



Orangeburg County
Eastern Orangeburg County Sustainability Study

Toolbox of Local Government Approaches for Managing Growth

A Companion Document for the Eastern Orangeburg County Sustainability Study



Prepared for Orangeburg County and the Lower Savannah Council of Governments
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C L A R I O N

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1. Introduction

This document is a compendium document to the *Eastern Orangeburg County Sustainability Study*. The purpose of this document, the *Toolbox of Local Government Approaches*, is to provide local governments in Eastern Orangeburg County with a list of tools and strategies that other communities have implemented and that can assist these communities with achieving the goals of the regional *Sustainability Study* planning effort. The Toolbox is intended to serve as a quick reference guide for local governments looking to find solutions for the following planning topics:

- Developing Community Plans
- Creating a Successful Public Outreach and Public Engagement Plan
- Revitalizing Community Cores
- Fostering Quality Sustainable Development
- Protecting the Environment and Working Farmlands
- Managing Urban Growth
- Coordinating Utility Infrastructure Planning
- Establishing Countywide Broadband Service
- Managing Transportation Networks that Cross Jurisdictions
- Fostering Local Economic Development
- Creating a Community Ethic of Learning and Higher Expectations
- Planning for Public Funding Needs

This Toolbox provides examples of several tools that can be applied to achieve each of the listed planning topics, and includes references to information sources for obtaining more in depth information about each planning tool. The relative impacts of planning tools are compared to illustrate the potential effectiveness of each tool, as determined by professional experience of practicing planners involved in this project. Case studies for each planning topic are highlighted as examples of planning tools in action, and steps to implement the strategies are outlined.

Some of the tools discussed in this *Toolbox* are more local in nature, and some are more regional. The intent is that communities in Eastern Orangeburg County will use this document as a resource when implementing the specific action strategies outlined in the *Eastern Orangeburg County Sustainability Study*.

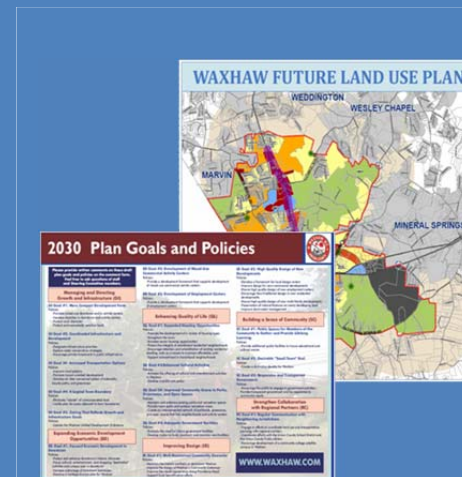
Resources to Learn More:

- *The Practice of Local Government Planning* (Municipal Management Series) by Charles Hoch
- *The Citizens Guide to Planning* by Chris Duerksen, Greg Dale, and Don Elliott
- *Comprehensive Planning Guide for Local Governments* by the Municipal Association of South Carolina¹
- *Putting Smart Growth to Work in Rural Communities* by the US EPA and ICMA²

Steps to Implement³:

1. Create a Community Inventory of Assets and Existing Conditions
2. Engage the Community to Generate a Community Vision
3. Create a Framework for Future Land Use and Community Policies
4. Coordinate Planning Efforts with Regional and Neighboring Communities
5. Create a Detailed Implementation Component that Outlines Actions, Responsible Parties, and a Timeline

worked with the committee to review existing conditions, conduct polling exercises and other public outreach activities, evaluate current policies and plans, and draft the comprehensive plan. The plan provides specific strategies for managing future growth with neighboring jurisdictions, encouraging development of new employment opportunities, and revitalizing the historic downtown. It is a great example of planning on a “small town budget.” Waxhaw adopted the plan in 2009.



The Waxhaw Comprehensive Plan provides a strategy for maintaining small town, rural character within a burgeoning metropolitan region.

¹ <http://www.masc.sc/SiteCollectionDocuments/Land%20Use%20Planning/Comp%20Planning%20Guide.pdf>

² http://www.epa.gov/smartgrowth/sg_rural.htm

³ See also Local Action Strategy #2: Manage Growth Through Consistent Local Land Use Planning in the *Eastern Orangeburg County Sustainability Study*.

B. Creating a Successful Public Outreach and Public Engagement Plan

Tools and Relative Impact:



Description of Tools:

Public Outreach (OUT)

Public outreach is the practice of providing information to citizens of a community as part of a planning related activity, such as development of a plan. Typically, this information educates citizens about the purpose and outcomes of a planning initiative, advertises events, like a public workshop, and provides technical information, such as reports and studies conducted as part of a planning effort.

Public outreach vehicles include public information meetings, local media sources (radio, television, and internet), established local social and communication networks, a project website, social networking media, emails to listservs, and newsletters.

Public Engagement (ENG)

Public engagement is the practice of gaining information from citizens of a community as part of a planning related activity. This information is used to help define components of a plan, such as a community vision. Examples of ways to engage the public in planning initiatives include public workshops (visioning, key community choices, visual preference surveys), online and hard-copy surveys, and planning blogs/discussion boards.

Case Study

Community of Choices Workshop for Rock Hill, SC

In an innovative public participation effort, Rock Hill, South Carolina, with assistance from a consultant team, conducted a three-day land use workshop – the *Community Choices Studio*. The provocative tagline “Tell the City Where to Go” caught much attention from the community and resulted in excellent attendance for the two public events held. At the first meeting, citizens were asked to identify the strongest places and weakest places in the city, helping the planning team to identify areas needing protection and areas needing adjustment. They were also asked to participate in an anonymous keypad polling exercise focused on collecting input that would help the team develop land use principles and a land use framework for the plan.

On the third night, the planning team presented the findings from the three-day studio and asked for confirmation of these ideas. Citizens again were polled and expressed significant support for a land use pattern that capitalizes on regional employment growth opportunities while also focusing on redevelopment and revitalization on three aging community corridors.

The results of this planning exercise were the foundation for development of the city’s goals, objectives, and implementation strategies for its land use plan that was adopted in the fall of 2010.

Resources to Learn More:

- *Public Engagement Publications & Resources by the Institute for Local Government*⁴
- *Citizens Building Communities: The ABCs of Public Dialogue by the League of Women Voter*⁵

Steps to Implement:

1. Define Goals of Public Outreach / Engagement, Including Stakeholders for Targeted Outreach and Engagement
2. Identify the Local Social and Communication Networks in Place (e.g., community calendars, Church message boards, local television, radio, etc.)
3. Identify New Methods for Outreach / Engagement that are Feasible Given Local Government Budgets and Staff Capacity (consider recruiting volunteers from community)
4. Prepare a Plan for Outreach / Engagement, Identifying the Schedule, Responsible Parties, and Specific Strategies to be Used



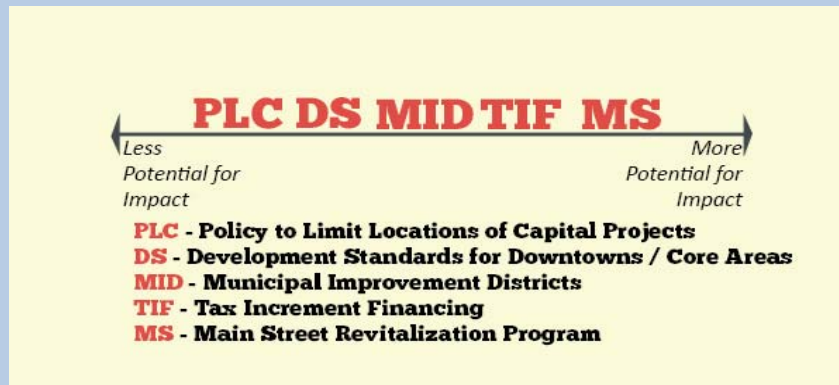
The Community of Choices Workshop provided residents and business owners with an opportunity to participate directly in the planning for future growth, development, and redevelopment in Rock Hill, South Carolina.

⁴ <http://www.ca-ilg.org/PEpubs>

⁵ http://www.ca-ilg.org/sites/ilgbackup.org/files/resources/Building_Communities_The_ABCs_of_Public_Dialogue.pdf

C. Revitalizing Community Cores

Tools and Relative Impact:



Description of Tools:

Policy to Limit Public Investments to Areas Within Certain Distance of Town Centers (PLC)

Communities can set policies to limit public investments for capital improvements to areas that are within a certain distance of town centers for the purpose of encouraging reinvestment and revitalization in these established areas. Under the South Carolina Priority Investment Act (2007), local governments are given the ability to and encouraged to identify specific locations to target future investments.

Specific Development Standards for Downtown / Core Centers (DS)

Special development standards for downtowns and core centers of communities are often established to better address the special character of these places. Downtown and core center standards often promote pedestrian-level activity over vehicular travel, uphold and protect historic character, and create visually appealing and attractive environments. Examples of standards for downtown and core center areas include: side or rear parking, orientation of buildings, building mass, building height, architectural design, provision of pedestrian and bicycle amenities, and landscaping.

Case Study

Rejuvenating Downtown: The Newport Pennsylvania Story

The Borough of Newport, Pennsylvania experienced a dramatic turnaround over the last decade spurred by the establishment of Newport Revitalization, Inc (NRI), a local nonprofit dedicated to the rejuvenation of Newport's downtown. Once boarded up buildings are now home to thriving retailers, deteriorating building facades have been renovated, and main street was renovated and reconstructed.

Founded in 1990 by just a handful of residents concerned about the decline of downtown, NRI has blossomed into a widely supported organization. Not long after forming, the group obtained both non-profit and 501 (C) (3) status, which has enabled them to obtain outside financial resources. While the heart of the organization remains a few committed individuals, its membership today exceeds 400 people. The group's activities are guided by a strategic plan. The planning process contained several elements: a consumer survey and market analysis, a business owner survey and analysis, and a preliminary historic sites survey. This information was then used to guide the implementation plan, which offered guidance on marketing, physical rehabilitation, business development and organization of the effort itself.

Since its beginnings, NRI has recognized the importance of broad community support. To achieve this support, NRI focused its early efforts on small, visible accomplishments that generate enthusiasm for the effort. One notable accomplishment has been façade restoration of many of the downtown buildings. Recognizing that façade renovation can be costly, NRI aggressively pursued grant money to help local

Municipal Improvement Districts (MID)

Municipal improvement districts are geographic districts established to provide targeted capital improvements as part of revitalization efforts. Special assessment bonds are issued by the local government and secured by special assessments imposed on property located in a Municipal Improvement District. Landowners pay special assessments to the local government; the special assessment is generally levied in relation to the benefit a property receives from an improvement project, not the actual value of the property. Examples of capital improvements made in Municipal Improvement Districts include recreational facilities, pedestrian facilities, sidewalks, storm drains, or water course facilities or improvements, the relocation, construction, widening, and paving of roads and streets, any building or other facilities for public use.

Tax Increment Financing (TIF)

Tax Increment Financing is defined as a geographic district established in order to attract private developers to blighted areas in need of redevelopment. Tax increment financing works by using increased tax revenues of a redevelopment area to fund improvements and incentives for rehabilitation. TIF districts do not raise the property tax rates on TIF district taxpayers, but merely reallocate tax revenues to the local government that issues the TIF bonds. Under South Carolina statutes, municipalities and counties can create TIF districts.

Main Street Revitalization Program (MS)

The Main Street Four-Point Approach[®] is a unique preservation-based economic development tool that enables communities to revitalize downtown and neighborhood business districts by leveraging local assets - from historic, cultural, and architectural resources to local enterprises and community pride. Developed by the National Trust for Historic Preservation, this is a comprehensive strategy that addresses the variety of issues and problems that challenge traditional commercial districts.

Resources to Learn More:

- *Main Street South Carolina⁶*
- *South Carolina State Historic Preservation Office⁷*

⁶ <http://www.masc.sc/programs/knowledge/Pages/Main-Street-SC.aspx>

⁷ <http://shpo.sc.gov/>

businesses achieve this goal. The group researched organizations that provide money for these types of projects, and received a \$25,000 grant from Pennsylvania Power and Light (PP&L). Because the grant required a match from local businesses, the local bank was enlisted to provide low interest loans to businesses enrolled in the façade program.

According to members of NRI, the visible success of the façade program helped the community rally around the initiative. Other efforts also showcase visible progress, including an annual community clean-up day (with local school participation) and flower planting, which helps build community ownership of the revitalization process.

The organization also actively promotes itself. The local paper features a periodic column that highlights NRI's recent activities, the group produces a newsletter, and a family of web pages has been created that outlines the organization and discusses past, ongoing and planned activities.

Still, the organization has had to overcome several obstacles. The initial streetscape grant proposal was rejected, and the subsequent application became a drawn out affair, full of stops and starts. According to NRI, the operative word was "patience." Also, while the group has a large membership, much of the 'heavy lifting' is done by a relatively small handful of people. An ongoing challenge for the organization is recruiting new volunteers to take active roles in the process.

- *Investing in South Carolina’s Future by Preserving Our Past, Report of the Governor’s Task Force on Historic Preservation and Heritage Tourism*⁸
- *Downtown Planning for Small and Midsized Communities by Philip L. Walker, AICP*
- *TIFS, MIDS, CDDS, SSRBS: The Alphabet Soup of Development Financing Incentives by Howell Linkous & Nettles, LLC (Charleston, SC)*⁹
- *USDA Rural Center’s National Agricultural Library – Downtown Revitalization Selections*¹⁰

Steps to Implement:

1. Establish a Downtown Revitalization Committee Comprised of Business Members, Neighborhood Representatives, Local Government Representatives, Chambers of Commerce and other Stakeholders – (consider forming a nonprofit 501-c3 to gain access to available funding sources)
2. Complete a SWOT (Strengths, Weaknesses, Opportunities, Threats) or Similar Analysis to Identify the Key Issues Needing to Be Addressed
3. Survey Business Owners and Customers to Better Understand Market Shortfalls and Opportunities
4. Develop a Plan for Revitalization to Include Specific Action Strategies, Targeted Funding Sources, and Actors Responsible for Implementation



Through the work of its citizens and business owners, Downtown Newport, Pennsylvania has been renovated and revitalized and is the vibrant heart of the community.

-Case Study Excerpts taken from A Manual for Small Downtowns, by Martin Shields and Tracey Farrigan of The Pennsylvania State University, April 2001

⁸ <http://shpo.sc.gov/NR/rdonlyres/2B5BF1E7-7A26-4F41-BEAB-AB1EB53ADA4C/0/taskfrc2.pdf>

⁹ <http://www.bond-law.com/publications-research/>

¹⁰ <http://www.nal.usda.gov/ric/ricpubs/downtown.html#bid>

construction elements that bring buildings and infrastructure together into a neighborhood and relate the neighborhood to its landscape as well as its local and regional context. Local governments can use this rating system as a tool for evaluating how well new development projects achieve neighborhood sustainability. Some communities have actually adopted the rating system as a set of standards within their development ordinances.

Design Guidelines / Zoning and Development Standards (DS)

More and more, communities are incorporating sustainability principles into their local community development ordinances. From maximizing the use of available land, promoting pedestrian and bicycle access and safety, improving water conservation measures, promoting alternative energy generation, and protecting natural resources, development ordinances are one of the most successful tools for implementing sustainability concepts at the local level. The Rocky Mountain Land Use Institute has developed a beta version of a Sustainable Community Development Code that provides examples of sustainability standards that can be incorporated into development codes.

Resources to Learn More:

- *Urban Land Institute (ULI) Regional Growth Toolkit– South Carolina Chapter*¹¹
- *Supporting Sustainable Rural Communities by the Partnership for Sustainable Communities (EPA, HUD, DOT)*¹²
- *US Green Building Council’s LEED® for Neighborhood Development (LEED-ND)*¹³
- *Sustainable Community Development Code prepared by the Rocky Mountain Land Use Institute*¹⁴
- *Essential Smart Growth Fixes for Urban & Suburban Zoning Codes, produced for the EPA Office of Smart Growth*¹⁵

¹¹ <http://southcarolina.uli.org/>

¹² http://www.sustainablecommunities.gov/pdf/Supporting_Sustainable_Rural_Communities_FINAL.PDF

¹³ <http://www.usgbc.org/DisplayPage.aspx?CMSPageID=148>

¹⁴ <http://law.du.edu/index.php/rmlui/rmlui-practice/code-framework/model-code>

¹⁵ http://www.epa.gov/smartgrowth/essential_fixes.htm

safety, and otherwise increase the development’s sustainability—providing incentives to encourage even greater use of sustainable development practices.



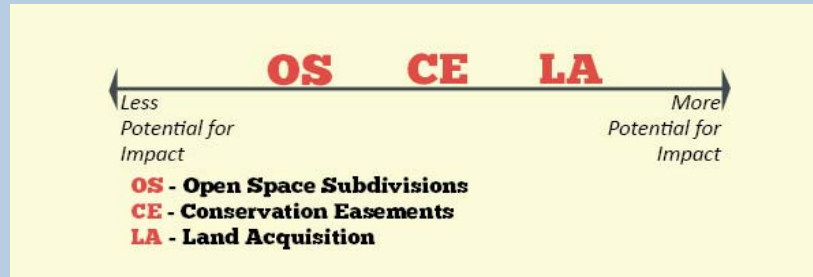
Sustainable development goals established in Biloxi’s new comprehensive land use plan have been incorporated as formal standards within the city’s new development ordinance.

Steps to Implement:

1. Conduct an Audit of Public Operations and Community Development Practices to Identify Opportunities for Better Achieving Sustainability Principles
2. Engage the Community to Generate a Set of Sustainability Goals for the Community
3. Identify the Appropriate Tools for Incorporating Sustainable Development Concepts into Public Operational Policies and Land Development Approval Processes
4. Revise Community Policies and Programs to Incorporate Sustainable Development Goals

E. Protecting the Environment and Working Farmlands

Tools and Relative Impact:



Description of Tools:

Open Space Subdivisions

An open space subdivision is a voluntary alternative to traditional subdivision development. It is designed to permit single-family residential development that allows variations in lot area and setback standards when a large portion of the development site is set-aside as open space. This option does not limit development potential, but instead clusters units on smaller lots. Generally, an open space subdivision has three primary characteristics: smaller building lots than allowed under base zoning, more open space, and the protection of natural features. Open space areas are permanently protected as open space lots, as land dedicated to a local government, or are placed under a conservation easement.

Conservation Easements

A conservation easement is a transfer of usage rights which creates a legally enforceable land preservation agreement between a landowner and a municipality or a qualified land protection organization (often called a "land trust"), for the purposes of conservation. It restricts real estate development and certain other activities on a property to a mutually agreed upon level. These easements could generally protect lands for perpetuity, or they could provide public access for greenways and trails. These easements are voluntary and provide tax benefits to landowners entering into agreements.

Case Study

Preserving Open Space and Farming in Williamson County, TN

Williamson County is located south of Nashville and is the home to the fast-growing City of Franklin. The County has extensive rural and agricultural areas that are facing pressure for growth and change as a result of new regional transportation improvements and substantial investment from the country music industry.

An award winning plan, the Williamson County Comprehensive Plan focuses on managing growth pressures while preserving rural character. The plan is based around the concept that development should be concentrated in villages or hamlets with clear urban edges, leaving distinct rural character intact. Following adoption of the plan, the County initiated an effort to update the county zoning ordinance to implement these new policies. Following the direction of the plan, the County's new Unified Development Ordinance incorporates several tools to protect open space and farmland in the County:

- Development standards were amended to ensure that single-family residential development is consistent with the desired rural character
- An option to develop conservation subdivisions that cluster develop and protect open space was added
- Use standards were amended to provide new opportunities for agricultural support uses and agritourism

Land Acquisition (public or through Land Trust)

One of the most effective ways for a local government to protect special environmental and working farmlands is to publicly acquire the land. Through the use of public funds, grants, and loan funds from conservation organizations, and through partnerships with local land trusts, local governments can develop local land acquisition programs to protect critical lands.

Resources to Learn More:

- *Land Trust Alliance*¹⁶
- *Lowcountry Open Land Trust*¹⁷
- *Green Infrastructure: Linking Landscapes and Communities* by Mark A. Benedict and Edward T. McMahon
- *Smart Communities Network – Green Development and Conservation Design*¹⁸
- *Growing Greener: Conservation by Design* by Randall Arendt
- *SC Farm and Ranch Lands Protection Program*¹⁹

Steps to Implement:

1. Develop a Working Group of Famers, Conservation Organizations, and Community Representatives for the Region

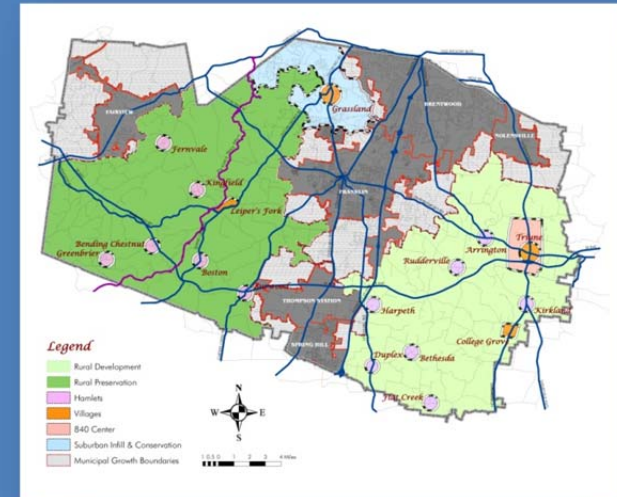
¹⁶ <http://www.landtrustalliance.org/conservation/landowners/conservation-easements>

¹⁷ <http://www.lolt.org/lolt>

¹⁸ <http://www.smartcommunities.ncat.org/greendev/subdivision.shtml>

¹⁹ <http://www.sc.nrcs.usda.gov/programs/frpp2011.html>

- A new voluntary agricultural district was added to further enhance farmland preservation opportunities in the County



Williamson County, Tennessee has incorporated open space and agricultural land preservation goals into its land development ordinance.

2. Inventory Natural and Agricultural Resources and Develop and Analyze Potential Threats to These Resources
3. Identify Priority Targets for Land Conservation Efforts Through a Community Planning Process
4. Develop a Strategic Plan for Conservation Priority Land Targets, Including the Specific Mechanisms for Protecting Lands, Funding Sources, and Responsible Entities

3. Regional Land Use Planning

A. Managing Urban Growth

Tools and Relative Impact:



Description of Tools:

Joint Planning Areas (JP)

A Joint Planning Area is a tool for coordinated planning between two or more jurisdictions for the purpose of shared planning to define areas where future development and conservation activities should occur and to coordinate planning and development approvals. These planning activities are designed to lay the groundwork for future decisions of joint interest to residents and governments of multiple jurisdictions. There is an opportunity for the Towns of Vance and Santee to plan for areas of mutual interest in between the two jurisdictions near Jafza and along the shores of Lake Marion. Orangeburg County may also be interested in pursuing joint planning with communities on developments that will occur along the edges of corporate limits.

Case Study

Joint Planning in Orange County, NC

Beginning in the late 1970s and early 1980s, urban growth began to occur outside of Chapel Hill and Carrboro, North Carolina’s corporate limits and extraterritorial planning jurisdictions (ETJ), occurring within the planning jurisdiction of Orange County. At that time, the County was effectively approving developments that would eventually be annexed into the Town’s corporate limits.

A philosophy for joint planning emerged as an opportunity to provide Chapel Hill and Carrboro with some planning and zoning control over future growth areas outside of each Town’s ETJ. Joint planning also provided the opportunity for the County to retain some zoning control over these growth areas while also setting a limit for urban sprawl and providing a transition from an urban to a rural environment (the Rural Buffer).

Following years of work, a Joint Planning Agreement was reached between the three jurisdictions, setting out methods for information sharing between the local governments and setting out a process for reviewing and approving developments within areas of joint interest. In general, the purpose of joint planning is to provide a method of coordinated and comprehensive planning for areas that are of interest to all three jurisdictions.

Annexation Agreements (AA)

Annexation Agreements are legally binding pacts that municipalities and counties can enter into that delineate what areas they can or cannot annex in the future. Typically, these agreements flow from long range plans that identify future development areas and areas where public services will be provided in the future. One of the key benefits of annexation agreements is the establishment of an easily understandable physical boundary between jurisdictions. This also helps with the provision of public safety and emergency services where jurisdictional boundaries and service areas can become confusing between adjacent communities.

Standardized Zoning and Development Controls (SZ)

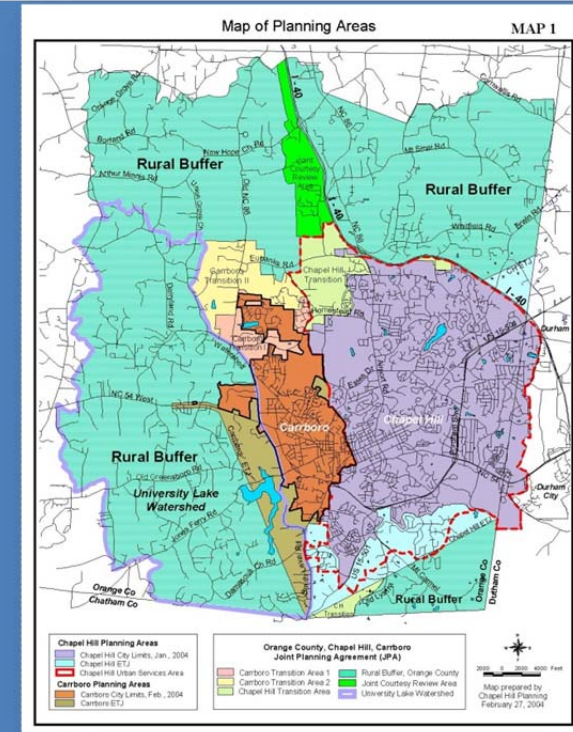
It is very common for counties and municipalities to have very different development standards in areas that are directly adjacent. Often identified through a Joint Planning Area process, Standardized Zoning and Development Controls can assist local governments grappling with ways to manage development proposals that are occurring in areas that straddle multiple jurisdictions. Jurisdictions can create mutual agreements to develop standardized zoning and development controls in areas that are prime for development or redevelopment for the purpose of fostering consistent and quality development projects.

Urban Service Areas (USA)

An Urban Service Area (sometimes called an Urban Growth Boundary) is a geographic area within which a local government has a policy of permitting capital expansions and outside of which service extension is prohibited. Typically, local governments limit public water and sanitary sewer within these areas, allowing rural scale development outside of the USA. Urban Service Areas affectively create a boundary for urban and suburban development to ensure that growth occurs in a managed, logical pattern that more efficiently utilizes public investments in infrastructure and services. Using the guidance of the Regional Growth Strategy outlined in the *Sustainability Study*, local governments in Eastern Orangeburg County could develop urban services areas to manage future growth.

Adequate Public Facilities Ordinance (AP)

An APFO ties development approvals, through zoning and subdivision ordinances, to specifically defined public facility standards. They are designed to slow the pace of development or in extreme cases to delay development approvals in an area until adequate service levels are in place or reasonably planned. The purpose of an adequate public facilities ordinance is to ensure that adequate public facilities and services are provided concurrent with new development so that orderly growth can occur. These ordinances protect existing residents from increasing taxation as a result of new or rapid development by deferring growth that cannot be supported with adequate infrastructure or services until such time as those services or facilities can reasonably be provided.



Orange County, Chapel Hill, and Carrboro have a history of joint land use planning that spans two decades. Growth has been managed to ensure that suburban development does not encroach upon rural areas of the county, as evidenced by the rural buffer that surrounds the two towns.

Transfer of Development Rights Program (TDR)

TDRs are a tool that allows for development rights to be severed from properties in areas where the community wants to preserve open space (known as “sending areas”), and transferred to areas where the community wants to encourage growth (known as receiving areas”). TDRs can be a very effective tool where the right mix of circumstances exists. These include carefully designated sending and receiving areas and a robust market for buying and selling development rights. They also require land use and zoning policies and regulations to be in synch with market economics, and a sophisticated system of administering, monitoring, and updating the system. At this time, Orangeburg County is not a good candidate for a TDR program. In the future, when the pace of development increases as the Global Logistics Triangle becomes more developed, this may be a good tool for managing growth and directing it to appropriate areas and protecting important environmental and farming lands.

Resources to Learn More:

- *The Urban Growth Boundary as a Growth Management Tool by Arthur C. Nelson in Richard D. Bingham, et al, editors, Planning the Oregon Way: A 20-Year Appraisal (New York: Sage, 1993)*
- *Urban Containment in the United States: History, Models, and Techniques for Regional and Metropolitan Growth Management, by Arthur Nelson and Casey Dawkins; American Planning Association PAS Report 520*
- *South Carolina Department of Health and Environmental Control – Model Adequate Public Facilities Ordinance²⁰*
- *What Makes Transfer of Development Rights Work? By Rick Pruetz and Noah Standridge. Journal of the American Planning Association, Vol. 75, No.1, Winter, 2009.*

²⁰ <http://www.scdhec.gov/environment/baq/docs/ModelOrdinances/AdequatePublicFacilitiesOrdinance.pdf>

Steps to Implement:

1. Working through the Regional Plan Oversight Committee²¹ to Implement the Regional Growth Strategy, Evaluate Potential Methods for Consistently Managing Regional Growth Across Jurisdictions
2. Identify Targeted Approaches that Are Supported and Endorsed by Communities in Eastern Orangeburg County
3. Develop Formal Interjurisdictional Agreements to Establish Targeted Approaches

²¹ See the *Eastern Orangeburg County Sustainability Study – Implementation* section for more details on this committee.

Utility Extension Policies and Decision Support Tool (UC)

As a form of implementation of local land use plans, local governments often use formal Utility Extension Policies to manage extension of public services, primarily water and sanitary sewer. The purpose of these policies is to provide an equitable mechanism by which towns can plan and extend municipal potable water, reclaimed water, and sanitary sewer lines to serve the needs of the established utility service area. These policies set out specifics for locations where utilities can be extended, the process for potential customers to petition for utility service, designation of the payer of improvement costs and associated development fees, and coordination of improvements with adjoining properties. Policies are generally developed for serving established developments and new developments under review. Utility Extension Policies are often linked to annexation policies, requiring landowners that are requesting extension of utilities to their property to voluntarily agree to annexation within the town's corporate limits at a certain time in the future.

Appendix B of the Eastern Orangeburg County Sustainability Study provides an example Water and/or Sewer System Proposal Decision Matrix. This tool can be used to help local governments evaluate utility improvement projects. Supplementing the matrix are two cost/benefit analyses for water and sewer projects. These tools can serve as the part of a local Utility Extension Policy that determines the specifics for locations where utilities can be extended.

Coordinate Utility Services Areas (USA)

Regional coordination of Utility Service Areas will become increasingly more important as growth occurs in Eastern Orangeburg County. Just as it will be important to identify the boundaries for annexation between communities, it will also be important to identify the extent of Utility Service Area boundaries for towns in Eastern Orangeburg County. Ideally, each community will identify a boundary outside of which they will not provide public utility extensions. These boundaries should be coordinated to ensure there is no overlap of service areas between neighboring jurisdictions, including Orangeburg County. Coordination of Utility Service Areas often occurs under the umbrella of a formal interjurisdictional agreement between communities that sets out the boundaries of service areas and the process for sharing planning and information sharing in areas of joint interest. Often this type of coordination is spearheaded by counties to facilitate coordination among municipalities.

- (3) direct growth in a smart and sustainable manner to ensure continued quality of life and preservation of resources; and
- (4) enhance the resiliency of communities in this region by connecting infrastructure systems so that capacities can be shared in response to emergency situations.

The intent is to build on the region's strengths and assets to produce positive benefits while minimizing negative consequences. A model Integrated Infrastructure Plan (I2P) was developed for Moore County, and will act as a template for collaboration and infrastructure integration that can be pursued throughout the rest of the region. This plan sets out a set of guiding principles for coordinating utilities in Moore County and an organizational framework to establish a formal vehicle for beginning coordination efforts. Steps for infrastructure planning are outlined and example intergovernmental agreement templates are provided for establishing formal relationships to exchange information and set boundaries for service provision.

Resources to Learn More:

- *Tools Provided in Appendices of Eastern Orangeburg County Sustainability Study:*
 - *Water and/or Sewer System Proposal Decision Matrix*
 - *Water System Extension Proposal Cost/Benefit Analysis*
 - *Sewer System Extension Proposal Cost/Benefit Analysis*
- *Town of Cary, North Carolina Water and Wastewater System Extension and Connection - Policy Statement*²²
- *Moore County, North Carolina Infrastructure Integration Plan*²³

Steps to Implement:

The following steps are recommended to establish regional coordination of utility infrastructure planning in Eastern Orangeburg County.

1. Evaluate Individual Municipal Land Use Plans and Zoning Ordinances – Identify Areas with Inconsistent Planning/Zoning and Areas of Joint Interest
2. Develop Consensus on General Urban Services Areas for Future for Each Operating Utility
3. Identify Priorities for Planning Coordination
4. Identify Interjurisdictional Agreement Opportunities and Corresponding Geographic Boundaries
5. Draft and Adopt Interjurisdictional Agreements – Consistent Across Jurisdictions
6. Update Infrastructure and Development Policies and Ordinances to Reflect Interjurisdictional Agreements
7. Develop New Formal Procedures for Coordinating Infrastructure Planning and Decision-Making with Elected Officials and Staff

²² http://www.townofcary.org/Departments/Town_Clerk_s_Office/Town_Policies/Water_and_Wastewater_System_Extension_and_Connection_-_Policy_Statment_23.htm

²³ <http://www.bractf.com/documents/MooreCountyInfrastructureIntegrationPlan.pdf>

B. Establishing Countywide Broadband Service

Tools and Relative Impact:



Description of Tools:

Public-Private Partnership to Facilitate Development of County-wide Broadband Service (PPP)

In 2009, Congress directed the Federal Communications Commission (FCC) to develop a National Broadband Plan to ensure every American has “access to broadband capability.” Approximately 100 million Americans do not have broadband at home, most of which are located in rural areas. (Broadband is defined here as a telecommunications system that allows for internet speeds far superior to dial-up or DSL services.)

There are numerous benefits for bringing broadband to underserved areas, such as Eastern Orangeburg County:

- Broadband-enabled health information technology (IT) can improve care and lower costs by hundreds of billions of dollars in the coming decades
- Access to quality broadband service is essential to promoting entrepreneurship and business development in rural areas
- Broadband can provide teachers with tools that allow students to learn the same course material in half the time
- A broadband-enabled Smart Grid could increase energy independence and efficiency of communities
- To establish and connect first responders to a nationwide public safety mobile broadband communications network

Case Study

South Central Alabama Broadband Commission

“Broadband is the great infrastructure challenge of the early 21st century.” - *The National Broadband Plan*

A public-private partnership has been formed to address the persistent underdevelopment that has plagued the South Central Alabama area, caused in part by an inadequate telecommunications infrastructure. The South Central Alabama Broadband Commission (SCABC) has one purpose, to extend a fiber optic and wireless telecommunications infrastructure to unserved and underserved members of the eight south central counties in its district.

The South Central Alabama Broadband Commission (SCABC), in partnership with A2D and Trillion Communications Corp was awarded a \$59M grant from the National Telecommunications and Information Agency’s (NTIA) Broadband Technology Opportunities Program (BTOP) to develop 2,200 miles of fiber-optic cable with wireless overlay network. The network will provide connectivity to 15K homes, businesses and anchor institutions and will continue to be expanded throughout South Central Alabama. A2D will remain once the network is built as the broadband utility network operator.

Bridging a telecommunication gap in Orangeburg County, the county in partnership with Calhoun County was awarded \$18.6 million dollars from Federal stimulus funds to install a fiber optic cable broadband network throughout southeastern portions of the county. It will offer broadband to an estimated 3,400 subscribers in the Branchville, Bowman, Rowesville and Canaan communities via more than 30 wireless towers. The network will provide un-served homes and businesses with unlimited voice, data, and video services. Orangeburg County will administer the system and its headquarters will be located in Bowman.

While this program goes far to provide service in the county, more needs to be done to bring service to Eastern Orangeburg County, particularly to the Global Logistics Triangle. Orangeburg County should develop a public-private consortium as an organizing vehicle for facilitating development of a broadband network in the county. Local partners should include telecommunications providers, businesses, educational institutions, healthcare providers, and local governments. These partnerships have been beneficial in other communities by helping to secure federal grant funds for establishment of broadband infrastructure (see case study to the right).

Resources to Learn More:

- *Federal Communications Commission News Release: Connect America Fund to Expand Broadband to Unserved Americans*²⁴
- *USDA Rural Development: Bringing Broadband to Rural America*²⁵
- *National Broadband Plan: Connecting America*²⁶ by the Federal Communications Commission
- *Lands of Opportunity: Bringing Telecommunications Services to Rural Communities*²⁷ by the Federal Communications Commission
- *Rural Community Building: Bringing Broadband to Rural America*^{28,29} by the Federal Communications Commission
- *Bringing Broadband to Unserved Communities by the Brookings Institute*³⁰
- *South Central Alabama Broadband Commission*³¹

²⁴ http://transition.fcc.gov/Daily_Releases/Daily_Business/2011/db1118/DOC-311095A1.pdf

²⁵ <http://www.rurdev.usda.gov/rd/pubs/RDBroadbandRpt.pdf>

²⁶ <http://www.broadband.gov/plan/broadband-action-agenda.html>

²⁷ <http://transition.fcc.gov/indians/opportunity.pdf>

²⁸ <http://ruralcommunitybuilding.fb.org/2011/06/23/bringing-broadband-to-rural-america/>

²⁹ http://hraunfoss.fcc.gov/edocs_public/attachmatch/DOC-307877A1.pdf

³⁰ http://www.brookings.edu/papers/2008/07_broadband_peha.aspx



The South Central Alabama Broadband Commission – a public-private partnership – has successfully secured funding to develop a new broadband network for the eight county region.

Steps to Implement:

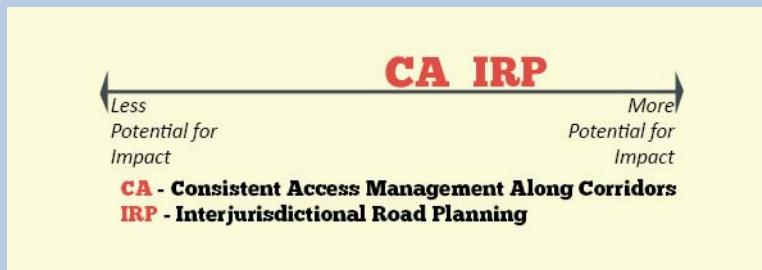
1. Identify Public-Private Partnership Members with a Stake in Establishing Broadband in the Region (Community, Business, Education, Public Safety, Health, etc.)
2. Formalize a Nonprofit or Other Similar Organization to Advocate on Behalf of the Public-Private Partnership
3. Identify a Broadband Infrastructure Development Partner
4. Develop Long-Term Strategy for Operating and Maintaining Broadband System
5. Identify and Evaluate Potential Funding Sources for Developing Network
6. Apply for Broadband Infrastructure Funding

³¹ <http://www.southcentralabc.org/Video.htm>

5. Regional Transportation Planning

A. Managing Transportation Networks that Cross Jurisdictions

Tools and Relative Impact:



Description of Tools:

Consistent Access Management Standards Along Corridors (CA)

Access management is defined by the Federal Highway Administration as the “proactive management of vehicular access points to land parcels adjacent to all manner of roadways.” In essence, access management controls the points of access, such as curb cut driveways and streets, which extend off of main roadways, for the purpose of maintaining and managing traffic flow and ensuring roadway safety. Many of the key corridors that will likely be impacted by future growth in Eastern Orangeburg County cross through one or more jurisdictions, such as Highway 6. One recommendation included in the Sustainability Study is the preparation of a detailed transportation corridor study and access management plan for the area around Santee to balance access, capacity, appearance, and pedestrian/bicycle safety. Once growth begins, this area will quickly become overwhelmed if a detailed corridor concept plan has not been developed.

Case Study

Pooling Resources to Plan for Transportation Needs in Rural Communities Near Charlotte, NC

Undergoing pressure from the Charlotte Metropolitan region, four small rural communities in western Union County, North Carolina undertook an initiative to develop a transportation plan – the Local Area Regional Transportation Plan (LARTP).

The plan identified roadway, bicycle, pedestrian, and transit needs in the area and recommended strategies, policies and improvements to create a multi-modal system that enhances mobility for the region, as well as for each of the four communities. It also focused on the connections between land use decisions and transportation impacts and proposes policy and ordinance changes to more proactively address future issues.

The plan is an excellent model of regional cooperation for small communities who share the same issues but individually lack the resources, or voice, to get things accomplished in the regional planning processes. A key component of the plan was involving the public and key stakeholders in plan development.

Two hands-on public workshops were held in the project area, utilizing charrette-style small group activities and an interactive

Interjurisdictional Road Planning (IRP)

The South Carolina Department of Transportation (SCDOT) is responsible for transportation planning and the allocation of federal funds in South Carolina. To increase local involvement in the planning process, SCDOT collaborates with South Carolina's ten Metropolitan Planning Organizations (MPOs) and ten Councils of Government (COGs) to fulfill federal and state planning requirements. Mid and long-range planning and improvement programs are accomplished through the COGs and MPOs to ensure local jurisdictions have a channel of communication into the state's planning process. The Lower Savannah Council of Governments (LSCOG) provides that channel for Orangeburg County and the cities and towns within the Eastern Orangeburg County study area. The update of South Carolina's Statewide Transportation Plan is to begin in late 2012. As was the case in the last plan, the COGs will be key participants in that process. The plan serves to identify and prioritize short-term improvement projects and programs that will be eligible to receive federal and state funding.

To better leverage the collective "political pull" of local governments in Eastern Orangeburg County, the jurisdictions in the study area could work together through the Regional Transportation Working Group³² to set priorities for transportation projects for the study area. As with most public funding sources, state and federal transportation funds for capital projects are highly competitive. Organizing locally to garner interjurisdictional support for projects in the region can help the area compete for transportation project funds. As part of this effort, Orangeburg County and the local municipalities should continue to participate as appropriate in Lower Savannah COG's ongoing efforts to identify feasible shared ride/public transportation options over the next decade.

Resources to Learn More:

- *Lower Savannah Council of Governments Transportation Planning*³³
- *Federal Highway Administration's Access Management Program Plan*³⁴
- *Rural Transport Tool Box by the National Transportation Library*³⁵
- *Complete Streets by the National Complete Streets Coalition*³⁶
- *Rural Transportation Planning Information by the Federal Highway Administration*³⁷

³² See the *Eastern Orangeburg County Sustainability Study* Implementation Section for more details on this working group.

³³ <http://www.lscog.org/common/content.asp?PAGE=367>

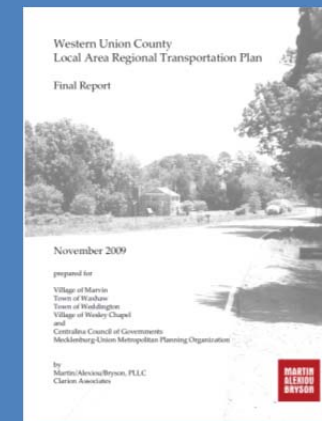
³⁴ http://ops.fhwa.dot.gov/access_mgmt/progplan.htm

³⁵ <http://ntl.bts.gov/ruraltransport/toolbox/>

³⁶ <http://www.completestreets.org/>

key pad polling exercise to gauge opinion and establish priorities. Booths were set up at local farmer's markets and community cook-off events to reach out to members of the public that may not normally attend public meetings.

A project steering committee made up of local stakeholders and decision-makers, as well as a technical committee of local and regional staff, met monthly to develop the plan. The success of these public involvement activities has informed development of the plan and will lend legitimacy to the plan's policies and actions as it is implemented.



Steps to Implement:

1. Working through the Regional Plan Transportation Working Group³⁸ to Implement the *Eastern Orangeburg County Sustainability Study*, Identify Opportunities to Better Coordinate within Established Transportation Planning Processes
2. Identify Targeted Transportation Improvements that Will Benefit the Region as a Whole and Advocate, as a region, for the Funding of these Initiatives

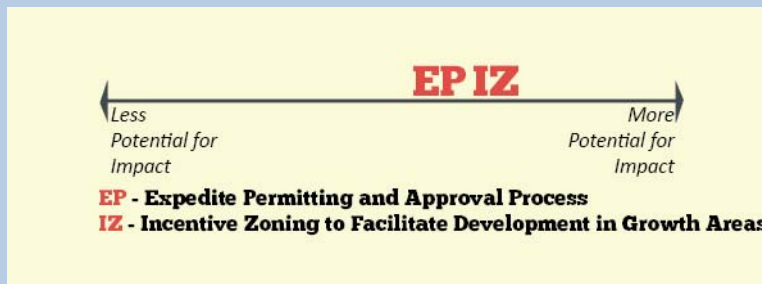
³⁷ <http://www.fhwa.dot.gov/planning/rural/index.html>

³⁸ See the *Eastern Orangeburg County Sustainability Study – Implementation* section for more details on this committee.

6. Economic Development Planning

A. Fostering Local Economic Development

Tools and Relative Impact:



Description of Tools:

Expediting Permitting and Approval Process for Qualifying Projects

Expedited permit processing is an incentive used to facilitate targeted developments in many communities. Decreasing the amount of time that a developer spends in the permit processing stage of a project can help to reduce the costs of development. Communities in Eastern Orangeburg County could identify targeted development opportunities in their communities and offer an expedited permitting and approval process for developments meeting community planning goals.

Incentive Zoning to Facilitate Development in Designated Growth Areas

Rezoning land to a new zoning category is the typical first step in any development review process. Updating zoning ordinances to better reflect local land use plans can assist developers by reducing the length of the development approval process and thus reducing the costs of development. Incentive-based zoning provides developers with rewards like density bonuses, greater height or floor-area allowances, or parking space reductions, in exchange for meeting certain local planning objectives.

Case Study

Fostering Economic Development in the Foothills of the Blue Ridge Mountains: the Western Piedmont Story

The Western Piedmont region is located approximately 50 miles northwest of Charlotte, in the foothills of the Blue Ridge mountains. While much of the region’s land remains in agricultural production, agriculture accounts for less than one percent of regional employment. Downturns in manufacturing and textile industries have led to the loss of more than 20,000 jobs in the region since the year 2000, slowing economic and population growth. The region has undertaken comprehensive efforts to recruit new industries to the area: biomedical, pharmaceutical, technology and building products, and to identify and recruit nonmanufacturing sectors such as retirement and retail development. Two major highways cross the region: Interstate 40 and US Highway 321.

Both highways increased the potential for economic development in the area, by providing more access to the region and by providing opportunities for business locations (such as retail outlets for locally manufactured furniture). At the same time, development along these corridors created challenges, including managing access to properties along the highways, threats to scenic landscapes and the natural environment, and concerns that development would detract from the community’s character.

Resources to Learn More:

- *The Practice of Local Government Planning (Municipal Management Series) by Charles Hoch*
- *The Citizens Guide to Planning by Chris Duerksen, Greg Dale, and Don Elliott*
- *Comprehensive Planning Guide for Local Governments by the Municipal Association of South Carolina*³⁹
- *Putting Smart Growth to Work in Rural Communities by the US EPA and ICMA*⁴⁰

Steps to Implement:

1. Working through the Regional Plan Land Use Working Group⁴¹ Identify Targeted Locations for Fostering Economic Development, Such as Interstate Interchanges, Established Business and Industrial Parks, and Community Cores
2. Working with Local Economic Developers, Identify Opportunities to Create Incentives to Foster Economic Development Through the Development Review Process
3. Draft New Development Review Procedures and Language to Foster Economic Development (Should Be Coordinated Among Jurisdictions to Ensure Consistent Application for Projects that Cross Town Boundaries)
4. Seek Public Support for the New Ordinance Language and Provide the Public with An Opportunity to Review and Evaluate the Development Incentives
5. Adopt Formal Standards and Procedures by Amending Local Land Development Ordinances

Over two decades, local governments partnered with the Western Piedmont Council of Governments, which houses the rural and metropolitan transportation planning agencies for the area, to develop three corridor studies along these two major routes. Each study resulted in a corridor plan designed to (in the words of the I-40 plan) “promote safety, traffic efficiency, aesthetics, economic development, and compatible residential uses.”

The first plan, completed in 1996, covered a newly built section of US 321 in central Catawba County. The corridor was largely undeveloped, so it presented planners with a nearly “blank slate” to ensure that new development would be appropriately sited and that access would not impede the functioning of the highway. US 321 in Catawba County is a limited access freeway with only four interchanges, so development along the highway itself is not a major issue. Instead, the plan focuses on siting, design, and access points of development at the four interchanges, and along the intersecting thoroughfares close to those interchanges. The major accomplishment in the plan was the creation of an economic development (ED) district with uniform classifications for mixed-use development in nodes at the interchanges. The district encourages residential development to take shape in clustered and zero-lot-line developments and has been very successful in its implementation.

-Case Study Excerpts taken from *Best Practices to Enhance the Transportation-Land Use Connection in the Rural United States NCHRP Report 582, 2007*

³⁹ <http://www.masc.sc/SiteCollectionDocuments/Land%20Use%20Planning/Comp%20Planning%20Guide.pdf>

⁴⁰ http://www.epa.gov/smartgrowth/sg_rural.htm

⁴¹ See the *Eastern Orangeburg County Sustainability Study – Implementation* section for more details on this committee.

Facilities and Programs for Engaging Youth

A critical way to empower a community is by reaching out and engaging its youth. Creating a community ethic of learning and higher expectations in Eastern Orangeburg County will be realized over time - through the acts of today's youth in future years. Taking this action can be key to preparing young people for the jobs that will be online by the time they are ready for the workforce. Educational programming support from companies should be established whether that is through building libraries, purchasing books or computers for classrooms, or sponsoring community events that benefit the neighborhood and school system.

Creating new facilities and programs for youth to encourage a higher personal and social ethic within the community is greatly needed. One idea being raised by the community is to provide new opportunities to link students in need of educational assistance with students that have exemplary academic performance. Establishing a mentoring program and utilizing the Vance Computer Lab (discussed in the Sustainability Study) are two ways that communities in Eastern Orangeburg County provide new facilities and programs for engaging local youth.

Resources to Learn More:

- <http://www.mainstreetproject.org/>
- *New Carolina Family and Community Engagement Initiative*⁴²
- *Increasing Parental Involvement in Education: A Resource Guide for South Carolina Communities*⁴³
- *Personal Pathways to Success*⁴⁴
- *East St. Louis Center*⁴⁵

Steps to Implement:

1. Identify Leaders from the Community That Can Assist with Developing Community Outreach Efforts – Members from the Faith Based Community, Business Leaders, Educators, and Elected Officials



The East St. Louis Center was responsible for establishing the SIUE East St. Louis Charter High School – an award winning school that readies studies for employment in the 21st century.

⁴² <http://www.newcarolina.org/initiatives/educationworkforcedevelopment/familycommunityengagement.aspx>

⁴³ <http://www.newcarolina.org/UserFiles/ncar/Documents/parent-involvement-8.pdf>

⁴⁴ <https://www.scpathways.org/EEDA/default.aspx?>

⁴⁵ <http://www.siue.edu/eslc/>

2. Develop a Youth Committee to Work with Community Leaders and Provide Perspective on What Community Youth are Experiencing
3. Identify the Most Critical Problems Within the Local Community and Evaluate Opportunities to Address the Problems
4. Develop a Five Year Plan to Address Identified Issues and Solicit Volunteer to Play a Role in Implementing the Plan

of the development or land use change—e.g., type of land use, distance from central facilities. The analysis enables local governments to estimate the difference between the costs of providing services to a new development and the revenues—taxes and user fees, for example—that will be generated by the development. As part of the Sustainability Study project, the *Fiscal Impact Analysis of Residential and Nonresidential Land Uses* was prepared for Eastern Orangeburg County. This report outlines the types of land uses that will likely have positive and negative impacts on local government budgets in the Eastern Orangeburg County study area.

Capital Improvement Program

A Capital Improvement Program (CIP) is a planning tool that provides direction and guidance for communities to plan and manage capital and infrastructure assets and expenditures. CIPs identify capital projects and their anticipated funding sources to assist in the planning and scheduling of finances for projects and the manpower needed to plan, design, and construct the projects. The CIP promotes coordination of capital projects that are from different program areas but are similar in scope or in the same geographical area of improvement. CIPs are typically updated annually and plan out capital projects over a 5 or 10 year period.

Resources to Learn More:

- *Capital Improvement Program Tool Summary*⁴⁶
- *An Introduction to Fiscal Impact Analyses for Development Projects*⁴⁷

Steps to Implement:

1. Develop a Capital Needs Study to Identify All Capital Needs for a Community Based on the Vision and Goals of the Local Plan
2. Establish a Policy to Annually Develop a Capital Improvement Program to Plan for Capital Improvement Projects – Coordinate with Neighboring Jurisdictions on Projects of Regional Significance Where Costs May Be Shared
3. As Part of the Annual Budgeting Process, Ask Each Department of the Town to Identify New Capital Needs
4. Evaluate the Inventory of Capital Needs for A Five Year Period and Develop Priorities
5. Adopt a Formal Capital Budget for Priority Projects

⁴⁶ http://subregional.h-gac.com/toolbox/Implementation_Resources/Capital_Improvement_Program_Final.html

⁴⁷ <http://www.gfoa.org/downloads/FinanicalImpactAnalysis.pdf>

