picnic shelters, benches	\$1,952,000
7. Replace Existing Tennis Courts	Demolition, new tennis court with lights and fencing	\$160,000
8. Aquatic Center	Dome enclosure for existing pool, splash pad	\$633,000
9. Walking Track and Trails	Walking trail, lighting (1 mile)	\$995,000
10. Mt. Pisgah Park	Baseball field, lighting, restrooms and concessions, site improvements, restrooms and concessions, picnic shelters, landscaping	\$1,582,000
11. Bethune Community Center	Workout room, stationary bikes, new weights, chairs	\$63,000
12. Copeland Fields	Walking track, lighting, renovation of existing grass field as community field, fencing for existing playground, electrical, replace two fields	\$1,095,000
<b>Total</b>		<b>\$25,700,000</b>

Source: Alliance Consulting Engineers

**Figure F-10 Summary of Recreation Capital Improvement Recommendations through 2022**

<b>Summary of Recreation Capital Improvement Recommendations through 2022</b>		
<b>Capital Improvement</b>	<b>Year 5-10</b>	<b>Cost</b>
1. Goodale Park, Pickett Thomas Park	If acquired from SC Department of Parks, Recreation, and Tourism, biking trail, walking trail	\$671,000
2. Science Park	Asphalt overlay of existing landing strip, demolish existing building, new building	\$136,000
3. West Wateree	Refurbish ball fields, renovate bathrooms and concessions, new asphalt, drives and parking areas, picnic shelters, lighting	\$974,000
4. Wildwood Youth Complex	Refurbish ball fields, renovate bathrooms and concessions, new asphalt drives and parking areas, picnic shelters, lighting	\$1,170,000
5. Kershaw County West Complex	Football/soccer fields, walking trail	\$2,983,000
6. New Tournament Facility	Baseball fields, football/soccer fields, splash pad, batting cages, pavilion building with press box, restroom and concessions, playground	\$7,385,000
7. Walking Tracks/Trails - Ten Miles	Walking trails, lighting	\$9,943,000
		<b>Total \$23,262,000</b>
<small>Source: Alliance Consulting Engineers</small>		

The County Council had planned to fund these projects through a local option sales tax providing that a referendum authorizing the tax would be passed in November 2012. The Capital Projects Sales Tax Commission reviewed the Kershaw County Recreation Master Plan for Kershaw County Recreation Department and made the recommended referendum items seen in Figure F-11 to County Council for approval. However, on July 10, 2012, the Kershaw County Council voted to table the referendum with the idea of reintroducing the referendum for the November 2014 general election.

The table on the following page is the list of eleven (11) recreation capital projects selected by the Capital Sales Tax Commission.

**Figure F-11 Proposed Capital Sales Tax Recommended Recreation Facility Projects**

<b>Proposed Capital Sales Tax Recommended Recreation Facility Projects</b>		
<b>Priority</b>	<b>Project</b>	<b>Recommended Funding</b>
1.	<b>Recreation Complex/Community Center at Seaboard Park</b> <ul style="list-style-type: none"> <li>• Administration offices</li> <li>• Community center rooms</li> <li>• Gymnasium complex</li> <li>• Ball fields</li> <li>• Walking track</li> <li>• Picnic shelters</li> <li>• Handicapped accessible facility</li> <li>• Playground</li> <li>• Lighting for facilities</li> </ul>	\$9,080,170
2.	<b>Aquatic Center Pool Enclosure</b> <ul style="list-style-type: none"> <li>• Removable cover to allow for year-round pool use</li> </ul>	\$126,500
3.	<b>Improvements to Kershaw County West Complex</b> <ul style="list-style-type: none"> <li>• Refurbish existing fields</li> <li>• Construction of new fields</li> <li>• Lighting</li> <li>• Picnic shelters</li> <li>• Playground and other facilities</li> </ul>	\$7,564,700
4.	<b>Improvements to Tennis Facility on York St., Camden</b>	\$150,000
5.	<b>Improvements to Woodward Park</b> <ul style="list-style-type: none"> <li>• Refurbish existing fields</li> <li>• Construction of new fields</li> <li>• Lighting</li> <li>• Picnic shelters</li> <li>• Playground and other facilities</li> </ul>	\$5,951,825
6.	<b>Elgin Park</b> <ul style="list-style-type: none"> <li>• Construction of Elgin park</li> <li>• Improve existing tennis court</li> <li>• Playground with handicap access</li> <li>• Picnic shelters</li> <li>• Walking trails</li> <li>• Rebuild/refurbish tennis court at existing site with lighting</li> </ul>	\$876,645
7.	<b>Mt. Pisgah Ball Field Improvements</b> <ul style="list-style-type: none"> <li>• Refurbish existing facilities</li> </ul>	\$500,000
8.	<b>Bethune</b> <ul style="list-style-type: none"> <li>• Playground Improvements</li> <li>• Amendments to community center</li> </ul>	\$150,000
9.	<b>Improvements to U.S. 1 Boat Ramp on Wateree River in Lugoff</b> <ul style="list-style-type: none"> <li>• Construction of facilities and lighting to allow for recreational use by kayakers and canoes and to tap into existing waterway trail systems</li> </ul>	\$200,000
10.	<b>Elgin Community Center</b> <ul style="list-style-type: none"> <li>• Construction of a multi-purpose community center at site of new Elgin park</li> </ul>	\$600,000
11.	<b>Westville Tennis Court Improvements</b> <ul style="list-style-type: none"> <li>• Resurface and lighting</li> </ul>	\$100,000

Source: Capital Projects Sales Tax Commission

## KERSHAW COUNTY SEWER

In 2011, the Kershaw County Utilities Department commissioned Davis & Floyd to provide an update to the Kershaw County Sanitary Sewer Master Plan as completed by Hayes, Seay, Mattern & Mattern, Inc. (HSMM) in November of 2000.

The planning area for the Sewer Master Plan initially included the entire county. Bethune, Westville, and Boykin have not experienced the growth rate to support public sewer and these areas were eliminated from further consideration. The Sewer Plan also looked at the 2006-2016 Comprehensive Plan future land use categories and eliminated areas designated as Rural Resource areas as they are not expected within the next ten years to have adequate infrastructure and public facilities to support large-scale development. Also excluded are the Conservation and Protection areas as development will be restricted in these areas. The Lake Wateree Overlay District (LWOD) was eliminated because the Comprehensive Plan recognized that because of Lake Wateree's location and topography, it would be unlikely that this area could be feasibly serviced with public sewer in the foreseeable future. The LWOD, therefore, has been designated to be serviced by on-site septic systems.

Based on these criteria, the areas to remain in the study include predominantly areas west of the Wateree River and the areas in and immediately surrounding the City of Camden. The City of Camden is not in the service area of the County's wastewater treatment plant (WWTP) and therefore was not included as an area of emphasis in this study. Also, the area immediately surrounding the City will most likely be served by the Camden WWTP. Therefore, the West Wateree Planning Area was the focus of this Sewer Master Plan.

Figure F-12 Future Land Use Map - West Wateree Planning Area



The planning horizon for the Master Plan is from 2011 to 2031. The Plan looks at population projections and wastewater flow projections followed by a sewer system capacity analysis. Included in the analysis is the County wastewater treatment plant (WWTP), the existing twenty-six (26) pump stations, and the gravity-fed and force main lines. The study recommends upgrades to the system to handle 1,348,920 gallons per day of sewer generated by projected residential development (a 300% increase from current generation), 380,380 GPD generated by projected commercial and light industrial development, and projected heavy industry effluent of 708,200 GPD.

Next, data from Kershaw County sewer tap requests; the 2000 master plan; the 2008 Kershaw County Sewer Capital Improvement Plan; information provided by the Planning Department on proposed planned development; the County GIS data base; and the 2006-2016 Comprehensive Plan Future Land Use were compiled to identify potential receptor areas for residential, commercial, and industrial development. The Master Sewer Plan recognizes that not all of the identified residential receptors are located in areas in which public sewer can be feasibly provided in the planning horizon.

**Figure F-13 Kershaw County Projected Future Development and Future Land Use**

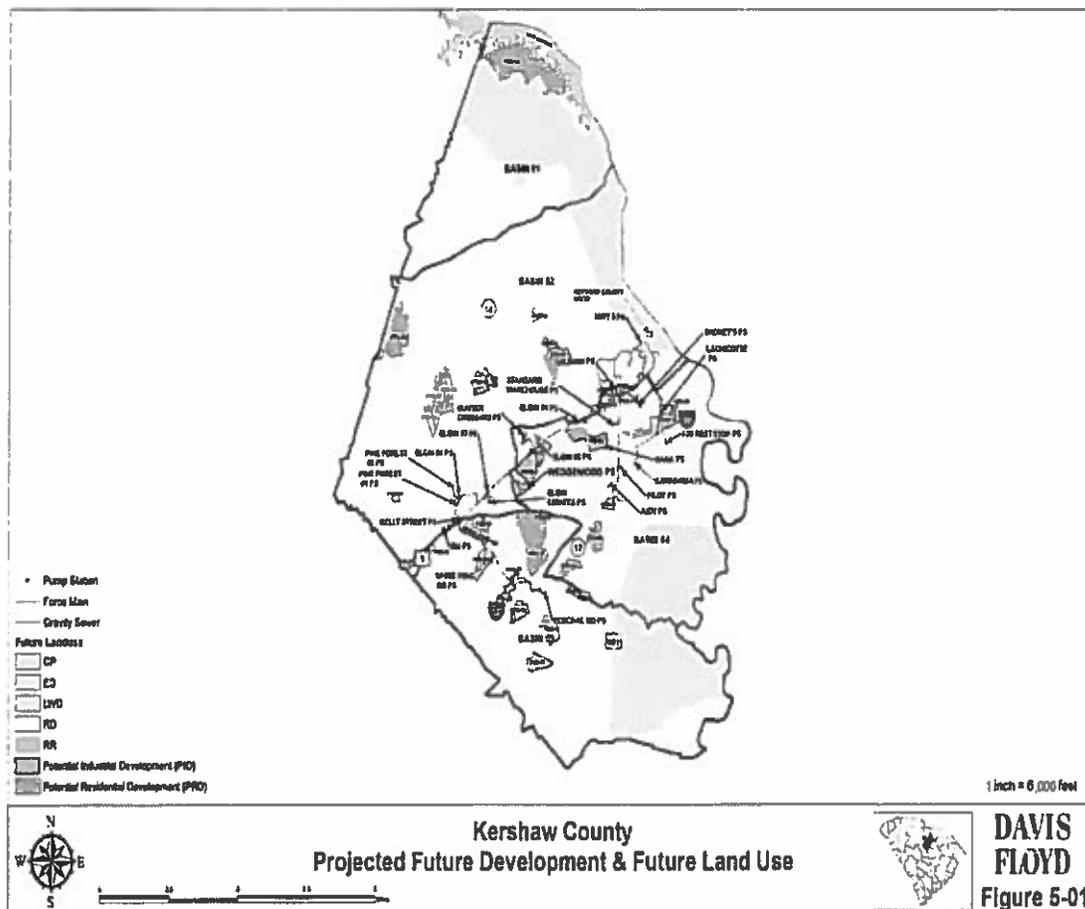


Figure F-14, below summarizes the upgrades to the County's sewer system that will be necessary to provide public sewer service to the potential residential, commercial, and industrial receptor areas designated for public sewer. The wastewater treatment plant will need to be expanded to treat an additional two million gallons per day.

**Figure F-14 Summary of Preliminary Sewer System Costs**

<b>Summary of Preliminary Sewer System Costs</b>		
<b>Item #</b>	<b>Description</b>	<b>Project Costs</b>
1	White Pond Road Pump Station reversal	\$159,875
2	Percival Road Pump Station expansion	\$187,500
3	Proposed Whiting Way Pump Station and force main	\$2,830,315
4	Kawashima Pump Station expansion and force main	\$1,858,750
5	Lachicotte Pump Station expansion	\$300,000
6	Elgin #2 Pump Station expansion and force main	\$779,565
7	Elgin #1 Pump Station expansion and force main	\$1,439,065
8	Baldwin Pump Station replacement	\$287,500
9	Judy Pump Station expansion	\$250,000
10	Dana Pump Station expansion	\$150,000
11	Gravity sewer capacity expansion (parallel 8" gravity sewer line)	\$411,250
12	Lugoff Wastewater Treatment Plant Expansion	\$11,250,000
	<b>Total</b>	<b>\$19,903,820</b>

Source: Davis and Floyd

## **SOLID WASTE/RECYCLING**

The goal for Solid Waste over the next ten (10) years is to improve and expand Solid Waste services to the residents of Kershaw County by either creating new convenience centers and/or expanding existing facilities. Concurrently, the County intends to reduce costs associated with hauling and disposal by systematically eliminating the use of contract hauling operations. To accomplish this, the County will need to purchase compactors, roll-off containers, and additional roll-off trucks. With the new/expanded convenience centers and the assumption of the hauling duties, the County will also need to hire additional Solid Waste employees.

Outlined below are the needs for the next 10 years:

1. Relocate/expand/construct a new Bethune Center:
  - a. The existing site (108 Walton Street) is too small and has no room for expansion.
  - b. Propose moving the Bethune Center to County property located at the intersection of Norwood Street and Mecklenburg Road, therefore no land purchase will be required.
  - c. Recommend purchasing three (3) compactors and eight (8) roll-off containers for this Center, at which the County will handle all hauling.
    - i. This will also require:
      1. Purchasing a second roll-off truck: \$150,000
        - a. County currently owns one (1) truck.
      2. Hiring one (1) additional full-time person for Solid Waste at a salary of \$24,000 per year.
  - d. Contract hauling operations will be reduced by one (1) compactor and five (5) roll-off containers.
  - e. Recommend hiring two (2) additional part-time Solid Waste employees at \$7.25/yr (\$22,620/yr) for the Bethune Center.
  - f. Estimated Center Capital Costs: \$220,700
2. Construct a new Doby's Mill Center:
  - a. This will provide closer access to residents in the southwestern part of the County, most of which are over five (5) miles from any existing center.
  - b. Propose using a portion of the Doby's Mill Fire Station property:
    - i. Anticipate that additional 1.5 acres of land will be required.
  - c. Recommend purchasing four (4) compactors and twelve (12) roll-off containers, to use at the Mt. Pisgah and North Central facilities, at which the County will handle all hauling.
  - d. Contract hauling operations will relocate three (3) existing compactors and eight (8) existing roll-off containers to the Doby's Mill Center, at which they will handle all hauling.
  - e. Contract hauling operations will be reduced by one (1) compactor and four (4) roll-off containers.
  - f. Requires hiring four (4) part-time Solid Waste employees at \$7.25/hr (\$45,240/yr) for the new Center.
  - g. Estimated Center Capital Costs: \$338,200
3. Expand the Elgin Center:
  - a. Due to the volume of traffic and waste, the Elgin Center needs to be expanded.

- i. With the recent purchase of land for the Center and the Blaney Fire Station, no additional land will be required.
          - ii. Expansion of the Center will also facilitate the future relocation of the Lugoff Center.
        - b. Recommend purchasing two (2) compactors and four (4) roll-off containers to be used at the Hwy 97 Center, at which the County will handle all hauling.
        - c. Contract hauling operations will relocate one (1) existing compactor and four (4) existing roll-off containers to the Elgin Center, at which they will continue to handle all hauling.
          - i. This will give Elgin a total of four (4) compactors and sixteen (16) roll-off containers.
        - d. Contract hauling operations will be reduced by one (1) compactor.
        - e. Recommend hiring two (2) additional part-time Solid Waste employees at \$7.25/yr (\$22,620/yr) for the Elgin Center.
        - f. Site work will require engineering, asphalt, concrete, electrical, building and carport.
        - g. Estimated Center Capital Costs: \$208,500
4. Relocate/construct a new Lugoff Center:
  - a. Existing Center (60 Reclamation Road) is located atop an old landfill and therefore is experiencing problems with settling of the access road and Center site.
  - b. Options:
    - i. Move Center to Invista property off of Lachicotte Road, across from old Kord site, possibly utilizing existing unused parking area.
    - ii. Obtain Lugoff Fire Department substation on Lachicotte and purchase additional land adjacent.
      - 1. The first two options separate the Lugoff and Elgin Centers that are currently less than four miles apart
      - 2. Relocating the Lugoff Center will put them nearly eight miles apart and improve distribution of facilities.
    - iii. Purchase property from School District (Wateree Elementary) along Reclamation Road and move the Lugoff Center just outside the landfill boundary.
  - c. Recommend purchasing three (3) compactors and eight (8) roll-off containers, to use at the Airport Center, at which the County will handle all hauling.
    - i. This will also require:
      - 1. Purchasing a third roll-off truck: \$150,000
      - 2. Hiring one (1) additional full-time person for Solid Waste at a salary of \$24,000 per year.
  - d. Contract hauling operations will relocate two (2) existing compactors and one (1) existing roll-off container:
    - i. One (1) compactor to the Wateree Center.
    - ii. One (1) compactor and one (1) roll-off container to the new Lugoff Center.
    - iii. This will give the new Lugoff Center a total of three (3) compactors and eight (8) roll-off containers, and the Wateree Center two (2) compactors.

- iv. Contract hauling operations will still handle all hauling at these two (2) facilities.
  - e. Contract hauling operations will be reduced by one (1) compactor and seven (7) roll-off containers.
  - f. Recommend hiring one (1) additional part-time Solid Waste employee at \$7.25/hr (\$11,310/yr) for the Lugoff Center.
  - g. Estimated Center Capital Costs: \$331,200
5. Construct a new Charlotte-Thompson Center:
- a. Recommend purchasing land on the old school site on St. Mathews Road, next to Charlotte-Thompson fire station.
  - b. Will require purchasing three (3) compactors and twelve (8) roll-off containers for this new Center, at which the County will handle all hauling.
  - c. Requires hiring four (4) part-time Solid Waste employees at \$7.25/hr (\$45,240/yr) for the new Center.
  - d. Estimated Center Capital Costs: \$331,200
6. Construct a new Flat Rock Center:
- a. Recommend purchasing land around the Dekalb School Road/Flat Rock Road area.
  - b. Will require purchasing three (3) compactors and eight (8) roll-off containers for this new Center, at which the County will handle all hauling.
  - c. Requires hiring four (4) part-time Solid Waste employees at \$7.25/hr (\$45,240/yr) for the new Center.
  - d. Estimated Center Capital Costs: \$331,200
7. Construct a new Sandy Grove Center:
- a. Utilize existing County property (old community center) at Old Georgetown Road and Old Stagecoach Road, therefore land purchase will not be required.
  - b. Recommend purchasing seven (7) compactors and twenty-four (24) roll-off containers to cover new Sandy Grove Center, plus the Springdale and Parkland Centers, at which the County will handle all hauling.
    - i. This will also require:
      - 1. Purchasing a fourth roll-off truck: \$150,000
      - 2. Hiring one (1) additional full-time person for Solid Waste at a salary of \$24,000 per year.
    - ii. All hauling for Centers east of the Wateree River will now be handled by the County.
  - c. Contract hauling operations will be reduced by four (4) compactors and sixteen (16) roll-off containers.
  - d. Requires hiring four (4) part-time Solid Waste employees at \$7.25/hr (\$45,240/yr) for the new Center.
  - e. Estimated Center Costs: \$396,700
8. Construct a new Salt Pond Center:
- a. Recommend purchasing land in the Springvale Road/Shivers Green Road area.
  - b. Will require purchasing three (3) compactors and eight (8) roll-off containers for this new Center, at which the County will handle all hauling.

- c. Requires hiring four (4) part-time Solid Waste employees at \$7.25/hr (\$45,240/yr) for the new Center.
- d. Estimated Center Capital Costs: \$331,200
- 9. Eliminate remaining contract hauling operations:
  - a. Will require purchasing twelve (12) compactors and thirty-seven (37) roll-off containers.
  - b. County will assume hauling responsibilities for the Doby's Mill, Elgin, Lugoff and Wateree Centers.
  - c. Recommend hiring one (1) additional full-time person for Solid Waste at a salary of \$24,000 per year.
  - d. Estimated Capital Cost: \$340,000

**Figure F-15 Typical Cost for a Completely New Convenience Center**

Typical Cost for a Completely New Convenience Center				
Item	Quantity	Unit	Cost	Total
Engineering	1	LS	\$15,000	\$15,000
Asphalt	2,500	SY	\$50	\$125,000
Land	2.5	AC	\$25,000	\$62,500
Building	1	LS	\$15,000	\$15,000
Concrete	100	CY	\$120	\$12,000
Fencing	600	LF	\$12	\$7,200
Carport	1	LS	\$5,000	\$5,000
Electric	1	LS	\$3,500	\$3,500
Septic	1	LS	\$3,000	\$3,000
Seeding	2	AC	\$1,500	\$3,000
Roll-Off Container, 30 CY	8	EA	\$4,000	\$32,000
Compactor, 35 CY	3	EA	\$16,000	\$48,000
				<b>TOTAL \$331,200</b>

Source: Dana Reeder

**Figure F-16 Current Convenience Center Operations**

Current Convenience Center Operations			
Convenience Center	Compactors	Open Tops	Employees
Airport*	3	8	2
Bethune	1	5	2
Elgin	3	12	4
Highway 97	2	4	2
Lugoff	2	7	3
Mt. Pisgah	2	6	2
North Central	2	6	2
Parkland	2	8	2
Springdale	2	8	2
Wateree	1	5	3
<b>TOTAL</b>	<b>20</b>	<b>69</b>	<b>24</b>

\*Airport Center operated by Kershaw County Board of Disabilities

Source: Dana Reeder

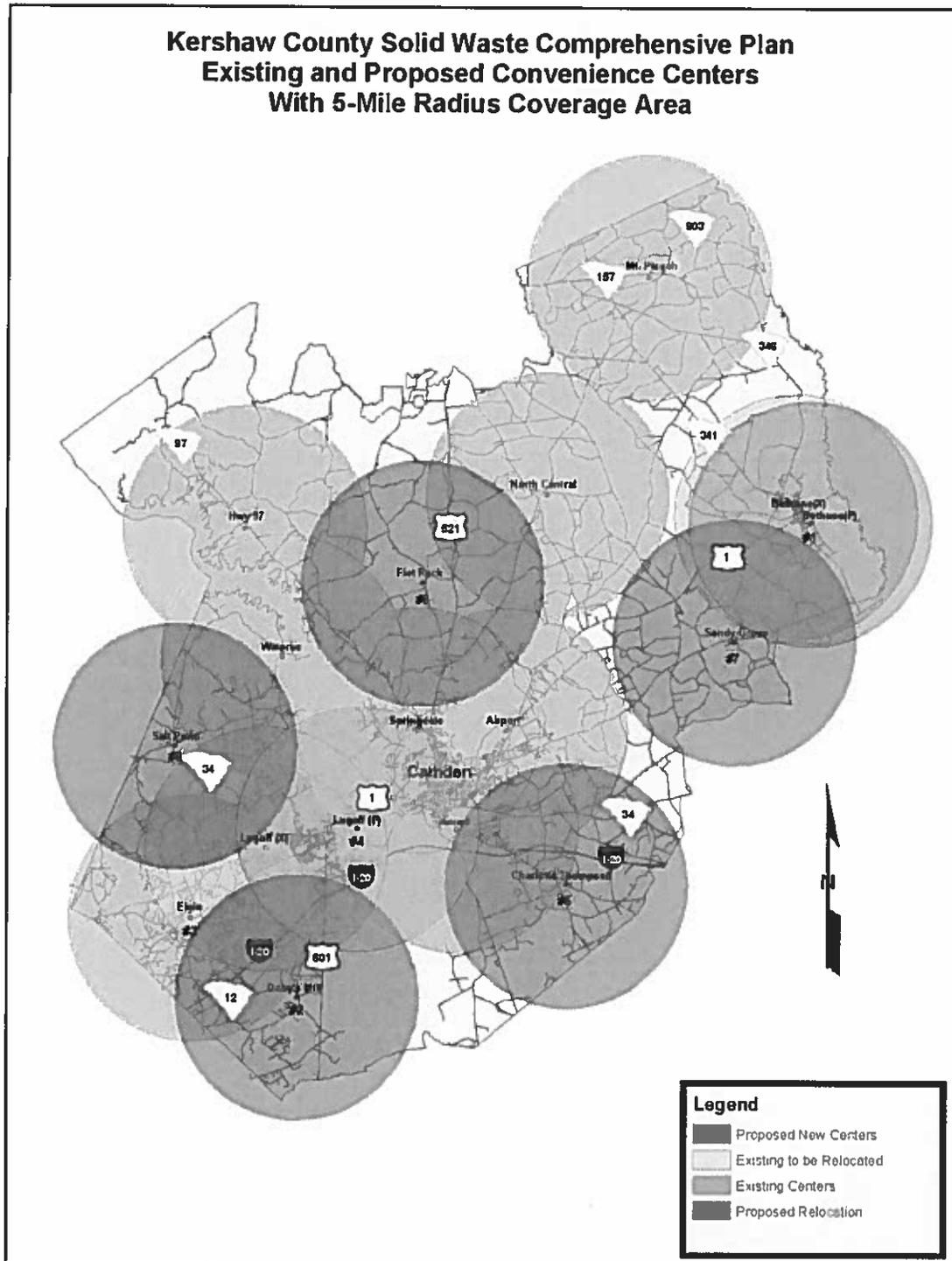
**Figure F-17 Proposed Convenience Center Operations**

<b>Proposed Convenience Center Operations</b>			
<b>Convenience Center</b>	<b>Compactors</b>	<b>Open Tops</b>	<b>Employees</b>
Airport*	3	8	2
Bethune	3	8	4
Charlotte-Thompson	3	8	4
Doby's Mill	3	8	4
Elgin	4	16	6
Flat Rock	3	8	4
Highway 97	2	4	2
Lugoff	3	8	4
Mt. Pisgah	2	6	2
North Central	2	6	2
Parkland	2	8	2
Salt Pond	3	8	4
Sandy Grove	3	8	4
Springdale	2	8	2
Wateree	2	5	3
<b>TOTAL</b>	<b>40</b>	<b>117</b>	<b>49</b>
*Airport Center operated by Kershaw County Board of Disabilities			
Source: Dana Reeder			

**Figure F-18 Summary of Solid Waste Ten-Year Plan**

<b>Summary of Solid Waste Ten-Year Plan</b>									
<b>Project #:</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>
<b>Project Name:</b>	<b>Bethune</b>	<b>Doby's Mill</b>	<b>Elgin</b>	<b>Lugoff</b>	<b>Charlotte Thompson</b>	<b>Flat Rock</b>	<b>Sandy Grove</b>	<b>Salt Pond</b>	<b>County Hauling</b>
<b>Capital Costs</b>									
<b>-Center</b>	\$220,700	\$338,200	\$208,500	\$331,200	\$331,200	\$331,200	\$396,700	\$331,200	\$340,000
<b>-Roll-Off Trucks</b>	\$150,000	\$0	\$0	\$150,000	\$0	\$0	\$150,000	\$0	\$0
<b>County Hauling</b>									
<b>-Compactors</b>	3	4	2	3	3	3	7	3	12
<b>-Roll-Offs</b>	8	12	4	8	8	8	24	8	37
<b>Contract Reduction</b>									
<b>-Compactors</b>	1	1	1	1	-	-	4	-	12
<b>-Roll-Offs</b>	5	4	-	7	-	-	16	-	37
<b>New Employee</b>									
<b>-Part-Time</b>	2	4	2	1	4	4	4	4	-
<b>-Full-Time</b>	1	-	-	1	-	-	1	-	1
Source: Dana Reeder									

**Figure F-19 Kershaw County Solid Waste Comprehensive Plan Existing and Proposed Convenience Centers with 5-Mile Radius Coverage Area**



## BRIDGE REPLACEMENT PROGRAM

There are twenty-five (25) County roads with County-maintained stream crossings in Kershaw County. Seventeen (17) of these crossing are bridges. We know from County documents that some of the crossings were once bridges that were replaced with pipes (culverts). Pipe crossings may not be in compliance with current US Army Corps of Engineers stream crossing standards that require a natural stream bed. Four of the county bridges have been deemed substandard by the SC Department of Transportation (DOT) and are currently closed. The bridge at Beaver Creek Cemetery Road has been closed since 1991, the Kelly Road bridge was closed in 1994, the Pine Bark Road bridge was closed in 2003, and the Clyburn Road bridge was closed in 2011. Thus far, funds have not been appropriated to replace these bridges nor for other bridges and pipe crossings that may be closed in the future due to deficiencies and/or deterioration.

The County Engineer/Public Works Director has requested and received a proposal to conduct environmental and hydraulic investigations at all stream crossings as well as structural evaluations of the bridges. The consultant has proposed to work with the County to develop prioritization criteria to assess the urgency of repair and the need for rehabilitation or replacement for all stream crossings. Costs to complete the required work will be included. Funds to complete this study are included in the FY 2012-2013 budget.

**Figure F-20 Bridge Replacement Inventory**

<b>Bridge Replacement Inventory</b>		
<b>Road Name Location Crossing</b>	<b>Bridge/Crossing ID Original Size Status</b>	<b>Comments</b>
<b>Beaver Creek Cemetery Road</b> 8.5 miles SW of Heath Springs Beaver Creek	28-9-00264-0-01-00 30L x 19W Closed	Built 1966, closed April 1991
<b>Beaver Dam Road</b> Cassatt Beaver Dam Creek	KC#3 Active	Pipe
<b>Charlie Johnson Road</b> Kershaw South Buffalo Creek	KC#14 13L x 19W Active	Bridge + Pipe
<b>Clyburn Road</b> 13 miles W of Camden Little Flat Rock Creek	28-9-00250-0-01-00 30L x 17W Closed	Built 1950, repaired 1999, closed April 2011
<b>Davls Road</b> Kershaw Fork of Cow Branch	KC # 9 Active	Replaced with 6'x30' aluminum pipe
<b>Doc Pate Road</b> 12 miles NW of Bethune Buffalo Creek	28-9-00515-0-01-00 21L x 18W Active	Closed April 2006, replaced with pipes. Undersized - Possibly installed improperly
<b>Doc Pate Road</b> Bethune Little Buffalo Creek	KC#15 13L x 19W Active	Bridge + Pipe

<b>Bridge Replacement Inventory (Continued)</b>		
<b>Road Name Location Crossing</b>	<b>Road Name Location Crossing</b>	<b>Road Name Location Crossing</b>
English Road Cassatt Big Pine Tree Creek	KC#1 15L x 18W Active	Built 1991, rails installed 1998
Field Trial Road Cassatt Berkley Branch	KC#16 13L x 19W Active	Bridge
Gates Ford Road Kershaw Gates Ford Branch	KC#11 Active	Replaced with pipes (4 - 24"), possibly undersized
Hickory Head Road Kershaw Grannies Quarter Creek	KC#7 Active	Replaced with 6'x30' aluminum pipe
Hiltons Lane 11 miles N of Camden Grannies Quarter Creek	28-9-01307-0-01-00 KC#5 25L x 18W Active	Replaced July 1998, State took over inspections
Jordon Mill Pond Road Kershaw Beaver Dam Creek	KC#4 13L x 18W Active	Bridge
Kelly Road 1 mile N of Camden Grannies Quarter Creek	28-9-00239-0-01-00 84L x 20W Closed	Built 1950, reconditioned 1989, closed May 1994. Metal structure remains
Lawhorn Road Camden Big Pine Tree Creek	28-9-00326-0-01-00 28L x 18W Closed	DOT bridge built June 1998, dismantled November 2000
McLeod Road Camden Tributary of Gum Swamp Creek	Active	Pipe 2 areas - 6" Aluminum
Pine Bark Road 13 miles W of Camden Flat Rock Creek	28-9-00251-0-01-00 30L x 18W Closed	Built 1981, replaced rails August 1998, closed July 2003
Ralph Jones Road Kershaw Tributary of Lynches River	KC#13 Active	Pipe
Shirley Creek Road Bethune Shirley Creek	KC#10 16L x 19W	Bridge + Pipe
Spears Road Kershaw Cow Branch	KC#8 12L x 17W Active	Bridge
Stover Road Camden Dry Branch	KC # 6 Active	Replaced with 7'x40' aluminum pipe
Vaughn Mill Pond Road 4 miles NW of Camden Sanders Branch	28-9-00244-0-01-00 33L x 17W Active	Built 1990

<b>Bridge Replacement Inventory (Continued)</b>		
<b>Road Name Location Crossing</b>	<b>Road Name Location Crossing</b>	<b>Road Name Location Crossing</b>
<b>Waterfront Road</b> Liberty Hill Tributary of Lake Wateree	Active	36" pipe, undersized (8'x8' box culvert required). Engineering currently underway for replacement by the CTC
<b>West Drive</b> Cassatt Beaver Dam Creek	KC#2 14L x 16W Active	Bridge
<b>West Road</b> Bethune Horton Pond Branch	KC#12 12L x 17W Active	Bridge
<b>Wildlife Road</b> 2 miles W of Liberty Hill Singleton Creek	28-9-00701-0-01-00 27L x 16W Active	Replaced May 2011
Source: Dana Reeder		

## **COURTHOUSE**

There is an upward trend in increased activity in Magistrate, Family, and Circuit Courts. This has led to overcrowded conditions when two or three courts are simultaneously in session. It is also a security concern. The Solicitor's and Family Court offices are short on office, waiting, and filing space. The Master in Equity has no courtroom or office space in the Courthouse.

In addition to space limitations, the building facilities and mechanical systems are aging and in need of upgrades and repairs. The elevator is approximately forty years old and is reaching the end of its supported life cycle. It does not meet new elevator safety regulations and building codes. Frequent inoperability is a major ADA compliance issue. Building security is inadequate to meet modern demands.

Figure F-21 Summary of Priority Investment Capital Projects

SUMMARY OF PRIORITY INVESTMENT CAPITAL PROJECTS			
PROJECT	GENERAL DESCRIPTION	COST	FUNDING SOURCE
Correction Facility	Facility condition, assessment, and space study	\$40,000	General fund
Kershaw County Fire Service	Upgrades to Shepard and Westville fire departments	\$300,000	KCFS millage
Kershaw County Fire Service	Blaney Fire Department generator	\$6,500	KCFS millage
Kershaw County Fire Service	Tanker replacement 2013-2016	\$800,000	KCFS millage
Kershaw County Fire Service	Pumper 2017-2020 replacement	\$855,000	KCFS millage
Courthouse	Facility condition, assessment, and space study	\$40,000	General Fund
Courthouse	Elevator replacement and associated repairs	\$231,000	General Fund/G.O. bond
Sewer Utility	White Pond Road pump station reversal	\$159,875	Sewer user fee
Sewer Utility	Percival Road pump station expansion	\$187,500	Sewer user fee
Sewer Utility	Proposed Whiting Way pump station and force main	\$2,830,315	Sewer user fee
Sewer Utility	Kawashima pump station expansion and force main	\$1,858,750	Sewer user fee
Sewer Utility	Lachicotte pump station expansion	\$300,000	Sewer user fee
Sewer Utility	Elgin #2 pump station expansion and force main	\$779,565	Sewer user fee
Sewer Utility	Elgin #1 pump station expansion and force main	\$1,439,065	Sewer user fee
Sewer Utility	Baldwin Avenue pump station replacement	\$287,500	Sewer user fee
Sewer Utility	Judy pump station expansion	\$250,000	Sewer user fee
Sewer Utility	Dana Pump Station Expansion	\$150,000	Sewer user fee
Sewer Utility	Gravity Sewer Capacity Expansion (Parallel 8" Gravity Sewer Line)	\$411,250	Sewer user fee
Sewer Utility	Lugoff Waste Water Treatment Plant Expansion	\$11,250,000	State Revolving Fund <sup>1</sup>
Library	New Camden branch	\$11,880,000	To be determined <sup>2</sup>
Library	New Elgin Branch	\$6,719,625	To be determined <sup>2</sup>
Public Works	Conduct environment and hydraulic investigations at all stream crossings as well as structural evaluations of the bridges.	\$106,000 <sup>3</sup>	Road fees
Recreation	To be determined <sup>4</sup>	To be determined <sup>4</sup>	2014 Local Options Sales Tax
Economic Development	Improvements to Governor's Hill Industrial park	\$2,250,000	Future FILOT revenues/grants/bonds
Economic Development	Improvements to Waleere Executive Park	\$900,000	Grants/bonds
Economic Development	Waterre Executive Park expansion	\$1,300,000	Grants/bonds
Economic Development	Improvements to Steeplechase Industrial Park	\$575,000	Current & future FILOT revenues/grants/bonds
Economic Development	New proposed industrial park	\$250,000	Grants/bonds
Solid Waste	Relocate/expand/construct new Bethune Convenience Center	\$220,000	Solid waste fee/general fund/G.O. bond
Solid Waste	Construct new Doby's Mill Convenience Center	\$338,200	Solid waste fee/general fund/G.O. bond
Solid Waste	Expand Elgin Convenience Center	\$208,500	Solid waste fee/general fund/G.O. bond

**SUMMARY OF PRIORITY INVESTMENT CAPITAL PROJECTS (Continued)**

<b>PROJECT</b>	<b>GENERAL DESCRIPTION</b>	<b>COST</b>	<b>FUNDING SOURCE</b>
Solid Waste	Relocate/construct new Lugoff Convenience Center	\$331,200	Solid waste fee/general fund/G.O. bond
Solid Waste	Construct new Charlotte-Thompson Convenience Center	\$331,200	Solid waste fee/general fund/G.O. bond
Solid Waste	Construct new Flat Rock Convenience Center	\$331,200	Solid waste fee/general fund/G.O. bond
Solid Waste	Construct new Sandy Grove Center	\$396,700	Solid waste fee/general fund/G.O. bond
Solid Waste	Construct new Salt Pond Convenience Center	\$331,200	Solid waste fee/general fund/G.O. bond
Solid Waste	Roll-off trucks to service convenience centers	\$450,000	Solid waste fee/general fund/G.O. bond
Solid Waste	Equipment to eliminate remaining contract hauling operations	\$340,000	Solid waste fee/general fund/G.O. bond

**NOTES**

1. Debt service paid through sewer tax district revenues
2. Potential funding sources include GO bonds, LOST (Local Option Sales Tax), and grants
3. Included in FY 2012-2013 budget
4. The tabled 2012 recreation projects recommended by the 2012 Capital Sales Tax Commission included eleven recreational projects totaling \$25,300,000. The 2014 projects and amounts will be determined by the 2014 Sales Tax Commission

## **PRIORITY INVESTMENT RECOMMENDATIONS**

As noted, the above-listed major capital projects are identified in the 2006 Comprehensive Plan and/or have been consistently recognized in the Planning and Zoning Commissions' annual CIP efforts as essential investments towards the orderly management of the current and future growth of Kershaw County. The Planning and Zoning Commission considers all of these projects as priorities to achieve efficient operation, maintain existing levels of service standards, and to eliminate public hazards. As such, the Planning and Zoning Commission believes it is helpful to the planning process to categorize these major capital projects into the following categories which were employed in the FY 2011-2012 Capital Improvement Program:

- **Priority 1 Capital Improvement Projects** - New public facilities, improvements, and/or projects required to meet State and Federal mandates.
- **Priority 2 Capital Improvement Projects** - Repair, renovation, or replacement of obsolete or worn out facilities and equipment necessary to achieve efficient operation, maintain existing levels of service standards, and to eliminate public hazards.
- **Priority 3 Capital Improvement Projects** - New and expanded facilities, improvements, and projects to promote economic development and to service new growth and development.

Therefore, the Planning and Zoning Commission has considered the data submitted by the County Departments and makes the following recommendations according these priority categories:

### **Priority 1 Capital Improvement Projects**

*New public facilities, improvements, and/or projects required to meet State and Federal mandates.*

#### **Correction Facility Recommendations**

The Planning and Zoning Commission recommended in the FY 2008-2009 CIP that funds should be dedicated to retain the services of an architect to conduct a comprehensive needs assessment for the Detention Center as well as the Courthouse. The Planning and Zoning Commission again recommends a facility condition assessment and space study for the Detention Center. The study should include an alternative analysis that will give County Council the information necessary to decide whether renovation, expansion, or a new facility is the most cost-effective alternative. \$40,000 should be dedicated toward commissioning this study.

#### **Bridge Replacement Program Recommendation**

Once the currently budgeted prioritization process is completed by the consultant and the County, a multiple-year capital improvement program for bridge replacement, repair, and new bridge construction should be implemented.

### **Priority 2 Capital Improvement Projects**

*Repair, renovation, or replacement of obsolete or worn out facilities and equipment necessary to achieve efficient operation, maintain existing levels of service standards, and to eliminate public hazards.*

#### **Fire Service Recommendations**

The Planning and Zoning Commission supports the transition to a full time paid fire service supplemented with a volunteer force and necessary corresponding facility upgrades over a ten-

year planning horizon. The Planning and Zoning Commission supports the implementation of the apparatus replacement schedule as proposed.

#### **Sewer/ Wastewater Treatment Plant Recommendations**

The Planning and Zoning Commission supports the findings of the Kershaw County Sanitary Sewer Master Plan and recommends its implementation while maintaining flexibility in the implementation of specific projects to respond to actual growth and development demands as they unfold in the future.

#### **Courthouse Recommendations**

A facility condition, assessment, and space study is recommended for the courthouse. The study should include an alternative analysis that will give County Council the information necessary to decide whether renovation, expansion, or a new facility is the most cost-effective alternative. \$40,000 should be dedicated toward commissioning this study. This recommendation assumes that all of the repairs and upgrades necessary for the courthouse elevator are covered in the FY 2012-2013 Country Budget.

#### **Priority 3 Capital Improvement Projects**

*New and expanded facilities, improvements, and projects to promote economic development and to service new growth and development.*

#### **Industrial Parks Recommendations**

The Planning and Zoning Commission supports the County Industrial Parks as essential to the economic development of Kershaw County. The Planning and Zoning Commission reserves specific recommendations pending the completion of the update to the economic development strategic plan that is currently being drafted.

#### **Library Recommendations**

The Planning and Zoning Commission recognizes the unique role our libraries perform towards the educational, economic development, and social benefit of the citizens of Kershaw County. The Planning and Zoning Commission agrees that upgrades and improvements in our library facilities are needed and supports the pursuit and consideration of all potential funding sources to implement such improvements.

#### **Recreation Facility Recommendations**

The Planning and Zoning Commission supports the continued development of recreational facilities for the benefit of Kershaw County citizens and supports the pursuit and consideration of all potential sources to fund these facilities.

#### **Solid Waste/Recycling Recommendations**

The Planning and Zoning Commission supports the expansion of the County solid waste and recycling convenience centers over a ten-year planning horizon. The Planning and Zoning Commission also supports the purchasing of roll off trucks to facilitate the in-house hauling of materials from the convenience centers to the disposal and recycling facilities.

## COORDINATION WITH ADJACENT JURISDICTIONS AND AGENCIES

Per the Priority Investment Act, the Planning and Zoning Commission approved draft of the Priority Investment Element was sent to jurisdictions and agencies that might be impacted by the recommended capital projects; may have related projects in which coordination of efforts would be beneficial; or simply would have interest. These jurisdiction's agencies were also given instructions on how to view the entire Five-Year Review on the County website. Jurisdictions were invited to comment on the Priority Investment Element as well as the Five-Year Review as a whole. Comments were requested in writing prior to the November 5, 2012 Planning and Zoning Commission meeting in which the Planning and Zoning Commission considered comments received in drafting the final Five-Year Review sent to County Council. The following is the list of jurisdictions and agencies and the contact person:

- City of Camden - Mr. Shawn Putnam
- Town of Elgin - Mr. Brad Hanley, Mayor
- Town of Bethune - Mr. Carlisle Davis, Mayor
- Kershaw County School District - Mr. Frank Morgan
- Lugoff-Elgin Fire District - Mr. Dennis Ray
- Kershaw County Sheriff – Jim Matthews
- City of Camden Water and Sewer - Mr. James Ray
- Lugoff-Elgin Water Authority - Mr. Mike Hancock
- Cassatt Water Company - Mr. Charles Litchfield
- Bethune Rural Water - Ms. Heather Hall
- KershawHealth - Mr. Donnie Weeks
- KershawHealth EMS - Mr. Wayne Priester
- Richland County Planning and Development Services - Ms. Tracy Hegler
- Fairfield County Government - Administrator
- Lancaster County Planning Department - Mr. Chris Karres
- Chesterfield County Government - Administrator
- Lee County Government - Mr. Alan Watson
- Sumter County Planning Department - Mr. George McGregor
- Santee-Lynches Regional Council of Governments - Mr. Pete Hipps
- Central Midlands Council of Governments - Mr. Wayne Schuler
- SCDOT Engineering District 1 - Mr. Tommy Hammond

### PUBLIC COMMENT

**Thomas Delage, Comprehensive Planner, Richland County Planning and Development Services** Offered the following comments via e-mail on October 11, 2012:

*"I reviewed the document and have a couple of minor suggestions on format. Under the Recommendations would it be possible to space out the element's priorities and maybe bold them so they stand out a little better? Also I know it's because of the pdf but it is difficult to read the draft future land use map designations on page 19."*

### **Planning and Zoning Commission Response**

Staff reformatted the comment section; adding bullets and bolding and underlining headings.

**Shawn Putnam, Planner, City of Camden**

*In a letter received on November 2, 2012, Mr. Putnam stated that the County's Priority Investment Element is consistent with that of the City of Camden. He said the City's goals are to continually monitor and improve existing facilities and upgrade or replace the City Arena. Having quality parks and recreational facilities is a priority for the citizens of Camden and the City encourages the County to implement the recommendations of the Kershaw County Master Recreation Plan to upgrade facilities in Camden to better serve their residents. He added that he concurs with the determination that a new library is needed in Camden and that a newer and larger facility could allow programs offered by the library to be expanded.*

**Planning and Zoning Commission Response**

The Planning Commission appreciates Mr. Putnam's comments.

## **PART G: STATUS OF COMPREHENSIVE PLAN 2006-2016 KEY RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES**

Each of the seven elements (Population, Economic, Housing, Cultural Resources, Natural Resources, Community Facilities, and Land Use) of the 2006-2016 Comprehensive Plan identified specific goals pertinent to the issues identified in the compilation of the respective element. Following are the key recommendations that were designed to achieve the overall objectives of these goals and the current status of the implementation of these recommendations.

### **1. CAPITAL IMPROVEMENT PROGRAM**

The Comprehensive Plan Key Recommendations lays out the process for the Planning and Zoning Commission to develop an annual CIP and make recommendations to County Council in time for it to be a tool in developing the annual budget. The process creates a CIP Development Team consisting of (at minimum) the County Administrator, the Assistant County Administrator, the Finance Director, and the Planning and Zoning Director. Department heads, elected officials, outsourced professionals, and others may be consulted as necessary. The primary task of the Team is to prepare the budgets for the public facilities improvements identified by the Planning Commission.

#### **Progress**

**FY 2008-2009** The Planning Commission and the CIP Development Team developed a CIP in general accordance with the Comprehensive Plan Process.

**FY 2009-2010** The CIP Development Team function was taken over by the Finance Director. When the data was presented to the Planning Commission, the Commission determined that the data was too incomplete and the date was too late for the Commission to present its CIP recommendations to the County Council. The Planning Commission Chair prepared a letter to the County Council Chair stating such.

**FY 2010-2011** The CIP Development Team function was taken over by a consultant. Although the Planning Commission had many questions and reservations about the data, the Commission presented its comments on the CIP as prepared by the consultant, and made its annual priority recommendations to County Council.

**FY 2011-2012** The CIP Development Team was again not formed and the Planning Director gathered as much data from the County Departments and Elected Officials as they chose to give. The Planning Commission gave the County Council their prioritized recommendations during a Council work session presentation.

**FY 2012-2013** Per directive of the County Administrator, the Planning Commission will no longer prepare a CIP.

### **2. CONCURRENCY/ADEQUATE PUBLIC FACILITIES**

In many localities, the rate of growth is so rapid that it is outstripping local governments' ability to provide adequate capacity in schools and other public facilities for new residents. Many localities have overburdened infrastructure and overcrowded classrooms, even though they are making large investments in new infrastructure and new schools. Much of this problem is due to

the fact that growth rates have been much more rapid than local governments anticipated at the time of approving rezoning applications.

The policy of timing development with the availability of adequate public facilities to support the development is a recurrent theme of the Comprehensive Plan. It is the policy of the Comprehensive Plan to:

- A. Coordinate the expansion of development with information regarding potential impacts on schools, water and sewer systems, drainage, transportation systems, public safety, and other public services and infrastructure.
- B. Review land development and zoning regulations to strengthen provisions for discouraging development in those areas of the County where existing and/or planned facilities and infrastructure will not be adequate to support such development.
- C. Coordinate the planning efforts of the County, its municipalities, the school district, and the utility providers.

An Adequate Public Facilities Ordinance (APFO) is a growth management approach that ties or conditions development approval to the availability and adequacy of public facilities and services, thus ensuring that new development does not take place unless the infrastructure is available to support it. An Adequate Public Facilities Ordinance is an ordinance adopted by the local government that allows it to defer the approval of developments based upon a finding by the governing body that public facilities would not be adequate to support the proposed development at build out.

The Comprehensive Plan recommends developing Adequate Public Facility regulations. It recognizes that as long as current County population and housing demographic trends continue, growth will be an inevitable necessity. While an APFO will govern the timing and location of development, it will also require the County to assure that adequate public facilities are provided in concurrency with the timing and location of development.

### **Progress**

The Planning Commission determined that a full APFO would not be right for Kershaw County at this time. However, the Planning Commission felt it appropriate that any potential negative development impacts should be considered when reviewing proposed projects for approval. The Unified Code of Zoning and Land Development Regulations (ZLDR) addresses adequate public facilities in section 5:2.9. In consideration of sketch plan approval of major subdivisions greater than forty (40) units, major group developments, and planned development districts, the ZLDR requires the Planning Commission to consider the adequacy of current public facilities and future facilities identified in the Capital Improvement Plan and funded by County Council to absorb the impact that such developments will place on these systems. The Planning and Zoning staff created an impact assessment form, approved by the Planning Commission, to allow affected agencies to comment on any impacts the proposed development would have in the agency's ability to provide service to the affected area. The Planning Commission includes the impact assessments submitted by the responding agencies in determining the approval of the project. The Planning Commission will also consider any development agreements offered by the developer to mitigate negative impacts identified in the impact assessment reporting forms.

### **3. COMPREHENSIVE UPDATE OF THE LAND DEVELOPMENT AND ZONING ORDINANCES**

The 2006-2016 Comprehensive Plan determined that Kershaw County's Land Development Ordinance and Zoning Ordinance needed to be reviewed to assure that the regulatory requirements of these ordinances were in compliance with, and in support of, the planning policies of this latest update to the Comprehensive Plan. In addition, the documents needed to be reviewed to correct any inconsistencies and ambiguities within and between the Ordinances.

#### **Progress**

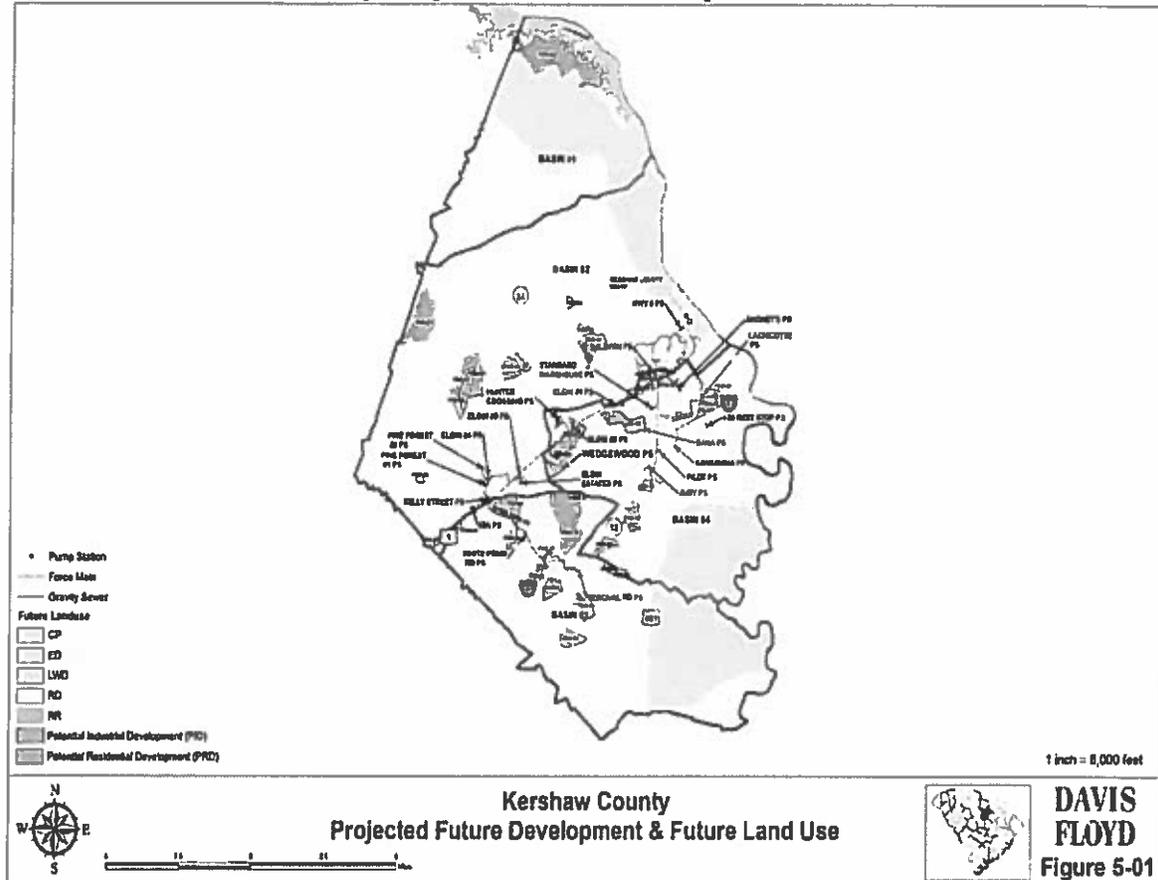
On May 23, 2010 the Unified Code of Zoning and Land Development Regulations went into effect. These regulations replaced the Kershaw County Zoning Ordinance, the Kershaw County Land Development Ordinance, and the Kershaw County Engineering Standards within a single, unified set of regulations governing zoning, building, the subdivision of land, and land development. These regulations include the submittal and review process for building and land development permitting and the required development standards.

### **4. REVIEW AND REVISION OF THE FUTURE LAND USE MAP**

The 2006 Comprehensive Plan noted that the Future Land Use Map would likely require revisions and refinement once the Capital Improvement Program and concurrency policies were implemented. The Future Land Use Map as currently presented is general in nature. It was noted that once specific capital facilities projects have been identified and planned in the CIP, the Future Land Use Map may require more detail.

As noted above, the CIP process was never followed after the first year's initiation. The sewer projects that were implemented in the FY 2008-2009 CIP all occurred within areas of the County designated for Economic Development on the Future Land Use Map (FLUM). The adequate public facilities (APF) policies as referenced above focus on assessment of the impacts of individual developments where they are located. These APF regulations fall short of designating areas for facility and infrastructure improvements and requiring development to be located within those areas. Refer to the Priority Investment Element. The Master Sewer Plan update has been drafted and is recommending sewer improvement for residential, commercial, and industrial uses in the West Wateree Planning Area within the areas designated for Economic Development on the FLUM and additional upgrades for residential development within those areas designated for Residential Development on the FLUM. As these infrastructure improvements are in accord with the Future Land Use Map as currently drafted, no revisions to the FLUM have been proposed or recommended to date.

Figure G-1 Kershaw County Projected Future Development & Future Land Use



## 5. ESTABLISH COMPREHENSIVE PLANNING AS A CONTINUOUS PROCESS

Land use planning is a highly dynamic process that is influenced by many forces, many of which are beyond the ability of the County to control or direct. National economic and demographic forces have been conducive to the heavy immigration into the Sunbelt states and have contributed greatly to the steady influx of new County residents. Whereas it is reasonable to anticipate this trend continuing into the near future, it would be unwise to expect this trend to continue for decades into the future. Historically, the price and availability of transportation fuels have profoundly influenced land development patterns. Escalating gasoline prices could well alter the current market predilection for the single occupant vehicle commute and its aversion towards mass transit. Locally and/or regionally, the arrival or departure of a major employer would greatly impact housing needs and the demand for roads, schools, and other government services, particularly in the area in which the employer is located. Given the dynamic nature of growth in Kershaw County, a ten-year time frame for drafting the Comprehensive Plan is appropriate. However, as with any long-range planning, the Plan will need review and revision as the future unfolds.

The present constantly shapes the future. In order for long-range planning to be effective, the 2006 Plan recommends that plans must be continuously evaluated and updated in light of current events, shifting priorities, and economic realities. It states that the Comprehensive Plan should be a dynamic document that is continuously evaluated for relevancy, and revised accordingly.

**Progress**

There have been no revisions or updates to the Comprehensive Plan prior to the current five-year review. The next required review will commence in another five years (2016) with the ten-year update. However, in the interim, any major occurrence within Kershaw County and/or its municipalities that will have a significant effect on the growth of the County should be addressed in revisions to the Comprehensive Plan.