

**COMPREHENSIVE PLAN
FOR
KERSHAW COUNTY
SOUTH CAROLINA
2006 - 2016**

**PART VIII
KEY RECOMMENDATIONS
AND IMPLEMENTATION STRATEGIES**

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PART VIII KEY RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES

Each of the seven elements (Population, Economic, Housing, Cultural Resources, Natural Resources, Community Facilities, and Land Use) of this Comprehensive Plan has identified specific goals pertinent to the issues identified in the compilation of the respective element. The following key recommendations are designed to achieve the overall objectives of these goals.

1. CAPITAL IMPROVEMENT PROGRAM

The South Carolina Local Government Comprehensive Planning Enabling Act of 1994 (as amended) lists under the functions, powers, and duties of local planning commissions, “...*a capital improvements program setting forth projects required to implement plans which have been prepared and adopted, including an annual listing of priority projects for consideration by the [County Council] prior to preparation of their capital budget.*”

In practice, a Capital Improvement Program (CIP) is a multi-year schedule of public physical improvements, usually covering a period of about five years. The CIP sets forth systematic expenditures for constructing, maintaining, upgrading, and/or replacing the County’s physical infrastructure. The construction, maintenance, upgrades, and replacement of the physical infrastructure are generally referred to as public facility improvements. The Comprehensive Plan elements will identify and propose many of the projects and programs requiring public funds. The Planning Commission must catalog and rank these projects. The first year of the CIP is typically the capital budget that includes the capital projects to be appropriated by County Council, and as such, should be a part of the regular annual budgetary process.

Development impact fees are one way of funding the CIP projects. State law requires that a jurisdiction have a CIP in place prior to imposing impact fees.

Implementation Strategy

1. The Planning Commission catalogs and ranks a five-year plan for public facility improvements.
2. A Capital Improvement Program Development Team is formed to assist the Planning Commission with development of the CIP. The primary task of the Team is to prepare the budgets for the public facilities improvements identified by the Planning Commission. The CIP Development Team should be comprised 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.
3. Once a budget is attached to the Planning Commission list of public facilities improvements, the Planning Commission may modify and/or re-prioritize the list.
4. The Planning Commission and CIP Development Team coordinate the final draft of the CIP to be presented to Council.
5. Once the CIP has been adopted by Council, the Planning Commission will review the Community Facilities and Land Use Elements of the Comprehensive Plan and recommend any updates to these elements needed to bring them in compliance with the CIP. Specifically, the Future Land Use Map should be reviewed for possible revisions/refinements.

Implementation Time-frame

Milestones

- Upon adoption by ordinance of the updated Comprehensive Plan by County Council:
 - a. The Planning Commission begins the process of selecting the CIP public facilities improvements.
 - b. The County Administrator forms the CIP Development Team
- December, 2007
Final draft of the CIP completed to be presented to the County Council. This will allow adequate time for the first year CIP capital budget to be incorporated into the FY 2008-2009 County budget.

2. CONCURRENCY/ADEQUATE PUBLIC FACILITIES

Concurrency, the policy of timing development with the availability of adequate public facilities to support the development, is a recurrent theme of the Comprehensive Plan element goals and policies.

The South Carolina Department of Health and Environmental Control (SCDHEC) has developed a model Adequate Public Facilities Ordinance (APFO) for South Carolina local governments. The following is the introduction to the model APFO:

Adequate Public Facilities

In many localities, the rate of growth is so rapid that it is outstripping local governments' abilities to provide adequate capacity in schools and other public facilities for the 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 rezonings.

What is an Adequate Public Facilities Ordinance?

An Adequate Public Facilities Ordinance 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 (APFO) 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.

How It Works:

1. The Adequate Public Facilities Ordinance is linked to the locality's Capital Improvement Program, which establishes a schedule of public facility construction over a five or six year period and details how they should be financed.
2. The ordinance identifies the types and levels of service that are needed to

permit new development and establishes a policy about when the infrastructure and public services must be in place relative to the impact of development.

3. The development must demonstrate that the required levels of public facilities and services are, or will be, available to the proposed project.
4. Most Adequate Public Facilities Ordinances deal with only one or two types of facilities, such as roads or sewers that have caused critical problems in the community, while others apply such provisions to the full range of public facilities.

The SCDHEC model APFO assumes that public water and sewer are a requirement for development. It also assumes that the jurisdiction has direct ownership or management authority over these utilities such that their projects are included in the jurisdiction's CIP. Any concurrency regulations for Kershaw County would have to take into consideration that much development in the County is serviced by private water and sewer systems that include individual wells and septic tanks. The County also exercises no direct regulatory oversight of either the various public water providers or the City of Camden sewer that serve many of the unincorporated areas of the County. This complicates the inclusion of these providers' projects in the County CIP. Cooperative planning, however, is not precluded.

The objective of APFO regulations is not to be used as a tool to stop growth. 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.

Implementation Strategy

Consideration of concurrency policies should be included in developing the County's Capital Improvement Program. The Land Use Element's public service and community facilities policies include: "*Discourage the use of septic tanks and settling ponds for all but low-density residential development in the rural areas of the County. Amend the zoning ordinance to require public sewer in all residential zoning districts or a minimum lot size of three-fourths to one acre for lots with septic tanks.*" Such policies will further the requirement for public water and sewer for some types of development. Concurrency/adequate public facilities requirements could be applied to such development. As the CIP is crafted, the information will be provided to decide the scope and details of concurrency policies.

Implementation Time-frame

Concurrency policies will be greatly influenced by the direction of the Capital Improvement Plan. In fact, a completed and implemented CIP is a prerequisite to enacting concurrency regulations. Whereas provisions for concurrency regulations will evolve during the development of the CIP, codification of such regulations will not occur until the final CIP is adopted by Council in the first quarter of 2008.

3. COMPREHENSIVE UPDATE OF THE LAND DEVELOPMENT & ZONING ORDINANCES

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

Implementation Strategy

Planning staff should thoroughly and systematically review and analyze the Ordinances for proposed revisions and present draft revisions to the Planning Commission for discussion and subsequent further revisions, additions, deletions, etc. Staff can present the sections to the Planning Commission as they are completed. The Planning Commission may wish to designate regularly scheduled work sessions to expedite the process. Input on proposed changes should be solicited from the regulated community as well as the public at large during regular sessions of the Planning Commission. Once Planning Commission has completed the draft update of each Ordinance, it shall be forwarded to the Country Council for adoption.

Implementation Time-frame

It is proposed that the Land Development Ordinance will be updated first. Staff can concentrate on this effort as soon as the update to the Comprehensive Plan is completed. Six to nine months should be allowed for the drafting and adoption process for each Ordinance.

4. REVIEW AND REVISION OF THE FUTURE LAND USE MAP

As referenced above, the Future Land Use Map will likely require refinement once the Capital Improvement Program and concurrency policies have been implemented. The Future Land Use Map as currently presented is general in nature. Once specific capital facilities projects have been identified and planned in the CIP, the Future Land Use Map may require more detail.

Implementation Strategy

The process of refining the lines on the Future Land Use Map should begin as the CIP development process unfolds.

Implementation Time-frame

Revisions to the Future Land Use Map should be completed in the first quarter of 2008.

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 plans must be continuously evaluated and updated in light of current events, shifting priorities, and economic realities. The Comprehensive Plan should be a dynamic document that is continuously evaluated for relevancy, and revised accordingly.

Implementation Strategy

Planning staff and the Planning Commission are charged with implementing the evaluation and revision process. The Planning Commission should solicit public input in crafting recommendations to the County Council for additions and/or revisions to the Plan.

Implementation Time-frame

Continuous