

Chapter 10. Land Use Element

Because land is a finite resource, land use planning plays an essential role in balancing the demand for specific types of uses with the need to protect the community's amenities, character and resource base. The goal of land use planning is to guide a more efficient land development pattern that maximizes community resources and enhances the overall quality of life for Kershaw County residents.

The Land Use Element is the centerpiece of the Comprehensive Plan, representing a culmination of the issues, information, analyses, goals and objectives of the other eight required plan elements. These elements culminate in the Land Use Element and inform the need for various types of land uses to include residential, commercial, industrial, agricultural, public and institutional, recreational, and open space.

Development of the Land Use Element is also the most challenging task in the comprehensive planning process. The Element recognizes current and historical trends while providing an opportunity to reflect on strengths, challenges and opportunities. Because the process relies on numerous variables, crafting a future land use plan is not an exact science. While facts and data play an important role, the less quantifiable factors of public opinion, beliefs and values are equally important. Variables including market demand, land availability, population and economic trends, the environment, transportation, community character, current policies, natural disasters, and the provision of community facilities and services must also be taken into account in land use planning.

The purpose of this chapter is to profile existing land use patterns and forecast future land use. An existing land use inventory has been developed using the parcel-based land use data in the County's Geographic Information System (GIS) developed by County staff. The Future Land Use Plan reflects the community's desire to guide and direct growth, supplemented with goals, policies and strategies that support and reflect those of the eight previous elements of the plan. The Future Land Use Map is included in this chapter as a visual representation of the land use goals, policies and strategies that have been derived from stakeholder consensus under the other eight planning elements. Relevant documents have been referenced and incorporated where appropriate. Stakeholders include representatives from the other eight required element committees of the Comprehensive Plan, elected and appointed officials, and additional interested individuals.

A. EXISTING LAND USE

Kershaw County is located in the Midlands region of South Carolina, traversed east-to-west by the I-20 corridor that links the Columbia Metro region to Atlanta, Georgia to the west and Florence and the I-95 corridor to the east. Located at the edge of the growing Columbia metropolitan region, the County is also within a close drive of the larger Charlotte area. Two major airports – Columbia Metropolitan Airport and Charlotte Douglas International Airport – are within a close drive of the County. Kershaw County is faced with a myriad of possibilities and challenges in planning for future land use fueled by increased residential and commercial

development primarily in the West Wateree area, interest in residential development in the Lake Wateree area, the need for additional local employment opportunities, and a shortage of lower cost housing.

In order to plan for future development in Kershaw County, it is necessary to inventory current land uses, assess development patterns and trends, identify undeveloped properties, examine the impact of existing land use regulation, and evaluate the capability of existing conditions to accommodate the future land use needs of the community. An inventory of existing land uses within the County was developed through an extensive geographic information system (GIS) analysis of digital mapping data. Mapping of existing land uses integrated land use category definitions and Kershaw County Assessor tax parcel data, as well as County staff knowledge of the area. Lake Wateree and transportation rights-of-way were excluded in these land use calculations.

Land uses were classified and mapped using the following nine categories profiled in Table 10-1 and depicted in the *Existing Land Use Map* (Map 10-1).

Table 10-1. Existing Land Use by Area*, 2016

Existing Land Use	Total Kershaw County		City of Camden		Not Including City of Camden	
	Acres	%	Acres	%	Acres	%
Agriculture/Forest	375,991.0	82.3%	162.4	2.4%	375,828.6	83.5%
Single-family Residential	48,584.8	10.6%	1,887.8	28.0%	46,697.0	10.4%
Vacant Land	16,241.6	3.6%	2,471.7	36.7%	13,769.8	3.1%
Public/Institutional	6,253.9	1.4%	1,437.0	21.3%	4,816.9	1.1%
Industrial	3,575.5	0.8%	9.4	0.1%	3,566.1	0.8%
Parks and Recreation	3,036.1	0.7%	293.4	4.4%	2,742.8	0.6%
Commercial	2,691.6	0.6%	420.5	6.2%	2,271.1	0.5%
Multi-family Residential	272.9	0.1%	54.0	0.8%	218.9	0.0%
Total	456,647.4	100.0%	6,736.3	100.0%	449,911.1	100.0%

* Acreages do not include road and rail rights-of-way and Lake Wateree

Sources: Kershaw County Information Services Department, July 2016; City of Camden, January 2017

- **Agriculture/Forest** – Land used primarily for agricultural and forestry purposes, including uses accessory to agriculture or forestry such as residences for farm owners or workers and storage for equipment or crops. Properties that are less than 20 acres in size and are classified in the Kershaw County Assessor’s database as agricultural for taxation purposes but include a residence are not included in this land use category. Land in agriculture or forestry use is by far the most prevalent in Kershaw County, accounting for more than 82% (375,991 acres) of the County’s total land area.
- **Commercial** – Land used to conduct businesses, trade activities, professional activities or services, administrative activities, or personal services. Included are establishments for wholesale or retail sale of goods and services, restaurants, entertainment facilities,

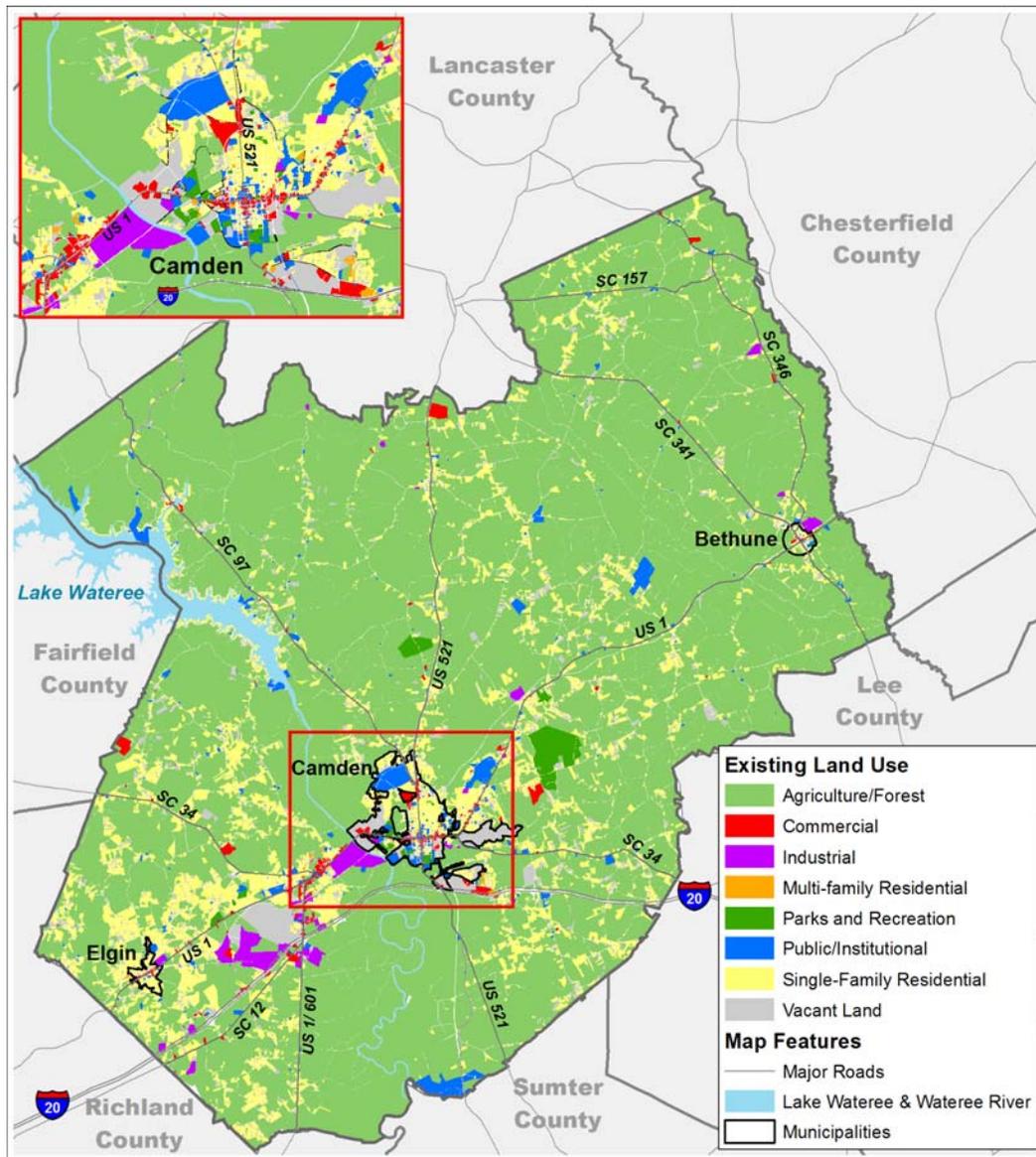
administrative or professional offices, gas stations, grocery stores, personal services, furniture stores, clothing stores, car sales, hotels and motels, and nursery or garden centers. Commercial land uses comprise less than one percent (2,691.6 acres) of the County's land area. Of the County's commercial land, 420.5 acres is in the City of Camden, with additional commercial uses primarily located within and near the County's towns and along major road corridors.

- **Industrial** – Land used to manufacture, assemble, process, or fabricate goods and/or to store or transport goods. Examples include manufacturing plants, industrial parks, truck terminals, and warehouses. Industrial land use comprises slightly less than one percent (3,575.5 acres) of the total County land area. Much of Kershaw County's industrial development has occurred near I-20 and along major transportation routes including U.S. Highway 1 and S.C. Highway 34, with many located between U.S. Highway 1 and I-20 along the corridor connecting the Town of Elgin and the City of Camden.
- **Single-Family Residential** – Land used for detached single-family residential structures and manufactured homes on individual properties. Properties that are less than 20 acres in size and are classified in the Kershaw County Assessor's database as agricultural for taxation purposes, but have residential improvements on the property, were included in this land use category. Single-family residential uses comprise 10.6% (48,584.8 acres) of the land area in Kershaw County. While single-family residences are located throughout the County, nearly 1,888 acres of the County's single-family residential land is located within the City of Camden. Single-family residential development is also prevalent in and near the Town of Elgin and the Lugoff community.
- **Multi-Family Residential** – Land used for residential structures other than those included in the Single-Family Residential land use category, including structures containing three or more dwelling units, duplexes, zero lot line developments, patio home developments, condominium developments, townhouses, and manufactured home parks. Higher density multi-family residential uses account for a very small percentage (272.9 acres) of land use in the County, with 19.8% of multi-family development (54 acres) located within the City of Camden.
- **Parks and Recreation** – Land used for public active and passive recreation or for open space preservation. Examples of park and recreation uses include ball fields, golf courses, tennis courts, parks, greenways, public gardens, playgrounds, conservation areas, nature preserves, state parks, wildlife management areas, and recreation centers and facilities. Residents of Kershaw County have access to numerous recreational opportunities, with more than 3,036 acres classified as Parks and Recreation. A number of these park and recreation facilities are within the County's municipalities, with 16 located within the City of Camden (293.4 acres). Goodale State Park, a 763-acre facility located off of Old Stagecoach Road, is the largest recreational area in the unincorporated area of the County.

- **Public and Institutional** – Land used primarily for private, public, quasi-public, religious, philanthropic, or other activities undertaken to provide for the social, cultural, educational, health, or physical betterment of the community and public governance. Examples include city, county, state and federal offices; schools; churches; hospitals; congregate care facilities (nursing homes); communications towers; utility offices and facilities; postsecondary institutions; community non-profits; cemeteries; and libraries. Almost 6,254 acres of land (1.4% of all County lands) are in Public and Institutional use in Kershaw County. Nearly one-fourth of the County’s Public and Institutional land (1,437 acres) is located within the City of Camden. Additional uses in this category are located throughout the County, but are generally concentrated in the vicinity of the City of Camden, within and near the County’s other municipalities, and along major roads.

- **Vacant Land** – Land area not developed for a specific use or assigned a land use classification. Nearly 16,242 acres (3.6%) of land in Kershaw County is classified for land use planning purposes as Vacant (or undeveloped). However, much of the County’s 375,991 acres in Agricultural and Forestry use does not include physical improvements and could also be considered undeveloped.

Map 10-1. Existing Land Use Map



Sources: Kershaw County Information Services Department, July 2016; City of Camden, January 2017

B. FUTURE LAND USE

The Kershaw County population is projected to increase by 3,045 persons, accompanied by nearly 1,660 new dwelling units, by 2026. The Future Land Use (FLU) Map is a blueprint for the physical development of Kershaw County and sets the context and provides the vision for future growth and development in the County for the next 20 years. Implementation of the Future Land Use Map will be accomplished through regulatory measures included in the County Zoning and Land Development Regulations (ZLDR).

1. Future Land Use Map

Development of the Future Land Use Map is anchored by land use data provided by the existing land use map and was supplemented by staff knowledge of current development trends and potential future development areas. As illustrated in the Existing Land Use Map, much of Kershaw County is primarily rural in nature (Map 10-1). Downtowns, commercial corridors along major roadways, industrial development, and residential areas have evolved and matured over time and have been incorporated in the Future Land Use Map. For consistency, the following future land use categories used in the *2006-2016 Comprehensive Plan for Kershaw County* have also been used in the *2017-2026 Comprehensive Plan* and are depicted in Map 10-2.

- ***Economic Development (ED)*** – Land areas that contain a full range of business, commercial, industrial, institutional, and service uses, as well as related infrastructure. These areas include the I-20 corridor, the U.S. Highway 1 corridor from the Richland County border to the City of Camden, and developing areas along U.S. Highway 1 east of Camden. Other unincorporated areas near Camden are also included. Areas identified as Economic Development link the more urbanized areas of the County to neighboring cities and counties and the greater Columbia metropolitan region and either already are, or have the potential to become, economic development centers. Existing residential developments and individual residences located within ED areas provide options for residents to shorten the distance between work and home. Lands currently in use in the equine industry are also within Economic Development areas, with many near the City of Camden. Access to regional transportation routes and to existing water and sewer facilities will continue to make these Economic Development areas attractive for a wide range of uses including commercial and industrial development, higher density residential development, and uses related to the equine industry.
- ***Lake Wateree Development (LW)*** – Land areas adjacent to or within close proximity (a quarter mile or less) of Lake Wateree. Land uses in LW areas are diverse and primarily include single-family residential and recreation, along with associated commercial uses and limited higher density residential. Preservation and protection of water quality and plant and animal populations while providing a quality resource for residents and visitors are top priorities in these areas. It is anticipated that these areas will continue to be primarily low density residential in nature, but may include appropriate complementary and associated uses such as agriculture and forestry, public and institutional uses, and Lake-oriented commercial uses.
- ***Residential Development (RD)*** – Residential Development areas are characterized by suburban development from the periphery of the urban core and reach into the unincorporated areas of the County, generally along and near major transportation routes including U.S. Highways 1 and 521 and S.C. Highways 12 and 34. Included in RD are residences of all types and densities and associated non-residential uses that support residential development such as institutional, retail, office, commercial, and service uses.

- **Rural Resource Development (RR)** – Lands in more rural areas of the County that are primarily in use as low density residential, agriculture, or forestry, or are undeveloped. Rural commercial and limited institutional and industrial developments are also present in Rural Resource Development areas. Established unincorporated rural communities including Boonetown, Boykin Mill, Rabon’s Crossroads, Liberty Hill, Buffalo/Mt.Pisgah, Cassatt, Westville, Gates Ford, Beaver Creek, Tookiedoo, Pine Grove, Doby’s Mill, and Salt Pond are also in the RR areas of the County. While land in the RR areas are expected to continue to be primarily low density residential and agricultural in nature, it is anticipated that other complementary and associated uses such as public and institutional, parks and recreation, higher density residential, commercial, and industrial uses will locate in these areas where appropriate.

- **Conservation and Protected Areas (CP)** – These lands include existing public parks and preserves, land under private conservation easements, floodways and floodplains, wetlands, protected species habitat, and areas adjacent to water bodies. Because these areas are located throughout the County, they are not mapped as distinct future land use areas. It is expected that future development in parks, preserves, and conservation easements will generally be limited and directly associated with uses such as welcome centers, cabins, and hunt lodges. The use of areas within floodways and floodplains, wetlands, protected habitats, and adjacent to water bodies is governed by local, state and federal regulations. Any planning for land use in areas that include conservation and protected areas should take into account the inherent development limitations and need to support conservation efforts.

The analysis of future land use in Kershaw County provided in Table 10-2 does not include land area within the City of Camden and the Towns of Bethune and Elgin because these municipalities conduct all land use planning and regulation within their borders. Nearly two-thirds of the total unincorporated land area in Kershaw County (282,423 acres) is designated in the Future Land Use Map as Rural Resource Development and 120,501 acres (26.9%) as Residential Development. Almost 8% of unincorporated County land (34,369 acres) has been classified as Economic Development and 2.5% (11,339 acres) as Lake Wateree Development.

Table 10-2. Future Land Use by Area

Future Land Use	Acres	%
Rural Resource Development	282,422.7	62.9%
Residential Development	120,501.2	26.9%
Economic Development	34,469.3	7.7%
Lake Wateree Development	11,339.2	2.5%
Total	448,732.4	100.0%

Source: Kershaw County Planning and Zoning Department, July 2017

Map 10-2. Future Land Use Map

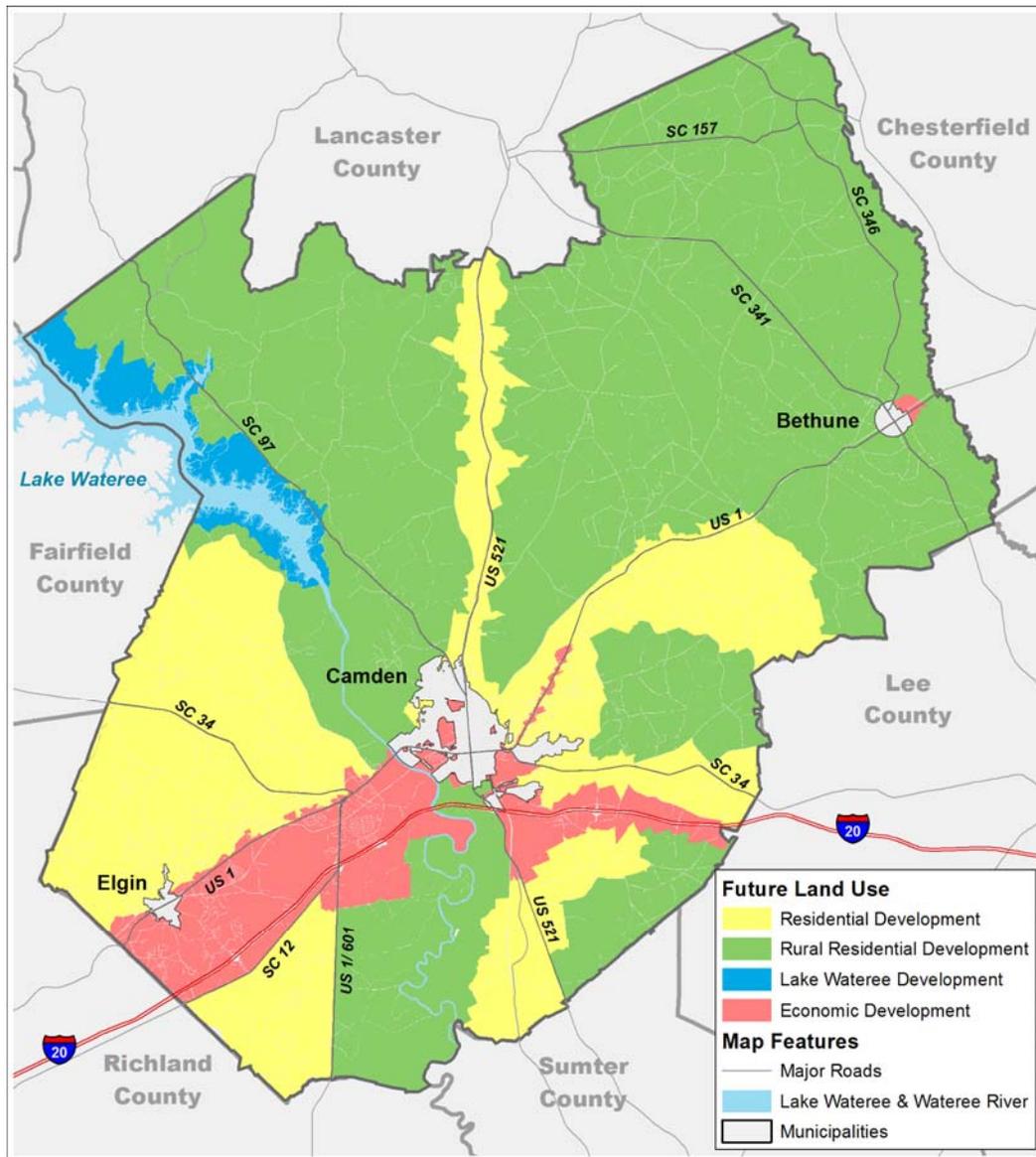


Table 10-3 provides an analysis of the existing land uses included in the four future land use (FLU) categories of Residential Development, Rural Resource Development, Lake Wateree Development, and Economic Development. While single-family residential is by far the most prevalent residential land use type in all FLU areas, all residential land uses were grouped together for this analysis.

Nearly three-fourths of land (88,294 acres) in the *Residential Development* FLU category is in agricultural or forestry use. At 23,739 acres (20% of the FLU category), current residential uses comprise the largest portion of any current residential use within a future land use category countywide. Only 1.75% (2,108 acres) is in use as public and institutional land and commercial, parks and recreation, and industrial uses each account for less than one percent of all current land uses in the Residential Development FLU category. More than 4,989 acres (4%) are vacant.

When combined with land in agricultural or forestry use, more than 93,283 acres of land in the Residential Development FLU category are within proximity of major transportation routes and water and sewer service and could be developed for residential use or other associated uses within the coming decade.

Most of the land (92%) in the *Rural Resource Development* FLU category, totaling 260,160 acres, is currently in agricultural or forestry use. This represents the bulk of land in this use among the four future land use categories. Residential uses comprise 5% (13,868 acres) of all current land use, with nearly all residential characterized as low density single-family within this FLU category. Other land uses, including parks and recreation, public and institutional, industrial, and commercial, each total less than one percent of all current land use within the Rural Resource district. Of note is parks and recreation at 2,179 acres, which is the largest total land area among the four FLU categories. More than 4,453 acres (1.6%) of the land in Rural Resource Development is currently vacant. Because of the rural nature of these areas and a lack of access to primary transportation routes and public water and sewer service, it is unlikely that any major land use changes will be made in the coming decade. However, these areas provide essential open space, forests, wetlands, and prime agricultural lands considered critical to Kershaw County's community character and economic welfare.

More than three-fourths of land in the *Lake Wateree Development* FLU category (8,407 acres) is currently in use for agriculture or forestry. Residential uses comprise 14.3% (1,602 acres) of existing land use in this category, followed by public and institutional uses at 5% (573 acres) and commercial uses at less than 1% (47 acres). Five percent of land in the Lake Wateree Development FLU category (559 acres) is currently vacant. Retirees and families seeking a more affordable option for water access in the fast growing Midlands region could provide residential development opportunities in the Lake Wateree area in the coming years.

Existing land uses in the *Economic Development* FLU category are the most diverse of all future land use categories. More than half of the land (20,320 acres) in the areas designated for Economic Development FLU is currently in agricultural or forestry use. Nearly 15% is in residential use (5,483 acres), 9% is industrial (3,123 acres), 3.3% is commercial (1,135 acres), 1.8% is public and institutional (631 acres), and less than 1% (169 acres) is in use for parks and recreation. Vacant land comprises 10.5% (3,609 acres) of current land use in the Economic Development FLU category. When combined with land in agricultural or forestry use, more than two-thirds of land in the Economic Development FLU (23,929 acres) has the potential to develop in the coming years. Possible future uses could include commercial, industrial, public and institutional, higher density single-family and multi-family residential, or a mixture of these uses within individual developments.

Table 10-3. Major Future Land Use (FLU) Categories and Existing Land Uses

Existing Land Uses	Acres	% of FLU
FLU - Economic Development	34,469.3	100.00%
Agricultural/Forestry	20,320.2	58.95%
Residential	5,482.9	15.91%
Vacant Land	3,608.5	10.47%
Industrial	3,122.9	9.06%
Commercial	1,134.6	3.29%
Public and Institutional	631.3	1.83%
Parks and Recreation	168.8	0.49%
FLU - Lake Wateree Development	11,188.1	100.00%
Agricultural/Forestry	8,407.22	75.14%
Residential	1,601.5	14.31%
Public and Institutional	572.93	5.12%
Vacant Land	559.32	5.00%
Commercial	47.11	0.42%
FLU - Residential Development	120,501.2	100.00%
Agricultural/Forestry	88,293.7	73.27%
Residential	23,738.8	19.70%
Vacant Land	4,989.4	4.14%
Public and Institutional	2,108.1	1.75%
Commercial	862.1	0.72%
Parks and Recreation	383.0	0.32%
Industrial	126.1	0.10%
FLU - Rural Resource Development	282,422.7	100.00%
Agricultural/Forestry	260,159.9	92.12%
Residential	13,867.6	4.91%
Vacant Land	4,453.4	1.58%
Parks and Recreation	2,178.6	0.77%
Public and Institutional	1,315.8	0.47%
Industrial	317.1	0.11%
Commercial	130.3	0.05%

2. Future Development Opportunities and Challenges

Kershaw County has an abundance of opportunities to support future growth and development. The County's strategic location along the busy I-20 corridor in the growing Columbia metropolitan region and proximity to the Charlotte and Greenville metropolitan regions makes it attractive to prospective businesses and industries, as evidenced by the County's expanding manufacturing base. The County's location is also a draw for potential residents who are seeking a more rural or smaller town lifestyle within an easy drive of the employment centers in

the greater Columbia area. Retirees are also increasingly drawn to the area, whether looking for a more affordable option for lakeside living near an historic and thriving small city or are veterans seeking retirement near a major military installation and Veterans Administration healthcare facility. The need for higher educational attainment and specialized job skills to meet the needs of existing and prospective higher wage industries and businesses is being addressed through job training programs and facilities provided at the Kershaw County campuses of Central Carolina Technical College. The desirability of Kershaw County as a place to live, work and play is further enhanced by an abundance of historic, cultural, and natural resources; a strong sense of community; a school district consistently recognized for student achievement; and the availability of quality health care at KershawHealth Medical Center.

A wide range of factors will shape this development potential including the economy, development intent of private property owners, regional growth trends, and the availability of utilities – particularly sewer. The limited availability of sewer service poses a formidable challenge to economic growth and development in many areas of the County. Kershaw County, service providers, and other partners must continue to seek ways to address the expansion of sewer facilities in these areas.

Another key concern identified in the recent *Vision Kershaw 2030* process, and supported by employment and journey to work data, is the need for more well-paying local jobs. This results in nearly half of Kershaw County workers commuting to employers outside of the County to work each day. Continuing economic development efforts that include the establishment of the Central SC Megasite and other industrial parks, along with job training initiatives through Central Carolina technical College and the Kershaw County School District, are aimed at increasing local job opportunities and strengthening the County's economic base.

Perhaps the greatest challenge in planning for future growth and development in Kershaw County is maintaining a balance between honoring the history of the area and preserving and protecting cultural and natural resources, while at the same time encouraging complimentary commercial, industrial, and residential growth.

Despite these challenges, a combination of local factors continues to spark interest and potential for economic growth. These factors include the County's extensive historic and natural resource base, its strategic and accessible location along a prime transportation corridor in the Midlands region, rapid growth and rising land prices in neighboring Richland County, focused investments in advanced training and workforce development, and a coordinated and welcoming governmental and civic climate for economic development in Kershaw County. A key component of this opportunity is the County's historically strong and active equine community, which is supported by world class facilities and events.

Perhaps most important to the County's future is the vision of its residents and elected officials and their commitment to plan implementation. Community leaders and residents have proven their desire and capability to set ambitious goals, employ creative strategies, and leverage innovative partnerships to accomplish significant shared goals. Recent successes have included

development of the *Vision Kershaw 2030* plan in 2016, passage of the one percent education improvement sales tax in 2017, development of the Central SC Megasite, and the proactive expansion of the Kershaw County campus of Central Carolina Technical College to meet long-term needs of residents and industries.

3. Future Land Use Focus Issues

The Land Use Element is the culmination of the goals, objectives, and implementation strategies developed in the other eight plan elements and provides a blueprint for the development of the community for the coming decade. The Future Land Use Map and the accompanying goals, objectives and implementation strategies provide the basis for policy decisions impacting the general location, density, and intensity of land uses with the overarching goals of enhancing and preserving community character; protecting natural, cultural and historic resources; reducing sprawl; ensuring adequate public services; promoting sound fiscal management and allocation of resources; and meeting long-term community needs for infrastructure, facilities and employment opportunities.

The benefits of land use planning are many. Planning for growth enables the County to facilitate the delivery of more efficient and cost-effective services by encouraging development in areas where services already exist or can be more easily provided. The Plan also protects property values of residents and businesses, while encouraging additional investments by providing a reliable idea of how and where growth will occur. Sound planning helps balance the need for quality of life amenities and the economic activity that is necessary to sustain this quality of life for the County and its residents.

The *Vision Kershaw 2030* project identified key issues related to land use planning. The extensive planning process conducted by Kershaw County during the development of the *2017-2027 Comprehensive Plan* centered on each of the eight core comprehensive planning themes that precede the Land Use Plan. Key issues that were identified through these two efforts are summarized in following subsections. A number of these related issues can be addressed concurrently through the exploration of solutions that are jointly developed by committees, area providers, and elected and appointed officials.

a. *Gateway Improvements*

Major transportation gateways into Kershaw County include I-20 at exits 87 (White Pond Road), 92 (U.S. Highway 601), and 99 (U.S. Highway 521); U.S. Highway 1 to the east (Chesterfield County) and west (Richland County); and U.S. Highway 521 to the north (Lancaster County) and south (Sumter County). These key transportation routes into the County pose an opportunity to provide an all important first impression for visitors and potential businesses and industries. Such entrances also convey a pleasant and inviting drive and community identity for residents and commuters who regularly travel these routes. Improvements to the County's major gateways could include the addition of landscaping and wayfinding signage, as well as requirements related to property maintenance, signs, setbacks, screening, and land use. One

option for the implementation of improvements and requirements is the creation of overlay districts specifically designed to address the unique needs of each gateway corridor.

b. Reduced reliance on septic tanks in residential development

As noted in the Natural Resources Element, there are many areas in Kershaw County where the use of septic tanks for sewage disposal is limited based on soil absorption. However, access to public wastewater treatment is very limited, with service provided in the City of Camden and areas north and west of the City, in the Elgin and Lugoff communities, and along U.S. Highway 1. Service is also provided to the Kelsney Ridge, Heath Pond and Wood Trace subdivisions in the West Wateree area. Incentives should be explored to encourage developers and individuals to use public sewer where available. Options for the expansion of existing County wastewater facilities and support for the expansion of City facilities should also be sought and considered.

c. Park, trail, and greenway expansion

A key quality of life component in any community is public access to parks and green spaces, as well as opportunities to bike, run and walk for recreation, health, and as a mode of travel. The 2012 *Kershaw County Bicycle, Pedestrian and Greenways Plan* envisions “a connected network of on- and off-street bikeways, walkways, and trails that provide safe and family-friendly access between neighborhoods and community destinations for all ages and abilities.” Both the 2012 *Kershaw County Recreation Master Plan* and the *Bicycle, Pedestrian and Greenways Plan* discuss the need for additional recreation facilities in Kershaw County and provide recommendations on how best to meet these needs. While a number of projects recommended in the Recreation Master Plan have been completed several remain, including construction of a new park on Potter Road in Elgin and upgrades to several existing parks. The *Bicycle, Pedestrian and Greenways Plan* recommends the addition of 420.5 miles of new on-street bikeways and walkways and 165.5 miles of new off-street greenways along with increased bicycle parking to create a comprehensive and safe network. The half-mile Sweet Gum Trail connecting Scott and Woodward parks is under construction and is the only recommended project underway, with none completed to date. The County should explore options and seek funding opportunities, including partnerships, to implement the recommendations of the Recreation Master Plan and Bicycle, Pedestrian and Greenways Plan to expand public access to parks, trails and greenways.

d. Comprehensive review and update of Zoning and Land Development Regulations

The Kershaw County Zoning and Land Development Regulations (ZLDR) was adopted in 2010. Although the Ordinance has been amended since that time, a comprehensive review and update is needed to ensure that the regulations continue to meet the needs of the community. The review and update should address a number of issues identified in *Vision Kershaw* and the *Comprehensive Plan*. Among these is the need for more usable open space and amenities in neighborhoods. Regulation updates are also needed for the area surrounding the Kershaw County Airport that incorporate recommendations from the Federal Aeronautics Administration and the S.C. Aeronautics Commission, to protect the Airport from encroachment by

incompatible uses, and to ensure that impacts are mitigated for existing residential and other uses in the airport environs.

e. Focused Area Studies

Increased development pressure and unique features have created the need for a more detailed study of land use issues and needs for several areas in Kershaw County. These focus areas include the fast-growing West Wateree area that stretches along U.S. Highway 1 from Lugoff to the Richland County border, lands surrounding Lake Wateree, and lands adjacent to the City of Camden. Each of these areas is unique, requiring an examination of the specific growth issues and an exploration of options for addressing their issues and needs within the greater context of the County as a whole.

f. Community Property Maintenance and Nuisance Requirements

Properties that fall into disrepair or are not maintained are not only eyesores, they can also negatively impact property values and discourage investment in the surrounding area. However, property maintenance regulation can be difficult to administer and enforce. This is particularly true for counties. The perception of what is acceptable in rural areas, where neighbors are generally not within close proximity to each other, can vary widely from expectations in suburban areas that are more densely developed.

g. Expanded access and use of Wateree River

Kershaw County is blessed with abundant natural resources. One of the most prominent features is the Wateree River. While public access to Lake Wateree is available, access to the Wateree River remains limited. *Vision Kershaw 2030* includes a number of recommendations aimed at increasing public access to the River, including new opportunities for recreation and entertainment. Options should be explored to develop public use spaces and incentivize appropriate development along the River.

C. GOALS, OBJECTIVES AND STRATEGIES FOR IMPLEMENTATION

The goals, objectives and strategies for implementation (GOIS) table summarizes the actions that will be undertaken in the coming decade to achieve to achieve the goals and objectives identified in the element. Element goals are broad based ideals that are intended to guide the future of the community, while an objective is a more specific elaboration of a goal that also provides direction. Together the goals and objectives outline the framework for the element and provide the basis for the more detailed and specific plan strategies. Each implementation strategy includes a listing of the agencies that will be accountable for the implementation of the strategy, as well as a time frame for the completion of the strategy.

Goals/Objectives/Strategies	Accountable Agency	Time Frame for Completion
Goal 10.1. Shape a built and spatial environment that allows the County and its communities to flourish.		
Objective 10.1.1. Preserve and enhance the unique aspects of individual communities.		
<u>Strategy 10.1.1.1.</u> Establish a variety of financing mechanisms for public investments associated with new residential, commercial, and industrial developments.	Kershaw County	2026
<u>Strategy 10.1.1.2.</u> Pursue policies that preserve and promote the unique nature of individual communities, downtowns, key buildings, streets, and public spaces.	Kershaw County Municipalities	Ongoing
<u>Strategy 10.1.1.3.</u> Develop appealing wayfinding signage that facilitates identification and access to neighborhoods and businesses.	Kershaw County Municipalities	2023
Objective 10.1.2. Utilize Lake Wateree and the Wateree River as focal resource zones.		
<u>Strategy 10.1.2.1.</u> Incentivize development of a riverfront recreation, entertainment, and commercial district on the Wateree River between Lugoff and Camden.	Kershaw County Private Developers	On-going
<u>Strategy 10.1.2.2.</u> Develop public use space along the Wateree River at U.S. Highway 1 between Lugoff and Camden, to include walking paths and a conference and event center.	Kershaw County	2019
<u>Strategy 10.1.2.3.</u> Establish mixed-use town centers, including restaurants, commercial, retail, and residential space, adjacent to Lake Wateree to encourage sustainable growth and accessible services to residents.	Kershaw County Private Developers	2026
Objective 10.1.3. Encourage sustainable agriculture and forestry.		
<u>Strategy 10.1.3.1.</u> Explore options for optimizing land use to ensure compatibility of other land uses with rural agriculture and forestry.	Kershaw County	On-going
Goal 10.2. Enable and promote land use development that meets the current and future needs of Kershaw County residents and businesses.		
Objective 10.2.1. Enable and promote the development of a broad range of housing choices to meet the needs of residents and accommodate a variety of economic levels, age groups, and preferences.		
<u>Strategy 10.2.1.1.</u> Provide opportunities for an appropriate mix of housing types, sites, sizes and prices to meet the current and projected housing needs of County residents.	Kershaw County Public and Private Developers	On-going
<u>Strategy 10.2.1.2.</u> Encourage new and innovative approaches to residential development that will expand housing options.	Kershaw County Public and Private Developers	On-going
<u>Strategy 10.2.1.3.</u> Encourage residential redevelopment and infill within existing communities.	Kershaw County Public and Private Developers	On-going
<u>Strategy 10.2.1.4.</u> Explore ways to incorporate consideration of potential impacts on schools, water and sewer systems, transportation systems, and natural and cultural resource conservation areas in development review and land use regulation.	Kershaw County	On-going

Goals/Objectives/Strategies	Accountable Agency	Time Frame for Completion
Objective 10.2.2. Enable and promote a variety of commercial uses and development in locations that are appropriate and compatible with surrounding land uses, that provide employment opportunities, and that serve the needs of residents.		
Strategy 10.2.2.1. Consider adding a mixed use zoning district to accommodate a mixture of commercial and residential uses in appropriate locations.	Kershaw County	2019
Strategy 10.2.2.2. Explore requirements and incentives that will ensure that commercial uses are compatible with adjacent land uses and mitigate negative traffic impacts.	Kershaw County	2019
Strategy 10.2.2.3. Accommodate the location of neighborhood commercial and service uses within proximity of residential uses in appropriate locations, while maintaining adequate buffering and transitions between uses.	Kershaw County	On-going
Strategy 10.2.2.4. Encourage the clustering of pedestrian-friendly neighborhood commercial development near residential areas to enable and encourage walking and biking to essential services.	Kershaw County	On-going
Strategy 10.2.2.5. Incorporate review of potential impact on community facilities, utilities, transportation systems, adjacent and nearby land uses, and natural and cultural resources in the commercial development review and permitting process.	Kershaw County	2019
Strategy 10.2.2.6. Require larger scale commercial development to locate in areas of minimal impact to established residential uses, with access to roads that can accommodate the additional traffic that will be generated.	Kershaw County Municipalities	On-going
Strategy 10.2.2.7. Explore the development of requirements that discourage strip commercial development with multiple curb cuts that disrupt traffic flow.	Kershaw County Municipalities	2023
Strategy 10.2.2.8. Encourage and promote adaptive reuse of existing commercial structures.	Kershaw County Municipalities	On-going
Objective 10.2.3. Enable and promote the location of new industrial uses and expansion of existing industrial uses in appropriate locations.		
Strategy 10.2.3.1. Encourage development of industrial uses in appropriate areas that will maximize the potential for safe and efficient operations, ensure compatibility with nearby land uses, and minimize public infrastructure and service costs.	Kershaw County KCEDO	On-going
Strategy 10.2.3.2. Encourage the development and/or expansion of industrial uses that do not cause detrimental impacts to neighbors or the environment.	Kershaw County	On-going
Strategy 10.2.3.3. Promote the location of industrial uses in areas with environmental characteristics (slope, soils, etc.) capable of accommodating such uses.	Kershaw County KCEDO	On-going
Strategy 10.2.3.4. Identify appropriate lands for future industrial development and protect the identified lands, as well as existing industries, from encroachment by incompatible land uses.	Kershaw County	2023
Strategy 10.2.3.5. Encourage redevelopment of vacant brownfield and greyfield industrial sites.	Kershaw County KCEDO	On-going
Goal 10.3. Provide adequate public facilities and services to serve the current and future needs of Kershaw County residents and employers.		
Objective 10.3.1. Encourage and support the expansion and upgrade of infrastructure facilities and services to meet current and future needs.		
Strategy 10.3.1.1. Support facility upgrades and expansion of sewer service to adequately accommodate existing and future development in appropriate areas.	Kershaw County City of Camden Other Sewer Service Providers	On-going
Strategy 10.3.1.2. Support facility upgrades and expansion of water service to adequately accommodate existing and future development in appropriate areas.	Kershaw County City of Camden Bethune Rural Water Town of Bethune Kershaw-Lee County Rural Water Authority Lugoff-Elgin Water Authority	On-going
Strategy 10.3.1.3. Consider requirements and incentives for developers and individuals to use public sewer where available, particularly in environmentally sensitive areas near Lake Wateree and the Wateree River.	Kershaw County	2023

Goals/Objectives/Strategies	Accountable Agency	Time Frame for Completion
Objective 10.3.1. Encourage and support the expansion and upgrade of infrastructure facilities and services to meet current and future needs (Continued).		
<u>Strategy 10.3.1.4.</u> Encourage the location of new and expanded residential, commercial and industrial development in areas where existing water and sewer facilities, roads, and other infrastructure, or planned facilities upgrades, can accommodate the development.	Kershaw County	On-going
<u>Strategy 10.3.1.5.</u> Consider amending the ZLDR to require demonstration of adequate public infrastructure (water, sewer, schools, roads, public safety, etc.) when applying for rezoning or special exception.	Kershaw County	2019
<u>Strategy 10.3.1.6.</u> Enhance coordination among public utility providers on future service and facility expansion plans.	Kershaw County Utility Providers	2023
Goal 10.4. Expand and promote opportunities for recreation.		
Objective 10.4.1. Expand public access to parks, trails and greenways.		
<u>Strategy 10.4.1.1.</u> Implement the recommendations of the <i>Kershaw County Recreation Master Plan</i> and update the Plan on a regular basis.	Kershaw County Municipalities	On-going
<u>Strategy 10.4.1.2.</u> Implement the recommendations of the <i>Kershaw County Bicycle, Pedestrian and Greenways Plan</i> and update the Plan on a regular basis.	Kershaw County Municipalities Community Partners	On-going
<u>Strategy 10.4.1.3.</u> Identify potential sites for future parks and recreational spaces, through the <i>Recreation Master Plan</i> update process.	Kershaw County Municipalities	On-going
<u>Strategy 10.4.1.4.</u> Amend the ZLDR to require open space in new residential and industrial developments that is usable for passive and/or active recreation.	Kershaw County Developers	2019
<u>Strategy 10.4.1.5.</u> Explore options for providing public access to a large site or combination of sites (10,000+ acres) for horseback riding, mountain biking, and other recreation.	Kershaw County SCPRT SCDNR Land Owners	2023
<u>Strategy 10.4.1.6.</u> Explore options, including public/private partnerships, to convert the former Norfolk Southern rail corridor to a greenway.	Kershaw County City of Camden Public and Private Partners	2026
Objective 10.4.2. Expand public access to Lake Wateree and the Wateree River.		
<u>Strategy 10.4.2.1.</u> Explore options for expanding public access to Lake Wateree for recreational activities such as fishing, boating, and swimming.	Kershaw County SCDNR Duke Energy	On-going
<u>Strategy 10.4.2.2.</u> Explore options for providing public access to the Wateree River for recreational activities such as fishing, paddling, and swimming.	Kershaw County SCDNR SCPRT	On-going
Goal 10.5. Implement the goals and objectives of the Comprehensive Plan.		
Objective 10.5.1. Review and update land use regulations as appropriate to implement the goals and objectives of the Comprehensive Plan and VisionKershaw 2030.		
<u>Strategy 10.5.1.1.</u> Update the ZLDR to implement the goals and objectives of the Comprehensive Plan and VisionKershaw 2030.	Kershaw County	2019
<u>Strategy 10.5.1.2.</u> Update regulation of areas near the Kershaw County Airport to incorporate FAA and S.C. Aeronautics Commission updates, protect the airport from encroachment, and protect residential and other uses from impacts related to proximity with the Airport.	Kershaw County Kershaw County Airport Commission SC Aeronautics Commission	2019
<u>Strategy 10.5.1.3.</u> Review and update sign regulations in the ZLDR as needed to ensure that they are fair and reasonable.	Kershaw County	2019
<u>Strategy 10.5.1.4.</u> Amend the ZLDR to require and incentivize the establishment and ongoing function of property owners associations with responsibility for maintenance of amenities and infrastructure shared among property owners.	Kershaw County	2019
<u>Strategy 10.5.1.5.</u> Amend the ZLDR to strengthen open space requirements for residential and industrial developments.	Kershaw County	2019
<u>Strategy 10.5.1.6.</u> Explore the need and options for implementation and enforcement of regulations related to community appearance, property maintenance, and nuisance as appropriate for different development types including suburban, rural, commercial, and residential areas.	Kershaw County	2023

Goals/Objectives/Strategies	Accountable Agency	Time Frame for Completion
Objective 10.5.2. Conduct specialized plans as needed that focus on land use and development issues specific to unique areas or corridors.		
Strategy 10.5.2.1. Conduct a focused area study of the fast growing West Wateree area that stretches along U.S. Highway 1 from Lugoff to the Richland County border.	Kershaw County Town of Elgin	2019
Strategy 10.5.2.2. Conduct a focused area study of the areas surrounding Lake Wateree.	Kershaw County	2023
Strategy 10.5.2.3. Conduct a focused area study of areas adjacent to the City of Camden.	Kershaw County City of Camden	2023
Strategy 10.5.2.4. Conduct a focused area study of the Wateree River area to determine land use needs and options for development of public use spaces and appropriate residential and commercial development.	Kershaw County SCDNR Private Developers	2019
Strategy 10.5.2.5. Develop improvement plans for the major gateways into the County at: I-20 at White Pond Road, S.C. Hwy. 34 East, U.S. Highway 601, and U.S. Highway 521; U.S. Highway 521 at the Chesterfield and Richland County lines; and U.S. Highway 521 at the Lancaster and Sumter County lines.	Kershaw County	2023
Objective 10.5.3. Work closely with municipalities and community partners to implement goals and objectives.		
Strategy 10.5.3.1. Coordinate and collaborate with the County's municipalities to implement specific goals and objectives of the Comprehensive Plan.	Kershaw County Municipalities	On-going
Strategy 10.5.3.2. Seek partnerships with public and private organizations and agencies to implement the goals and objectives of the Comprehensive Plan as appropriate.	Kershaw County Public & Private Organizations and Agencies	On-going
Strategy 10.5.3.3. Participate in future updates of the City of Camden, Town of Bethune and Town of Elgin Comprehensive Plans to coordinate land use and related planning efforts.	Kershaw County City of Camden Town of Bethune Town of Elgin	On-going
Objective 10.5.4. Monitor and evaluate Comprehensive Plan implementation progress.		
Strategy 10.5.4.1. Formalize a priority list of Comprehensive Plan strategies through the development of an Implementation Element to facilitate Plan implementation.	Kershaw County	On-going
Strategy 10.5.4.2. Track the status of implementation strategies for all elements as detailed in the Implementation Element.	Kershaw County	On-going
Strategy 10.5.4.3. Conduct an annual review of the goals and objectives of the Comprehensive Plan to assess implementation progress.	Kershaw County	On-going
Strategy 10.5.4.4. Conduct a periodic review and update of the County's Comprehensive Plan at least once every five years to ensure relevance, accountability, and timelines.	Kershaw County	2022
Strategy 10.5.4.5. Prepare a new County Comprehensive Plan every ten years to ensure relevance to County needs.	Kershaw County	2027