

Town of
Elgin
South Carolina

Comprehensive
Plan



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Plan Adopted: October 3, 2023

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List of Abbreviations

AADT	Annual Average Daily Traffic	MPO	Metropolitan Planning Organization
ACS	American Community Survey	MSL	Mean Sea Level
AED	Automated External Defibrillator	MTP	Multi-modal Transportation Plan
CAE	Columbia Metropolitan Airport	MUSC	Medical University of SC
CDBG	Community Development Block Grant	NFIP	National Flood Insurance Program
CDP	Census Designated Place	NLIHC	National Low Income Housing Coalition
CIP	Capital Improvements Program	NPDES	National Pollutant Discharge Elimination System
CMCOG	Central Midlands Council of Governments	NRPA	National Recreation & Park Association
COATS	Columbia Area Transportation Study	PARD	Park & Recreation Development Fund
COG	Council of Governments	SCAC	SC Association of Counties
CTC	County Transportation Committee	SCDAH	SC Department of Archives and History
DHEC	Department of Health & Environmental Control	SCDOT	SC Department of Transportation
DNR	Department of Natural Resources	SCEMD	SC Emergency Management Division
DOD	Design Overlay District	SIB	State Infrastructure Bank
EMS	Emergency Medical Services	SLCOG	Santee-Lynches Council of Governments
FEMA	Federal Emergency Management Agency	SLRHMP	Santee-Lynches Regional Hazard Mitigation Plan
FHWA	Federal Highway Administration	SMS4	Small Municipal Separate Storm Sewer System
FILOT	Fee-in-Lieu of Property Tax	SSRC	Special Source Revenue Credit
FMR	Fair Market Rent	STIP	Statewide Transportation Improvement Plan
GIS	Geographic Information System	SWMP	Storm Water Management Program
HMP	Hazard Mitigation Plan	SWRTA	Santee Wateree Regional Transportation Authority
HUD	US Department of Housing & Urban Development	TAP	Transportation Alternatives Program
JDC	Job Development Tax Credit	TIF	Tax Increment Financing
LEWA	Lugoff-Elgin Water Authority	VAN	Vehicle Access Network
LIDS	Local Improvement Districts	WWTS	West Wateree Transportation Study
LOST	Local Option Sales Tax		
L RTP	Long Range Transportation Plan		
LWDA	Local Workforce Development Area		
MASC	Municipal Association of SC		



The Comprehensive Plan for the Town of Elgin is a statement of the community's vision for the future. It provides goals, policies, and actions on a broad range of topics and provides strategic direction to guide the Town's physical growth while maintaining a high quality of life. This plan is comprehensive in the true sense of the word. The Comprehensive Plan is the broadest and most long-term policy guide for the decisions made on behalf of the community.

The Comprehensive Plan responds to and its authority is derived from the South Carolina Comprehensive Planning Act of 1994. The Plan addresses the process and mandated elements of South Carolina Code Article 3, Section 6-29-510 in the context of local conditions. The ten mandated element, or areas of concentration, are woven through a single document whose chapters address specific concerns.

Plan Format

The Plan consists of text, maps, tables, graphs and images. The Plan is organized in such a way as to recognize the interrelationships among the various issues and the responses needed to address the issues identified.

South Carolina State Law requires local governments who undertake land management ordinances to have a comprehensive plan in place. This plan must include an inventory of existing conditions, an analysis of trends and their potential impacts, and associated goals and implementation strategies.

The Town of Elgin Comprehensive Plan is separated into chapters related to subject area of each element. The element begins with a summarized list of findings that have been identified through the element narrative. This content is based on various aspects of the element. At the end of each element is a list of goals and objectives for implementation.

Accompanying this text is the Future Land Use Map. This map designates the way in which the Town of Elgin is intending to grow. The Future Land Use Map provides a future land use designation on property and how that property functions related to the area around it. Additionally, the plan identifies the population density at which residential development may occur as well as the building intensity of commercial and industrial development. Other pertinent features of the Future Land Use Map include the location of existing and proposed parks, educational centers, public facilities and roadway infrastructure. This map serves as a graphic depiction of the proposed growth for the community and sets the course for how this growth is managed over the next 20 years.

Figure 1.1: Comprehensive Plan Elements and Descriptions

Element	Description
Population	Historic trends and projections of the population, household numbers and sizes, educational levels, and income characteristics
Natural Resources	Coastal resources, slope characteristics, prime agricultural and forest land, plant and animal habitats, parks and recreation areas, wetlands and soil types
Cultural Resources	Historic buildings and structures, commercial districts, residential districts, and unique resources
Housing	Location, types, age, and condition of housing, owner and renter occupancy, and affordability of housing
Economic	Labor force and labor force characteristics, employment by place of work and residence, and analysis of the economic base
Transportation	Transportation facilities, including major road improvements, new road construction, transit projects, and pedestrian and bicycle projects
Community Facilities	Water supply, treatment, and distribution; sewage system and wastewater treatment; solid waste collection and disposal, fire protection, emergency medical services, and general government facilities; education facilities; and libraries
Resiliency	Impacts of flooding, high water, and natural hazards on individuals and communities
Priority Investment	Funds available for public infrastructure and facilities, capital projects, and coordination with adjacent and relevant jurisdictions and agencies
Land Use	Existing and future land use by categories, including residential, commercial, industrial, agricultural, forestry, mining, public and quasi-public, recreation, parks, open space and vacant or undeveloped

Source: SC Code of Laws, Title 6, Chapter 29.

Plan Process

The Comprehensive Plan, once developed, must be adopted by the Town of Elgin through the following process:

1. A resolution by the town’s planning commission recommending the plan for adoption by the town council. The action must be recorded in the planning commission’s official minutes and the recommended plan must be forwarded to town council.
2. A public hearing must be held at least 30 days after publishing a notice of advertisement in a newspaper of general circulation.
3. An ordinance is then adopted by town council, which cannot be approved until the planning commission has officially recommended the plan as described above.

Administration

Once adopted, the Comprehensive Plan does not remain static. Town decisions should be based on guidance from this document in planning, budgeting, capital improvements and work programs. Land use decisions and amendments to local ordinances should also be based on the recommendations and trends identified within the Plan. Land use application reviews through zoning and land development regulations should be based on the Future Land Use Map.

The SC Planning Enabling Act requires the planning commission to review the comprehensive plan or specific elements of it, as needed, but not less than once every five years to determine if amendments are necessary to account for any significant developments or changing needs in the community. The comprehensive plan, including all elements, must be fully updated and adopted at least every ten years.

Public Engagement

In February 2023, the Town of Elgin released a community survey to gauge the community's opinions on various aspects of the community. Twenty-three questions were identified with topics ranging from town growth to public service response. The results of this survey are included within the various elements and the responses were incorporated into the document's narrative.

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The Population Element details the demographic trends of the Town of Elgin as detailed by the United States Bureau of the Census. The purpose of this element is to present an unbiased representation of the population trends for the geographic area.

FINDINGS

- *The Town of Elgin’s population is increasing and increasing at a rate which outpaces Kershaw County.*
- *Elgin has a youthful population which increases the need of services for this particular age group such as education, housing and recreation.*
- *The Town’s population is well educated and is reflected in higher-than-average median income and low poverty levels.*
- *Elgin is a compact community with a high population density.*
- *Elgin will need to be proactive to meet the future needs of a growing population.*

Population Details

The Town of Elgin had a reported population of 1,634 people in the 2020 decennial census. This was a 24.6% increase from the 2010 census of 1,311 people. In 2000, the census of the Town was 806 people, which was an increase from 622 people in 1990. The Town experienced the greatest increase in population between 2000 and 2010 at 62.7%.

Figure 2.1: Population by Year

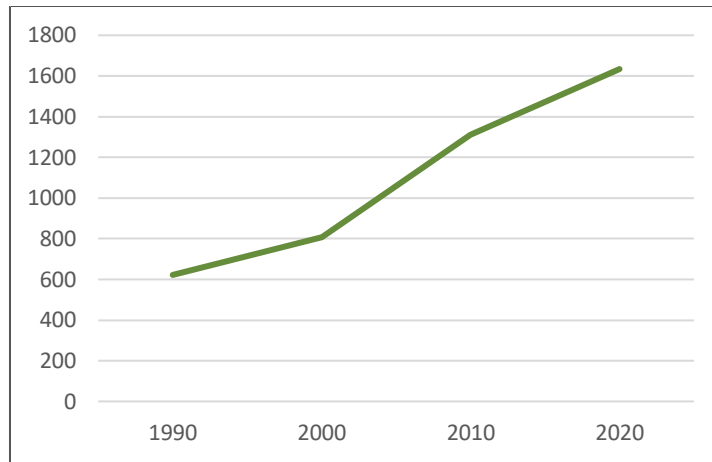
	1990	2000	2010	2020
Town of Elgin	622	806	1,311	1,634
10-Year Rate of Increase		29.6%	62.7%	24.6%

Source: US Census Bureau, Decennial Census, 2022.

The rate of population increase has grown every ten years with an increase of 162.7% since 1990. This averages to an increase of nearly 34 people per year moving into the town.

Contrastingly, the American Community Survey (ACS), an additional report by the US Census Bureau, identified a town population of 2,193 in 2020 – a difference of 559 people. The ACS is conducted annually and is a better indicator of economic and housing data. Even though there is a discrepancy between these population values, the US Decennial Census is the official population of the town and the ACS data is used for more detailed planning purposes.

Figure 2.2: Population Since 1990

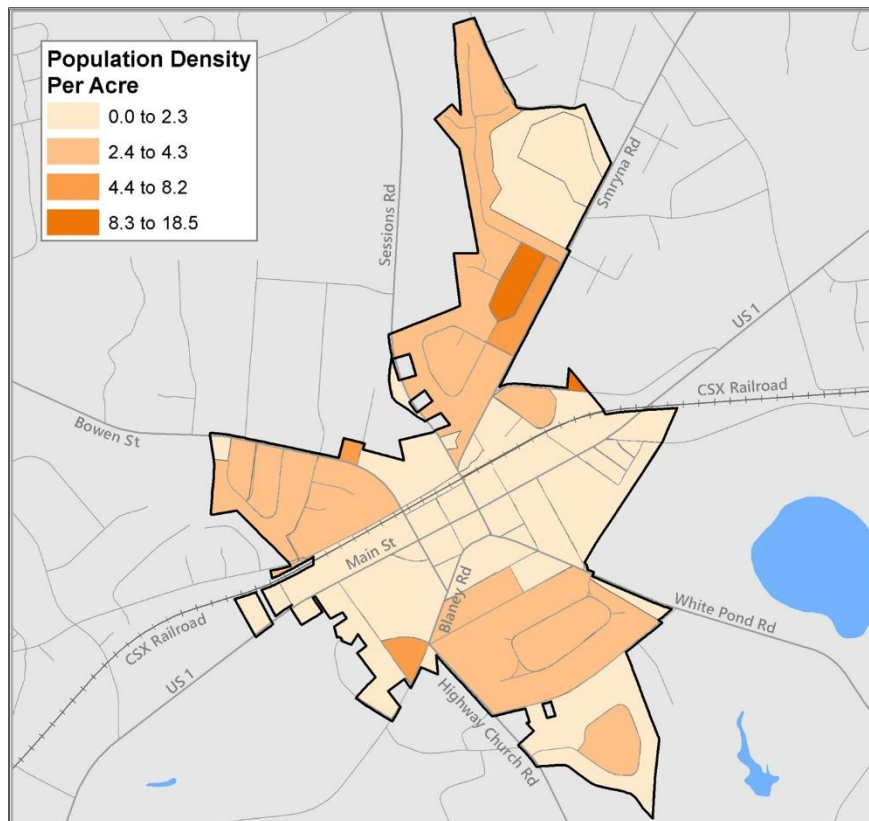


Source: US Census Bureau, Decennial Census, 2022.

Population Density

Population density is the measurement of persons per area. This is helpful to identify areas where high concentrations of people are located and areas that do not have residential uses.

Figure 2.3: 2020 Population Density



Source: US Census Bureau, Decennial Census, 2022.

Census data from the 2020 Census is available at different levels of geography and is based on the residence of individuals. Evaluating the population information, Elgin has high concentrations of people in the northeast, northwest and southern portions of the town. The town’s population tends to be most concentrated in residential neighborhoods. Population is limited along Main Street and the downtown area which is consistent with the development of many towns and cities.

Age

The age of a community’s population is important as different portions of the population have different needs. A younger population requires more educational facilities while an older age group requires more health-related infrastructure and services. The Town of Elgin has a youthful population as the median age in 2020 was 31.7 years old. It is quite interesting in that Kershaw County’s median age was 41.3 during the same year. This is nearly a decade difference in the median age of the population. The youthfulness of the population is another sign of a growing population.

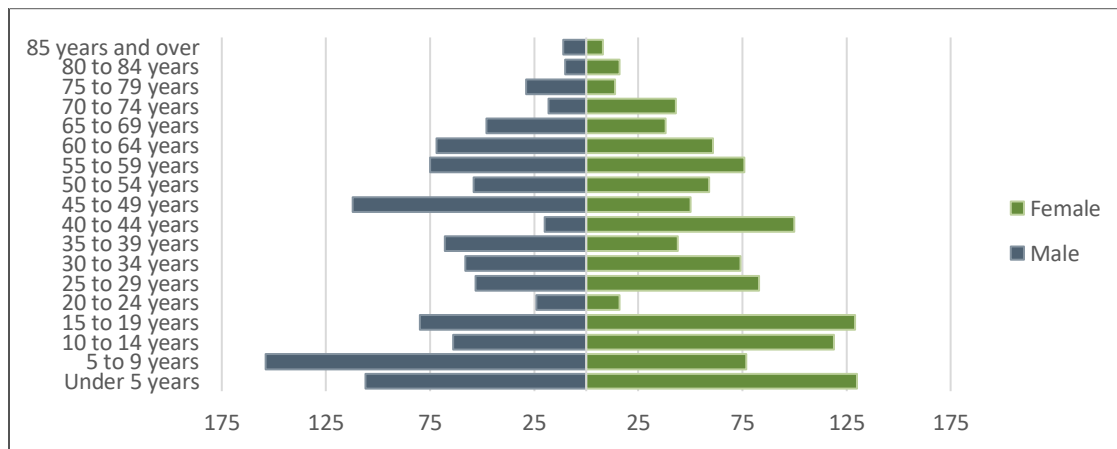
Figure 2.4: 2020 Population by Age

	Age Group					Median Age
	Under 5	5-19	20-34	35-64	65+	
Town of Elgin	236	623	308	791	235	31.7
	10.8%	28.4%	14.0%	36.1%	10.7%	

Source: US Census Bureau, American Community Survey, 2020.

As can be seen by the age data for the town, a majority of the population is under the age of 35 with a higher-than-average number of youth under the age of 20. There are more children under 5 years of age than any other age category. The next age categories with the most population were 5 to 9 years and 15- to 19-year-olds. This indicates that families identify Elgin as a good location to raise a family. Over 50% of the town’s population in 2020 were between the ages of 20 and 64 which is primarily the ages where the population is employed full time. This data point indicates opportunities for the working population in and around the Town of Elgin.

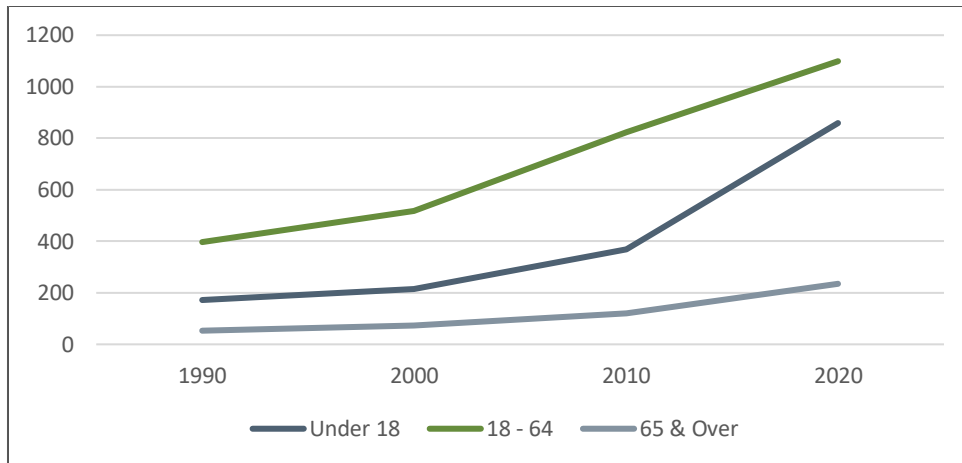
Figure 2.5: 2020 Population Pyramid by Age and Sex



Source: US Census Bureau, American Community Survey, 2020.

Looking specifically at the age groups of the town’s population, Elgin has experienced growth in three age groups – under 18, ages 18 to 64 and those 65 and older. The rate of increase has been the most significant in the under 18 age group and most dramatically between 2010 and 2020. The 18 to 64 age group has had near straight line increase in population since 2000.

Figure 2.6: Population by Age Group



Source: US Census Bureau, American Community Survey, 2020.

Race

The population of the town can be evaluated by racial characteristics. The 2020 Census Form requested the population to describe themselves by various racial descriptions. Individuals identified themselves by different racial categories as well as allowing for descriptions that included one or more racial categories.

The Town of Elgin’s population in 2020 was 74.2% White and 16.1% Black. The Town’s racial composition is less diverse than Kershaw County as a whole as the county’s racial composition was 67.4% White, 23.3% Black and 9.3% of all other designations. Of those Elgin residents that identified themselves as having two or more races, 55% of these individuals were of White and American Indian and Alaska Native descent or White and some other race.

Those that identify as Hispanic can be from various racial backgrounds and this population description is separate from other racial categories. In 2020, 196 people identified as being of Hispanic origin which is 12.0% of the population during that year.

Figure 2.7: 2020 Population by Racial Category

	White	Black	American Indian, Asian, Native American, Pacific Islander	Other Racial Category	Two or More Racial Categories
Town of Elgin	1,213	263	16	26	116
	74.2%	16.1%	1.0%	1.6%	7.1%

Source: US Census Bureau, Decennial Census, 2020.

Poverty and Income

Each year, the ACS provides estimates for the income and poverty levels for local governmental entities. Between 2010 and 2020, the estimated mean earnings for full-time, year-round workers increased from \$46,588 per person to \$51,715 per person in 2020 inflation-adjusted dollars. This was an 11.0% increase in the median income during this time period. However, this value was \$14,178 more than the Kershaw County median income of \$53,980. Looking specifically at the individual income levels, there was a noticeable increase during the ten-year period in the categories greater than \$65,000 and a noticeable decrease in the \$25,000 to \$34,999 categories.

Figure 2.8: Individual Income Estimated by Year

Income Levels	2010	2015	2020	Ten-Year Change
\$1 to \$9,999	0.0%	1.2%	2.0%	+ 2.0%
\$10,000 to \$14,999	3.5%	1.9%	4.1%	+ 0.6%
\$15,000 to \$24,999	6.2%	19.5%	7.2%	+ 1.0%
\$25,000 to \$34,999	34.7%	16.6%	16.1%	- 18.6%
\$35,000 to \$49,999	15.2%	22.4%	19.5%	+ 4.3%
\$50,000 to \$64,999	28.8%	18.6%	20.5%	- 8.3%
\$65,000 to \$74,999	2.8%	7.0%	17.4%	+ 14.6%
\$75,000 or more	8.7%	12.8%	13.0%	+ 4.3%
Mean Earnings	\$ 46,588	\$ 46,130	\$ 51,715	+ 11.0%

Source: US Census Bureau, American Community Survey, 2020.

Each year the US Census Bureau identifies the number of individuals living in poverty. Kershaw County’s population living in poverty in 2020 was estimated to be 15.3%. The Town of Elgin was reported to have 7.8% of its population living in poverty during the same year.

Looking specifically at the ages of those living in poverty in Elgin, 10.0% of the population under 18 years of age was identified as below poverty in 2020. The percentage increased to 10.6% of those under the age of 5 years living in poverty. For those ages 65 years and older, 10.6% of the population was identified as being below poverty.

Poverty isn’t limited to age. The 2020 ACS data for Elgin shows 5.7% of those in poverty were White and 34.2% were Black. There were no individuals that characterized themselves as being of Hispanic origin living in poverty in 2020.

Education

Educational attainment is the level of education a person has completed. This demographic factor helps to determine the strength of the education system and its impact on local economies.

The Town’s population is well educated with 95.4% of the population having a high school degree or higher in 2020. Comparatively, the educational attainment of those individuals with a high school degree or higher in Kershaw County was 89.2% in the same year.

For those individuals with a Bachelor’s degree or higher, the ACS provides details on the field of degree. This provides guidance to a community as to the expertise of the population in their area of education. Science and Engineering, along with Business, were the categories with the highest percentages of the population with these degrees.

Figure 2.9: Educational Attainment of Persons 25+

Education Levels	Population	Percent
Less than 9 th Grade	6	0.5%
High School, No Diploma	53	4.1%
High School Graduate	481	37.2%
Some College, No Degree	246	19.0%
Associate’s Degree	187	14.5%
Bachelor’s Degree	180	13.9%
Graduate or Professional Degree	141	10.9%
Field of Degree (Bachelor Degree or Higher)	Population	Percent
Science and Engineering + Related Fields	143	44.5%
Business	73	22.7%
Arts, Humanities and Others	64	19.9%
Education	41	12.8%

Source: US Census Bureau, American Community Survey, 2020.

Comparable Municipalities

In order to understand the local trends of the population within the Town of Elgin, it is important to evaluate the town in comparison with nearby communities. For this review, the city and towns within Kershaw County were compared by various demographic measures of the population. For comparison, the Lugoff Census Designated Place (CDP) is also included. A census designated place is defined by the US Census Bureau as a concentration of population in an area designated with boundaries of no legal status for the purpose of gathering statistical data. Lugoff is not an incorporated town, but a community with general characteristics of a town.

Elgin is the second largest municipality and the third largest community by population in Kershaw County. The 2020 population of Elgin was greater than Bethune, yet less than the Lugoff CDP and Camden. However, Elgin’s population is growing and growing at a higher rate than Kershaw County. Elgin’s 24.6% percent population increase was greater than all other municipalities in the county and was behind the Lugoff CDP which noted a 34.4% population increase during the same timeframe.

When evaluating the concentrations of population, Elgin had the highest population density at 1,513 people per square mile. The population density exceeded all communities in the county. The next highest population density was 655 people per square mile in Camden.

Kershaw County’s median age of the population in 2020 was 41.3 years old. Elgin had the youngest population of the county’s towns at 31.7 years. All others had median ages of greater than 40 years of

Figure 2.10: County Jurisdictions by Population, Density and Age

Jurisdiction	Population (2020)	% Population Change (2010 to 2020)	2020 Population Density (Persons/Sq Mile)	Median Age (2020)
Camden	7,788	13.9%	654	44.7
<i>Elgin</i>	<i>1,634</i>	<i>24.6%</i>	<i>1,513</i>	<i>31.7</i>
Bethune	315	-5.7%	286	46.9
Lugoff CDP	9,990	34.4%	433	41.3
KERSHAW COUNTY	65,403	6.0%	88	41.3

Source: US Census Bureau, Decennial Census, 2020.

age. The median age for the state of South Carolina in 2020 was 39.2 years.

When characterizing the population by race, one must look at the population in its entirety. The racial makeup of Kershaw County was 67% White, 23% Black and 5% Hispanic. Comparatively, the State of South Carolina’s racial makeup was 69% White, 27% Black and 6% Hispanic. Elgin’s racial makeup was less diverse than other communities in the county, but more diverse than the Town of Bethune. Elgin’s Hispanic population made up a higher percentage of the population than the other communities.

Figure 2.11: County Jurisdictions by Race (2020)

Jurisdiction	White	Black	Native American/Hawaiian	Asian	Hispanic*
Camden	61.6%	30.7%	0.3%	0.9%	7.0%
<i>Elgin</i>	<i>74.2%</i>	<i>16.1%</i>	<i>0.4%</i>	<i>0.6%</i>	<i>12.0%</i>
Bethune	83.8%	10.5%	0.6%	0.3%	0.0%
Lugoff CDP	70.7%	20.8%	0.3%	0.9%	3.1%
KERSHAW COUNTY	67.4%	23.3%	0.4%	0.6%	4.7%

Source: US Census Bureau, Decennial Census, 2020.

Another evaluator of a community’s population is income and education. Household income levels, educational attainment and poverty status are interrelated factors for a local economy. Kershaw County’s median household income was \$53,980 in 2020. Elgin’s median household income was \$68,158, which was the highest household income within the county, followed by the Lugoff CDP. The rate of change between 2012 and 2020 in the median household income saw the county’s income increase by 22.5% while Elgin’s increased 12.8%.

The Town of Elgin had the smallest percentage of the population living in poverty in 2020. Camden had the next lowest percentage of population living in poverty. Unfortunately, the overall percentage of population in poverty has increased countywide since 2012, except for Camden, who’s percent of population decreased by 6.1%. Bethune noted a major change in the poverty rate due to the town’s small population. The poverty rate in nearby Lugoff increased by more than 100%.

Figure 2.12: County Jurisdictions by Income, Education and Poverty Rate

Jurisdiction	Median Household Income (2020)	Median HH Income Change (2012 to 2020)	% of Citizens 25+ with Bachelor Degree or Higher (2020)	% of Citizens 25+ with HS Diploma or Higher (2020)	% Below Poverty (2020)	Poverty Rate Change (2012 to 2020)
Camden	\$ 49,059	-1.9%	40.4%	92.9%	13.6%	-6.1%
<i>Elgin</i>	<i>\$ 68,158</i>	<i>12.8%</i>	<i>24.8%</i>	<i>95.4%</i>	<i>7.8%</i>	<i>18.8%</i>
Bethune	\$ 28,854	-27.1%	24.2%	79.5%	36.4%	1,310.0%
Lugoff CDP	\$ 58,393	6.8%	25.4%	93.9%	14.9%	104.2%
KERSHAW COUNTY	\$ 53,980	22.5%	21.1%	89.2%	15.3%	1.6%

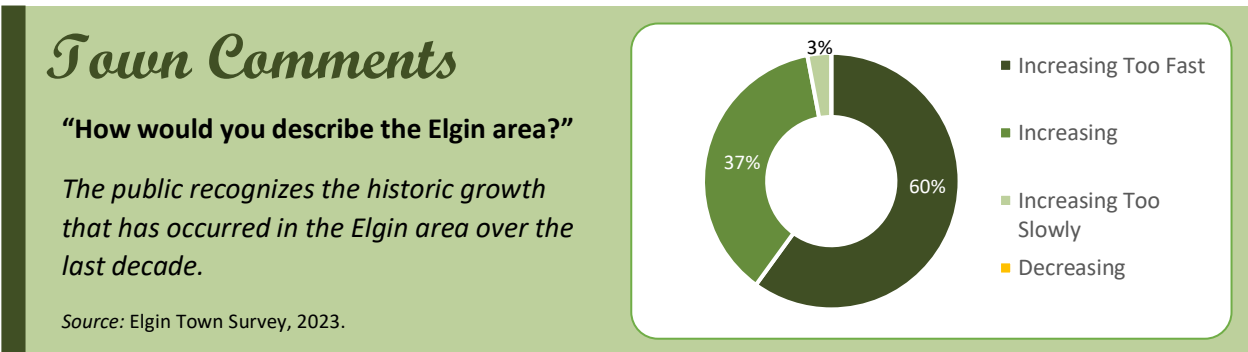
Source: US Census Bureau, American Community Survey, 2020.

The educational attainment of the population is a direct indicator of future income and is an important factor for recruitment of business and industry. Elgin has a well-educated population in comparison to nearby communities. However, Kershaw County as a whole has a highly-educated population by state standards. More than 95% of Elgin’s population over 25 years of age has received a high school diploma or higher. Kershaw County’s population was nearly 90% during the same year. And nearly a quarter of

the Elgin population has a Bachelor’s degree or higher. Only Camden and the Lugoff area had higher percentages within this educational attainment category.

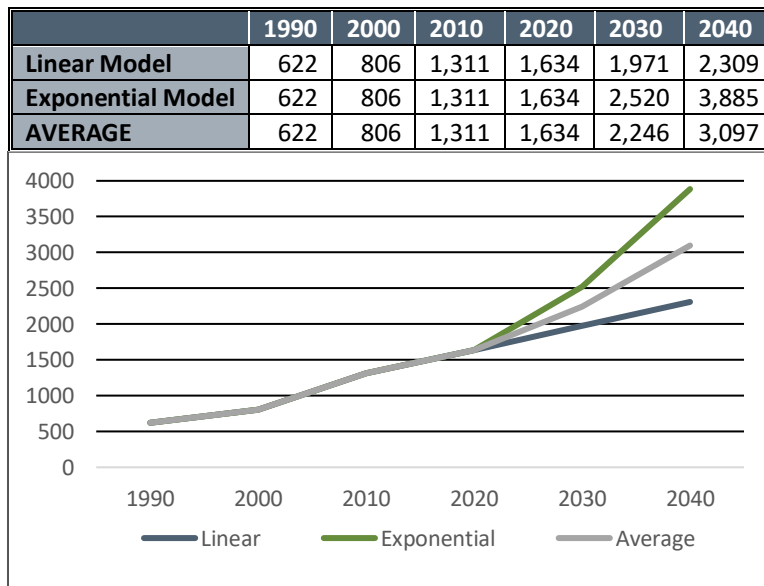
Population Projections

The Town of Elgin has experienced rapid growth over the last three decades. This population increase does not appear to be slowing down. The community’s location between Richland County and the Columbia Metropolitan area to the west, the City of Camden to the east, and within easy access to Interstate I-20 adds to Elgin’s popularity.



Population projections are a way to determine the rate of growth into the future. Two ways to determine population projections is through a straight-line or linear model as well as an exponential growth model. Utilizing the town’s historical growth rates, the models provided variable results with a population of between 2,309 and 3,885 people by 2040. If we average the two projections together, we can estimate a population of over 3,000 people by 2040 which is nearly double the population in 2020. This is a projected increase of 89.5% growth over the next twenty years based on current conditions. The proposed growth would average to around 73 people added to the town’s population each year.

Figure 2.13: Town Population Projections



Source: US Census Bureau, 2020 and Lindler Planning Consultants, 2022.

It is important to realize that these projections are based on historical data and current conditions. These projections do not include growth of the town through annexation or advanced planning measures like industrial recruitment, job creation or development incentives. These proactive measures, many of which will be outlined within this plan, provide opportunities for the town to implement new ideas to provide the necessary improvements for the future needs of this population.

Goals and Objectives

POPULATION ELEMENT	
GOAL 1.0: Obtain accurate census counts of an increasing population.	
	Objective 1.1: Increase the local population at a manageable rate of less than 20% per year.
	Objective 1.2: Participate in the Census 2030 program and related activities to obtain an accurate census count.
GOAL 2.0: Provide opportunities for an increasing population.	
	Objective 2.1: Provide opportunities for local job creation based on the educational attainment of the population.
	Objective 2.2: Identify opportunities to provide educational training for various skills through local educational entities.
	Objective 2.3: Identify ways to enhance the quality of life and growing needs of Elgin residents through programs, funding and land usage.

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The Natural Resources Element is dedicated to the natural features of the local landscape. This chapter serves to outline goals and objectives for the effective, protection, preservation, conservation and utilization of the natural environment for the future benefit of the citizens of Elgin.

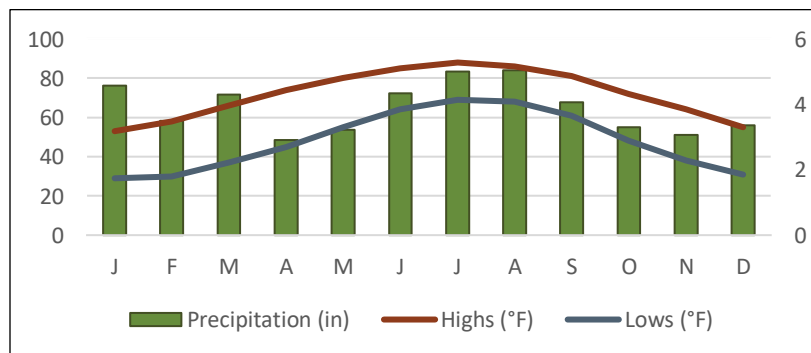
FINDINGS

- *The Town of Elgin is located along an elevated ridge of Kershaw County and has a moderate climate with annual rainfall amounts typical of South Carolina.*
- *The Town of Elgin is established in an area with soils made of sand and loam which are developable with minimal impacts to construction or specialized foundation systems.*
- *The Town does not have any floodplains which limit development or have potential to flood.*
- *Silica mining occurs within Kershaw County in areas outside of the town limits.*
- *Elgin is limited in natural areas, forested areas and agricultural uses.*

Climate

The climate of South Carolina is classified within the humid subtropical region of the United States which is characteristic of hot, humid summers and mild winters. For Kershaw County, the average annual temperature was 62.9 degrees Fahrenheit. The average annual high temperature was 75.2 degrees Fahrenheit and the average annual low temperature was 50.6 degrees Fahrenheit. The warmest temperatures are typically found during the months of June, July and August while the coldest

Figure 3.1: Average Climate Data (Camden and Kershaw County)



Source: State Climatology Office, 2022.

temperatures are typically found in December, January and February.

Kershaw County receives around 38.3 inches of rain per year with the wettest months being July and August and the driest months being April and November.

Air Quality

The South Carolina Department of Health and Environmental Control (DHEC) regulates and protects air quality within the state. Central Midlands Council of Governments (CMCOG) is the designated local air-quality planning agency under the Federal Clean Air Act. The Midlands region is an area of diverse land uses and has issues, like many other metropolitan areas, with air quality. The Clean Air Act identified levels of attainment for ambient air quality standards. Ground-level ozone or smog, in particular, is a major health concern. Ozone can damage the tissues of the respiratory tract, causing inflammation and irritation, resulting in coughing, chest tightness and worsening of asthma symptoms.

The 2007 Midlands Regional Air Quality Report identified industrial uses and transportation as significant contributors to air quality concerns. This report also outlined ways to improve air quality which have been implemented across the Columbia-Newberry Consolidated Metropolitan Statistical Area resulting in an improved environment. There have been no recent issues reported with air quality in and around the Town of Elgin.

Topography

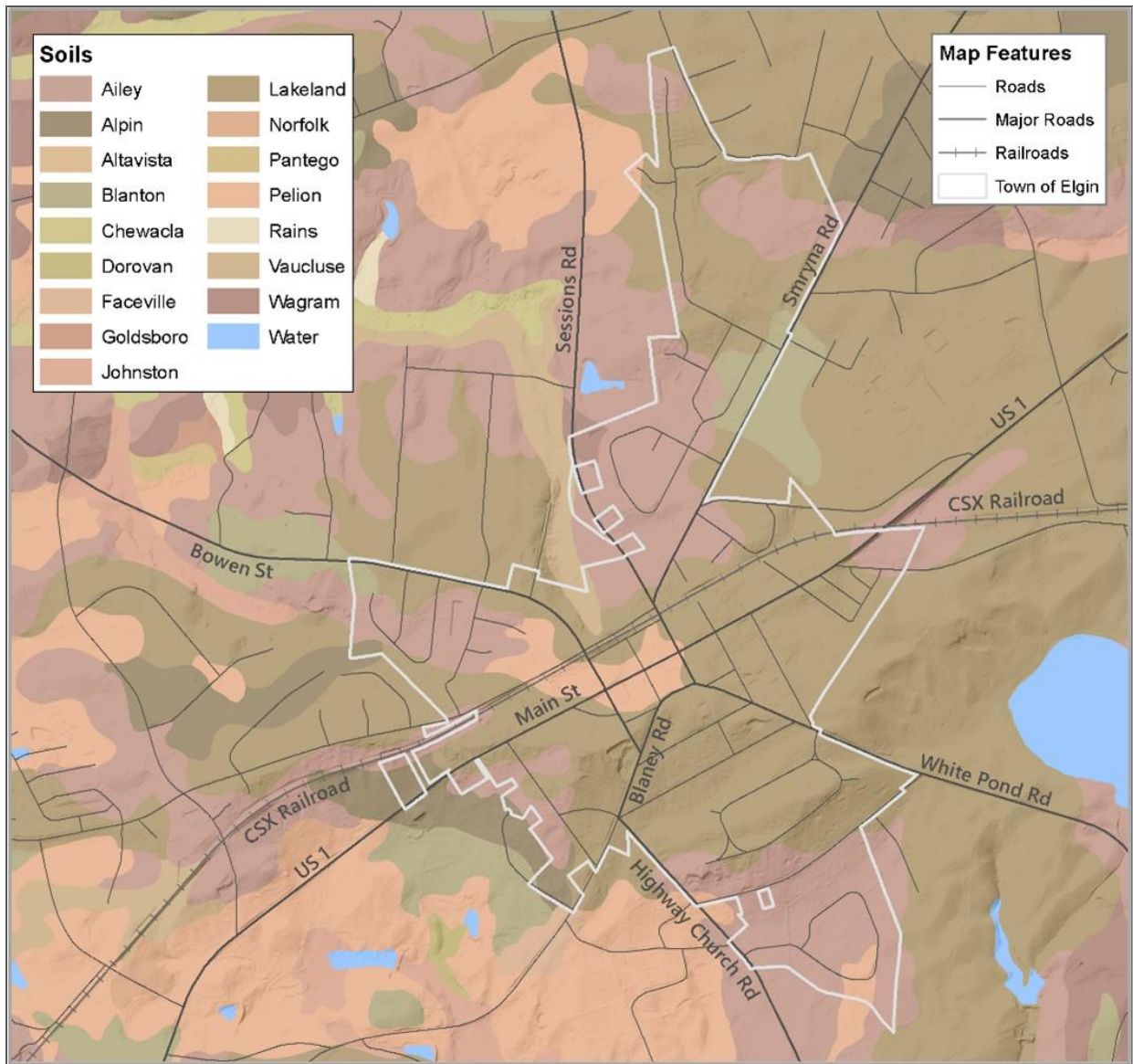
The Town of Elgin, located northwest of the City of Columbia, sits on one of the highest elevations in southwest Kershaw County. The town was established on a flat plateau at around 420 feet above Mean Sea Level (MSL). This high elevation results in stormwater issues from rain events being minimized as water runs away from this high land. The lowest portions of the town are found in the southern part of the town around Dogwood Avenue. The town elevation ranges of 420 feet MSL to 300 MSL provide a relatively flat landscape without major elevation differences.

The Town is within the Southeastern Plains and Sand Hills ecoregions of central South Carolina. The Town lies south of the Fall Line. This line is the division between the upland region and the coastal plain region of the eastern United States. Elgin lies within the coastal plain which is typified with sandy soils. These soils are remnants of a prehistoric coastline where unconnected bands of sand deposits are the result of coastal dunes that were formed 5 to 23 million years ago.

Soils

Soils affect the function and use of property as this is the foundation of the usage of land. Soil types determine what activities can and should be conducted in a given area. According to the General Soil Map, there are eight categories of soils that are found within Elgin. These soil types are various sandy and loamy soils. Sandy soils hold little clay, silt or organic matter and loamy soils contain an even mix of sand, silt and clay. Sandy soils are fine-textured with low water holding capacity, medium to low fertility and fast drainage rates. Loamy soils hold moisture fairly well, have a high to medium fertility rate and moderate drainage rate. Typically, loamy soils are more fertile for agricultural production than sandy soils and sandy soils are good for filtration of septic systems and movement of water quickly from the surface.

Figure 3.2: Soil Classifications



Soil Name	Soil Symbol	Acres	Percentage	Soil Type	Drainage	Permeability
Lakeland	LaB/LaC	442.0	56.8%	Sand	Excessively	Rapid to Very Rapidly
Ailey	AeC	258.7	33.2%	Loam	Well	Slow
Pelion	PnB	38.8	5.0%	Loam	Moderately Well	Moderately Slow
Blanton	BaB	18.1	2.3%	Loam	Moderately Well	Moderately Slow
Alpin	ApB	12.2	1.6%	Sand	Excessively	Moderately Rapidly
Vaucluse	VaD	4.8	0.6%	Loam	Well	Moderately Slow
Wagram	WaB	3.3	0.4%	Loam	Somewhat Excessively	Moderately
Faceville	FaB	0.2	0.0%	Sandy Loam	Well	Moderately
Total		778.0	100.0%			

Source: United States Department of Agriculture Soil Series, 2022.

For Elgin, the soils within the town are sands and loams that drain well with differing permeability rates. Soil information is important because the foundation of structures is dependent upon the soil type. Structural issues can occur with various soil types. Obviously, the town should encourage high density developments in areas where the soils are most suitable for construction. Sandy soils such as Lakeland and Alpin soils make up 57% of the town's soils. Sand does not retain much moisture and drains well. When moist and compacted, sandy soil can support a home. However, over time, soil particles can wash away leaving gaps under the foundation. Loamy soils are ideal for home construction as it is able to hold moisture at a more balanced rate. The soils within the Town of Elgin do not provide concerns for development potential over time.

Hydrology

The Town of Elgin lies within the Catawba River Basin with the Wateree River being the major tributary within the watershed. Due to the high elevation of the town compared to the surrounding area, water flows away from the center of town. US Highway 1 is the dividing line between two basins with the Twenty-five Mile Creek to the north and Spears Creek at the south. Drainage north of US Highway 1 flows north into the Twenty-five Mile Creek and drainage south of the highway flows south to Spears Creek. Both creeks flow eastward to the Wateree River.

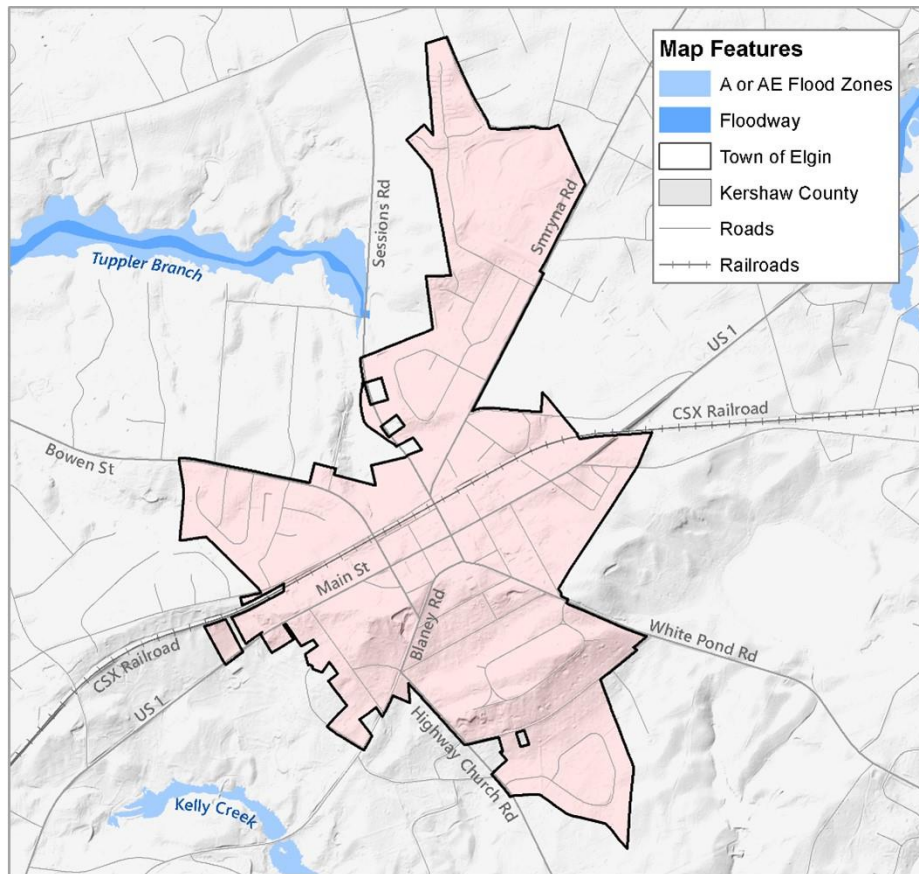
Stormwater can be an issue during major storm events. As this water collects and pools, stormwater can become a flooding problem in low-lying areas. The Town of Elgin has been proactive in the management of the town's stormwater as it adopted a Stormwater Management Ordinance in 2015. This ordinance is an extension of the Kershaw County Zoning and Land Development Regulations. Essentially, the ordinance regulates how stormwater is managed on individual sites and the way in which it is discharged into the larger town system. These standards meet the requirements of the SC Department of Health and Environmental Control (SC DHEC) National Pollutant Discharge Elimination System (NPDES) regulations. Promoting pervious areas within developments with trees and other landscaping can also reduce stormwater impacts within the community.

Floodplain and Floodway Areas

The Federal Emergency Management Agency (FEMA) identifies areas for flood hazards. Local communities establish standards for development based on local flood hazard conditions. The Town of Elgin has adopted a flood ordinance prevention ordinance that discourages development within the floodplain areas by establishing standards including elevation of the structure two feet above the base flood elevation. These standards prevent catastrophic damage to construction and promote safety in the local community.

The Town of Elgin currently does not have any properties within the town limits that are designated as floodplains. Floodplains are low-lying areas that are subject to flooding on a regular basis. Even though the town does not have floodplains, there are areas outside of the town limits that are designated floodplain areas.

Figure 3.3: Floodplain Map



Source: FEMA, 2023.

Fault Lines

South Carolina is the most seismic active state in the Eastern United States. The frequency of earthquakes is more pronounced in coastal South Carolina, along the central Mississippi River and along the Pacific Coast than anywhere else in the continental US. Earthquakes are shifts in the Earth's crust. These shifts are caused by the sudden release of built-up stress along faults. Faults are fractures in the Earth's crust where large blocks of rock move against one another.

Fault lines in South Carolina run primarily northeast to southwest across the state. Kershaw County lies on the Eastern Piedmont fault system which runs from Georgia to Virginia. Elgin has received recent notoriety for a number of earthquakes that have been reported in the area. In early 2022, more than 56 earthquakes were identified between Elgin and Lugoff. Most of these earthquakes registered as 'light' or 'weak' on the earthquake intensity scale – between 3.3 to 3.6 in magnitude.

In July 2022, the SC Department of Natural Resources (SC DNR) released the *Report on Elgin-Area Earthquakes* from state geologists and university professors. This report detailed seismic activity for the area to provide more understanding of earthquakes in the local area. SC DNR classified the 2022 Elgin earthquakes as earthquake swarms which are "groups of earthquakes located close to each other in time and space, but also where the largest earthquake of the group is not significantly larger than the next largest." The researchers theorize that the Elgin earthquake swarm is a result of hydroseismicity –

the influence of water into a fault – due to the proximity of the Wateree River, changes in river discharges and seasonal rainfall amounts. The SC Seismic Network has placed a seismic monitoring station near the town to continue researching the natural phenomena.

Even though earthquakes cannot be predicted with certainty, it is important to be prepared for such an event. Local buildings are constructed and approved based on the International Building Code which provides standards for the construction of buildings. These standards are intended to ensure that structures can adequately resist seismic forces during earthquakes. It is imperative that the Town continue to maintain building standards and the local review process in order to protect the public if seismic activity continues.

Mining and Mineral Deposits

There are currently no operational mining operations within the town limits and no mineral deposits are identified within the Town of Elgin. There are mining operations in nearby areas of Kershaw County east of the town along Green Hill Road and Whitehead Road. Most of these operations are industrial sand and gravel which is known as silica. Silica mining can be harmful due to suspended particulate matter in the air and particle accumulation on plants which impacts their growth.

Silica mining, as shown here in central Kershaw County, utilizes large areas of land and can be detrimental to the environment. These types of uses are best suited for rural areas.

Source: Google Maps, 2023.



The Town should discourage mining operations within the town limits of Elgin due to the environmental concerns related to their operation. Local zoning standards should be amended to remove mining as an allowed use within the town.

Prime Agricultural and Forest Lands

Our natural environment provides resources that we utilize on a daily basis. This includes food, fuel, raw material, lumber, and clothing. Agricultural uses and forests are a major component of land usage. These natural uses contribute significantly to a community through provision of wildlife habitat, erosion control, open space, groundwater recharge, and reduction in the local air temperature.

The Town of Elgin is limited in the amount of agricultural and forested areas within its jurisdiction. Only twelve acres are currently identified as being utilized in this manner. This isn't uncommon in

municipalities. It is important, however, that areas outside of the local government are easily accessible for access to fresh produce.

The soil conditions within the Town of Elgin are limited for prime agricultural lands. Due to the high percentage of sand in the soil base, the amount of organic matter is limited. Therefore, the future of land conversion to crop production within the town limits is impractical. Due to this limitation, plant-based food production utilizing existing soils is not viable and will need to be imported to the town or innovative farming techniques utilized to grow food. Greenhouses, hydroponic operations, and aquacultural operations would need to be utilized for the growth of food sources within the town limits. Some property within the town is utilized for grazing of livestock and pasture land for hay.

Kershaw County, especially the southcentral portions of the county along the Wateree River, are highly agricultural in nature and can provide agricultural resources to the town within a close proximity.

Urban Forestry

The Town of Elgin does not have any designated forests for public use. However, forested areas are found within individual neighborhoods and along the periphery of the town. These forested areas are primarily deciduous with evergreen pines. These trees combined together form a tree canopy which provides shade and a natural cooling effect for the community. Trees also can reduce energy needs by keeping businesses and homes cool in the summer and providing a wind break during the winter months.

Inclusion of trees into the urban environment has shown to reduce air temperatures, reduce stormwater and increase property values. Urban forests, whether preserved sections of forest or inclusion of natural areas in a site development, provide animal habitats, conserve energy and provide a natural setting in contrast to concrete and asphalt.

Source: Wikimedia Commons, 2023.



As communities grow with residential, commercial and industrial development, native trees and vegetation are cleared for conversion of the site for construction. Many times, plants and trees are not replaced during the construction process. Over time, the amount of forested area in a town or city is replaced with open lots. As more land is covered with concrete, buildings, and asphalt, the local temperature can increase in the range of ten degrees. In the town's Community Survey, 94% of the respondents stated they felt that trees should be protected or replaced when development occurs.

As the town continues to develop, replacement of medium and large trees should be encouraged for construction projects and along neighborhood streets. Landscaping ordinances are a way to encourage

developers to retain and incorporate additional vegetation which comprehensively form into an urban forest over a period of time. The Town's Community Appearance, Buffering, Landscaping, Screening and Tree Protection Regulations found within the zoning ordinance should be promoted and enhanced over time to ensure these resources are being incorporated and maintained.

Plant and Animal Habitats

The Town of Elgin is a relatively small community in size at a little over one square mile. A community of this size is limited in the provision of significant plant and animal habitats it can provide. Looking at the outlying areas in the County, the town is surrounded by suburban development to the north and northwest and south. The majority of plant and animal habitat would be toward the east of the town near White Pond outside of the town limits.

The Carolina Sandhills supports numerous plant and animal species within the longleaf pine ecosystem. The most famous species within the ecosystem is the red-cockaded woodpecker. The Elgin Community Park has preserved habitat for plants and animals while encouraging passive recreation.

Source: Lindler Planning Consultants, 2023.



Nearby creeks and vacant, forested areas provide the best habitats for small mammals, aquatic species and nesting birds. These areas serve as wildlife corridors for the movement of animals. If these natural corridors are closed to mobile species like deer, fox, racoon and possum, these animals are pressured into populated areas like Elgin. Protecting these areas by limiting development encroachment maintains the natural pattern of wildlife while minimizing conflicts with people. It is important for the town to work with Kershaw County as areas outside of the town develop as these land use changes can affect the local community.

Park Areas and Open Spaces

The Town of Elgin maintains Potter Park on Main Street between Green Hill Road and Wooten Court. The site is four acres and contains a walking trail, shaded pavilion, playground and military monument. The park also has maintained tree cover in a portion of the park for the enjoyment of the public. The site is utilized for a number of events throughout the year. Being located along Main Street, the site is a welcoming area within a growing, commercial corridor.

An additional open space is found on Sessions Road. The Town's community garden provides fruits and vegetables to the local area. The site also is utilized as a demonstration garden for those learning how to grow their own produce.

The Town should encourage the preservation of additional open spaces for the public use of the citizens as the town expands.

Conservation/Urban Sprawl

The Town of Elgin has developed over time as a commercial crossroads. The town has planned its growth pattern over many years. The pattern has included streets and infrastructure to support the growth of the town.

Growth provides a benefit to the town as the population increases, employment grows and improvements can be made through increased public revenue for the use of the citizens. Conversely, areas within the town should be prioritized for development and redevelopment that minimize conflicts with the natural environment. Providing detailed development standards that outline the types of developments and conditions for construction is necessary to continue the town’s balance between the natural and built environment.

Goals and Objectives

NATURAL RESOURCES ELEMENT	
GOAL 1.0: Minimize natural hazards through building and design standards.	
	Objective 1.1: Maintain the relationship with Kershaw County for stormwater management and development standards.
	Objective 1.2: Adopt the most recent building code standards as amended and enforce the standards through local building review.
GOAL 2.0: Encourage development that preserves open spaces and natural areas.	
	Objective 2.1: Discourage mining operations through revision to the zoning ordinance to disallow this land use type.
	Objective 2.2: Amend landscape ordinances to require the incorporation of medium and large trees into the site plans of development with an inclusion for maintaining pre-existing vegetation on site.
	Objective 2.3: Preserve open spaces over time as the town develops.
	Objective 2.4: Identify ways to incorporate natural, undeveloped areas within the town limits for the public’s use.

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The Cultural Resources element details the historic, artistic and cultural background of the town and its citizens. This chapter serves to outline goals and objectives for the preservation of the town's unique character and charm while determining ways to promote activities which provide opportunities for its citizens and increase participation by others outside of the Elgin community.

FINDINGS

- *The Town of Elgin has a rich and storied history since the inception of the Jeffers community*
- *Elgin has lost historic structures in the past and few remain that meet historic designation standards.*
- *The planned construction of the Blaney-Elgin Museum will be a highlight to the town's cultural resources.*
- *The Town does not have a distinctive downtown or a unique design characteristic that sets it apart from other areas of the town or surrounding county.*
- *Elgin has a number of educational facilities, art programs, and religious uses within close proximity to the town.*
- *The Town's high percentage of youthful and aging populations increases the need to incorporate recreation, educational and cultural services into local events.*

Historic Background

Elgin is located within the northern Midlands region of South Carolina. This area was originally inhabited by native peoples of the Congaree and Wateree tribes. As European exploration of the Carolina colony increased, English traders and farmers moved inland from Charleston seeking opportunity. The nearby community of Camden was established in 1732.

Kershaw County was established in 1791 and named after Colonel Joseph Kershaw, an early settler considered "the father of Camden". Camden was later chosen as the county seat. Kershaw County began developing as a rural agrarian community with cotton being the primary crop.

The community that we now know as Elgin has truly evolved over time. The Seaboard Air Line Railroad was constructed at the turn of the 20th Century and ran across Kershaw County from the southwest to the northwest. As the railroad was being constructed, small communities were established to house the

railway workers. One such community was Jeffers. Jeffers was named after the postmaster of the community. The railroad continued to bring prosperity and growth to the area.

The Seaboard railroad essentially connected central South Carolina to the rest of the country, especially cities of the industrial North. In 1908, Jeffers’ name was changed to Blaney, named after a banker from New York who funded and served as vice-president of the railroad. Blaney thrived along the rail corridor as banks, churches, schools and businesses were built as the result of economic prosperity. A 1913 survey map of Blaney identified a church, school and a post office with general store.

Construction of US Highway 1 through the town also added to the economic viability of the town. This route ran from Miami to the Canadian border and served as an additional opportunity for business and industry for the town.

In 1961, the Town of Blaney reached out to Governor Fritz Hollings to identify industry that could be recruited to the town. The Elgin National Watch Company of Elgin, Illinois was identified and the company began operation in 1963. A special election occurred in October of 1962 and the town’s name was officially changed to Elgin in honor of the company.

The Elgin community has gone through many transitions throughout its 120-year history. However, each transition makes the community stronger and more resilient. Elgin continues to thrive due to its geographic location between the Columbia Metropolitan Area and Camden and close proximity to Interstate I-20.

Historic Resources

Historic resources are defined as buildings, structures, sites or places that have contributed to the community in some form. Typically, resources over 50 years of age are considered a historic resource. The National Register of Historic Places does not identify any properties designated within the town limits. The South Carolina Historic Properties Record identifies two properties that are historic, yet are not National Register eligible. This means these structures have been identified as an historic resource but do not currently meet National Register qualifications. This could range from modifications that have been made to the structure to not enough research having been conducted on the site.

Figure 4.1: Historic Resources (2022)

Resource Name	Date	Address
Warren D & Corrie M Sanders Store	1928	2470 Main Street
Warren D Sanders House	1928	2447 Main Street

Source: SC Historic Properties Record, 2022.

Due to the age of the town and the relatively few properties identified as historic resources at the state level, this indicates that Elgin has lost many of its historic structures since the town’s inception. The SC Department of Archives and History (SCDAH) provides a nomination process for properties to be considered of state-wide importance and a historic roadside program for the traveling public. Elgin should evaluate local structures and properties that have contributed to the historic nature of the community and promote their nomination and application with SCDAH. The Town may also identify local historic structures and properties to protect or preserve through a local nomination process by an architectural review board. The first step in this process is to identify structures or a district of historic significance.

Sanders Store at 2470 Main Street has stood along US Highway 1 for nearly 100 years. Repurposed as a restaurant, this building originally served as a general store for the town.

Source: Lindler Planning Consultants, 2023.



The Warren D Sanders House at 2447 Main Street is the second historic property identified by the South Carolina Department of Archives and History within the Town of Elgin.

Source: Lindler Planning Consultants, 2023.

The Town’s history should also be emphasized during special community events. The Town’s 125th Anniversary in 2033 should be a year-long event with multiple festivals highlighting the town’s accomplishments over that timeframe. This should be coupled with a media campaign promoting the town and its history.

Cultural and Community Facilities

For many years, the Town of Elgin identified a need for a community space. The Blaney-Elgin Museum Commission also needed a space to display their historic items highlighting the history of the local community. Town Council recently identified the northern side of Potter Community Park as the location of a 2,500 square foot community center. A public meeting space will be provided on one side and house the museum artifacts on the other. This facility will provide opportunities to blend community events with local history. This facility will become the main cultural facility in Elgin. Other communities have utilized multi-use centers with great success blending different cultural agencies together. Combining the museum facility into the community center allows for more people to learn more about the town’s history and have a better understanding of the local culture.

Unique Residential and Commercial Areas

The Town of Elgin is a relatively young community in comparison to others throughout the State of South Carolina. With 91% of the town’s residential structures constructed since 1970, most of these structures would not be considered historic in nature.

Commercially, the town does not have a true downtown area which is where most historic commercial and industrial sites would be located. Commercial properties are located along US Highway 1 (Main Street). Most of these businesses are auto-oriented businesses where the structure is set back from the roadway and parking is located between the structure and the roadway. Traditional downtowns have structures located along a street with sidewalks, trees, and curb with on-street parking.

In the case of Elgin, due to the lack of historic structures to be preserved, the Town should utilize this as an opportunity to focus on creating residential and commercial areas that are unique to the existing construction style (*i.e.* design, architectural style, location). In turn, this develops community charm and character for future promotion of the town. As these structures age, they then become cherished areas for future historic significance.

In front of the Elgin Town Hall stands the centennial clock which honors the history of the community. This clock now provides a community symbol and a recognition for the town. The clock is a local icon that the community can be proud of and serves as a space for public gatherings and socialization. Unique additions like the town clock can be made to the downtown area to increase pedestrian usage and create a more vibrant sense of place. Inclusion of benches, trash receptacles, street trees and public art adds to the uniqueness and attractiveness to encourage people to get out of their vehicles and walk through the town. The plaza area in front of town hall is an opportunity to add benches, swings, and landscaping which can provide an inviting public area in front of the town’s most visible building and serve as a catalyst for additional improvements throughout the town.

In front of the Elgin Town Hall is the Centennial Clock along with a public plaza. This is an under-utilized space for the public and provides an opportunity for enhancements.

Source: Lindler Planning Consultants, 2023.



Enhancements such as swings, benches, arbors, planters, trees and other types of street furniture encourage the public to utilize the space and enjoy the downtown area.

Source: Lindler Planning Consultants, 2023.

Urban Design

Urban design is the evaluation of the built environment and the aesthetic value of design in our communities. Urban design covers subjects from street trees and sidewalks to road design and parking. Basically, urban design is concerned with the form and function of an area.

Most post-World War II communities were developed around a roadway or intersection of roadways. The function of these communities is primarily to move people, goods and services from one point to another. The result is that many of these communities lack a destination or epicenter of interest such as a town square, a governmental structure or religious building.

The Town of Elgin's growth historically extended outward from the Seaboard Air Line Railroad line. The town's form is representative of this growth. Some communities established a grid pattern of roads to form rectangular blocks of similar sizes. Elgin is unique in that the town is built around the convergence of eight roadways or entranceways into the town which forms a double H pattern. Running through the epicenter of the town is the railroad line which can be a boundary between the northern and southern portions of the town.

The area created between the convergence of these roadways should form the center of the community as it is the most accessible property within the town from multiple roadways. Many of the commercial businesses within the town are clustered within this area or adjacent to it. This core area should be considered as the town's center – the heart of Elgin. Most communities refer to this core as their central business district, the downtown or uptown areas. Community development and redevelopment should begin within this area and spread to other portions of the town. The core of Elgin should be a destination – one for purchasing of goods or acquiring services, to learn about and appreciate the history of the town and a place for residents to congregate near public spaces.

There are ways to distinguish this area from other parts of town to show the importance of it. Street lamps can be utilized along the roadways as well as modification of the roads to allow on-street parking. Unique street signs can be incorporated to bring attention to the area. It's also important to stress the importance of sidewalks and pedestrian amenities such as benches, vegetative planters, and public art.

The town should evaluate its development standards to ensure it is encouraging the types of developments within its historic core that feel more like an urban downtown area while shifting automobile-centric land uses to major roadways entering the town. Promoting buildings closer to the roadways rather than parking on the front would also promote a more urban and downtown-like feel.

Cities and towns have promoted downtown structures to be set along the roadway and designed with the street. North Augusta has added standards to encourage this type of development resulting in additional structures to their downtown.

Source: Lindler Planning Consultants, 2023.



Unique Natural and Scenic Resources

One of the most unique natural and scenic resources in the area is White Pond. The 66-acre pond, located one mile east of the town, is unique in that there is no natural inflow or outflow to the water body. The depth of the pond is rather shallow at 6.5 feet. The site has been utilized in recent years by scientists and archeologists. Sediments cores have been retrieved from the bottom of the pond to investigate evidence of meteorite impacts on ancient life. Archeological digs have also been conducted in the area to understand pre-European societies.

Currently, the site of White Pond is under private ownership. This property could be a wonderful amenity for public use if it were to be placed into a conservation easement or under public ownership. Accessibility for the general public to enjoy the site through the development of a nature trail for walking, hiking and bicycling. Development of such a trail would provide a recreational opportunity in a natural setting and promote its historic and scientific value. This amenity could also bring an economic benefit from eco-tourism – tourism directed toward natural environments intended to support conservation efforts.

Educational Sites and Institutions

Education is an important part of a community and Elgin is representative of that. Just outside of the town limits on Smyrna Road is Blaney Elementary School and Leslie M Stover Middle School. Both of these schools are part of the Kershaw County School District and are easily accessible by the town residents. These schools provide K-5 through 8th grade classes.

Lugoff-Elgin High School is located six miles northeast of the town along US Highway 1 which provides classes for 9th through 12th grades. Additionally, Central Carolina Technical College’s Kershaw campus is 15 miles to the east and provides post-secondary technical instruction for residents of the area in 50 programs of study. The town’s close proximity to this college provides opportunities for its citizens to obtain career advancing certifications and develop new businesses and industries for the town’s economy.

Religious Sites and Institutions

Elgin has been a religious community from before its inception as one of the first buildings constructed within the Jeffers community was a church. Elgin is home to three religious institutions. These institutions provide religious services for citizens in and outside of the town limits.

Figure 4.2: Religious Institutions and Locations (2022)

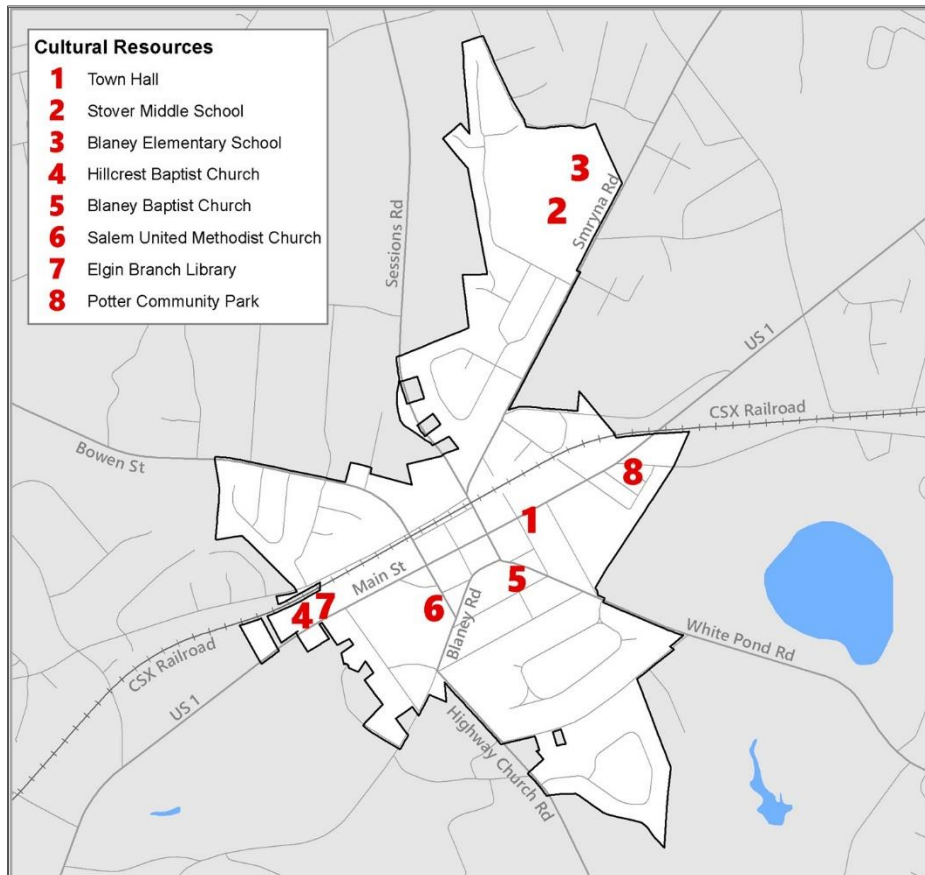
Church Name	Religion	Affiliation	Address
Hillcrest Baptist Church	Christian	Baptist	2666 US Highway 1 South
Salem United Methodist Church	Christian	Methodist	2366 Bowen Street
Blaney Baptist Church	Christian	Baptist	1400 Blaney Road

Source: Google Maps, 2022.

Religious institutions such as these provide services to the community beyond spiritual growth. Congregations provide food banks, soup kitchens, service projects, and donations of goods that benefit those less fortunate. The Town should work with these organizations as a partnering entity for

emergency preparedness and community service projects. Church buildings can also serve a community benefit as polling precincts, emergency shelters, and public meeting locations.

Figure 4.3: Cultural Resources in the Elgin Area



Source: Lindler Planning Consultants, Google Maps, 2023.

Entertainment and Recreation Areas

Potter Community Park is located on four acres at Green Hill Road and Potter Drive. It is owned and maintained by the Town of Elgin. The site contains a walking trail, shaded pavilion, playground and military monument. This a multiple use facility as the open field can be utilized for town events, car

The monument at Potter Community Park recognizes each branch of the military and honors those that have served their country. The monument is located at the front of the park and provides a space for citizens to enjoy.

Source: Lindler Planning Consultants, 2023.



shows, outdoor movies, fireworks displays, holiday light shows, and community gatherings. The site also serves as the central location for the annual Catfish Stomp festival. As the primary outdoor entertainment and recreation center in the town, it is important to connect this facility to adjacent neighborhoods and the downtown core for pedestrians and bicyclists.

Community Art

The Arts Center of Kershaw County serves as the center for cultural arts in the County. The Arts Center provides classes in art, dance, music and theatre including events throughout the year highlighting the talents of local artists. This cultural facility is located 13 miles from Elgin in Camden.

The Elgin Branch Library is located at 2652 Main Street and is part of the Kershaw County Public Library system. The facility provides public access to books, publications and media for residents in the area as well as programs to encourage reading and promote literacy. The facility also provides activities and displays of artistic merit for the public to enjoy.

Both of these facilities are important investments in the local community. The Town should continue to facilitate its relationship with the county for ongoing maintenance and expansion, involvement in county-wide cultural programs and promotion of events county-wide.

The Town of Elgin also has promoted community art. A mural was painted on brick at 2470 Main Street in 2008 and depicts the 100-year centennial of the Blaney-Elgin community. This work is a benefit to the residents of and visitors to the town as it shows the pride the community has taken in celebrating its history. Murals, sculpture, landscaping, and other forms of public art are a benefit to a local community. Additional forms of art should be promoted and endorsed by the town.



The Town Mural located on the side of the Sanders Store building is an artistic representation of the history of the Blaney and Elgin communities. Commemorated at the 100-year centennial, the mural is a unique cultural art piece in the downtown area.

Source: Lindler Planning Consultants, 2023.

Local Festivals and Events

Each year, the first Saturday in December is reserved for the Catfish Stomp. This local festival celebrates Elgin, its people and catfish. The Stomp begins with a parade that morning that winds its way from Railroad Avenue, along Main Street to Potter Community Park. The festivities continue as catfish stew and fried fish are the local delicacies served. The event raises money for the Elgin Police Department Town Roundup and Caring Hands Foundation.

Adding public buildings to park spaces can expand opportunities for events. In Ehrhardt, South Carolina, the town added a multi-use structure on a property that was previously home to a dilapidated structure. The town utilized a Park and Recreation Development Fund (PARD) grant to construct an open-air event

pavilion and green space within their downtown area. The addition of the community center to Potter Park will be an additional enhancement to the popular park space. These types of additions to park space provide options for recreational activities, but also serve as an economic benefit and public service when events like a weekly farmers market provide opportunities for local farmers to provide fresh produce to the community. Inclusion of these types of venues within the Town of Elgin would promote additional activities and opportunities for its citizens.

Cultural Groups

Elgin is made up of many cultural groups. As can be seen from the US Census Bureau’s American Community Survey from 2020, the largest ancestral group was English followed by German and American as the next highest groups. This is not surprising based on the historical background of Kershaw County and its ties to the Revolutionary period.

Figure 4.4: Ancestry of the Population (2020)

Ancestral Group	Number Reporting
English	234
German	208
American	207
Irish	178
Italian	57
French	34
Scots-Irish	33
Polish	22
Welsh	20
Portuguese	16
All Other Groups	43

Source: US Census Bureau, 2020.

The largest cultural groups listed above are all of European descent. Latin-American, African and Asian cultures are not specifically represented in the census data. The largest cultural groups aren’t overly surprising based on the racial makeup of the town. However, some of this data is related to individuals noting themselves as other group, having a low representative number for their ancestry or not completing this question for the ACS. Another is the large number identifying themselves as American based on their United States citizenship and the country’s diversity as a whole.

Celebrations of the town’s heritage and the cultural diversity of the town’s inhabitants is an opportunity to learn about ourselves, our local history, and others around us. Promotion of events celebrating cultures provides for a better understanding of the world around us.

Youth and Senior Activities

With 39.2% percent of the population being under 20 years of age and 10.7% over the age of 64, there is a need for activities geared toward these age groups within the town limits. One out of every two Elgin residents fall within these two age categories. Two out of every five Elgin residents is under 20 years of age. Kid-friendly events and educational opportunities need to be included in annual planning efforts for

town activities with the inclusion of the school district and local schools. Summer reading programs, sports and outdoor activities and back-to-school events should be incorporated where possible.

The Kershaw County Parks and Recreation Department and the Kershaw County Council on Aging are the primary resources for youth and senior activities in the area. Promotion of events on town message boards and social media is vital for advertisement of these programs and involvement from local residents. Both agencies have a multitude of activities to keep youth and seniors active and healthy. These range from exercise programs, social activities and community involvement to line dancing and tai-chi for seniors. Youth activities include summer day camps and youth sports for baseball, softball, football and basketball with a variety of facilities spread throughout the county. As more Elgin residents participate in these activities, the more the need will be to provide activities, programs and facilities closer to the town limits.

Goals and Objectives

CULTURAL RESOURCES	
GOAL 1.0: Preserve Elgin’s historic past.	
	Objective 1.1: Identify local buildings or properties that have had a significant historic value for the town through SCDAH and local programs.
GOAL 2.0: Promote Elgin’s uniqueness.	
	Objective 2.1: Adopt design standards to promote the town’s unique charm, an architectural theme and a harmonious development pattern.
	Objective 2.2: Develop a brand and marketing plan for identification and promotion of the town’s unique charm.
	Objective 2.3: Identify ways to increase pedestrian usage of the downtown area by providing such things as benches, trash receptacles, streets trees and public art.
	Objective 2.4: Distinguish the downtown area of Elgin from other parts of the town through street signage, banners, street lamps, etc.
GOAL 3.0: Encourage cultural activities and community events.	
	Objective 3.1: Maintain relationships with local religious organizations for community services.
	Objective 3.2: Work with Kershaw County to enhance future opportunities with the Elgin Branch Library.
	Objective 3.3: Utilize the town’s facilities to promote community activities and events.
	Objective 3.4: Promote youth and senior activities for citizen participation and utilization of town facilities.
	Objective 3.5: Hold multiple community events in 2033 to celebrate the 125 th anniversary of the town’s founding.



Housing is a basic need for residents of a community. It is essential that housing is built and maintained to standards that provide a safe structure for habitation. Housing also must meet an affordable threshold to the average resident of a community. Quality, availability and affordability of housing stock weighs heavily in the decision-making process of businesses and industries that are considering new locations.

This element outlines the condition, availability and affordability of the town's residential land uses and projects the future housing needs of Elgin. Even though housing is dependent on a number of economic conditions, this element will outline in general terms the relevant issues related to housing within the town limits.

FINDINGS

- *The Town of Elgin's population growth outpaced housing growth by 13.4% between 2010 and 2020.*
- *Eight new housing units have been constructed per year on average in Elgin.*
- *Single family housing is the predominant land use within the Town of Elgin.*
- *Housing stock in Elgin is relatively new compared to units than are found in the surrounding county or statewide.*
- *Additional housing units are needed to meet increases in population and vacant sites for new residential construction are limited.*

Housing Growth

Population and growth of the housing stock tend to have a similar correlation. The Town of Elgin experienced a population increase from 2010 to 2020 of 24.6%. During the same timeframe, the town increased its number of housing units by 11.2%. This amounted to an increase of 67 housing units over the ten-year period.

Between 2010 and 2020, the Town's increase in housing units nearly matched the State percentage increase in housing units which was 11.4%. The Town also exceeded the County increase in housing units by nearly three percent.

Figure 5.1: Housing Unit Growth (2010 to 2020)

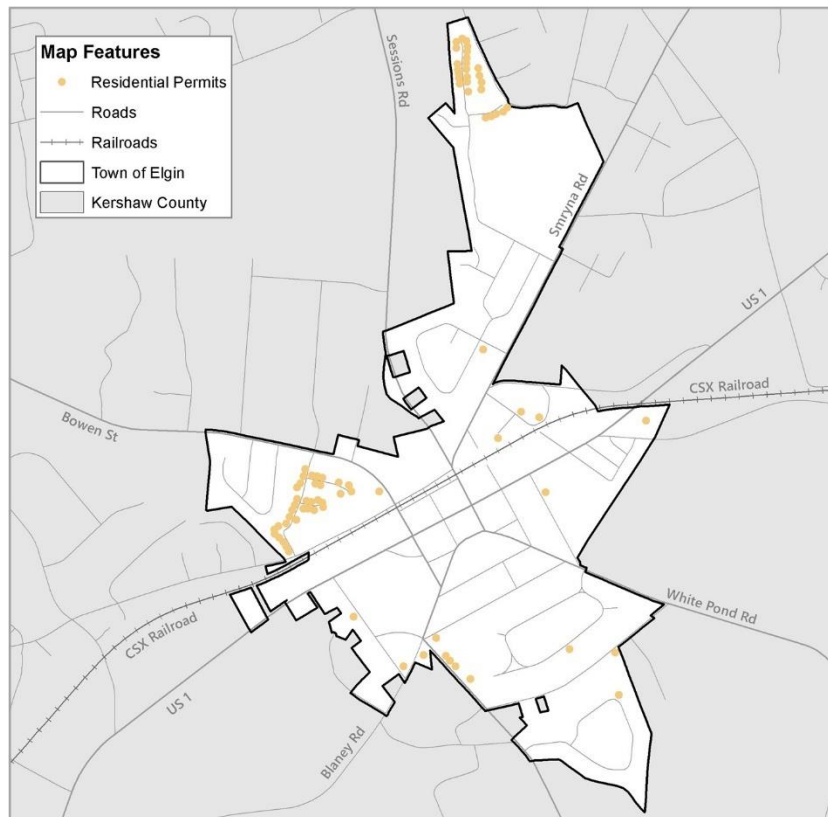
Jurisdiction	2010	2020	% Change
Elgin	597	664	11.2%
Kershaw County	23,358	25,293	8.3%
South Carolina	1,761,393	1,961,481	11.4%

Source: US Census Bureau, American Community Survey, 2022.

Residential Building Permits

An examination of residential building permits issued since 2013 provides additional information on housing growth trends in recent years. Over the last ten years, the Town of Elgin has issued 79 permits for new residential construction permits. Single family residential homes are the predominant residential type constructed within the town over the last ten years. During this time, 77 single family permits were issued by the Town of Elgin for single family residential construction which is around eight homes constructed each year. The highest construction period for single family construction occurred between 2014 and 2016 with an average construction rate of nearly 21 residential units constructed per year. Since that time, new construction has decreased to around one to two new homes each year.

Figure 5.2: New Residential Construction Permits by Location (2013 to 2022)



Source: Town of Elgin Building Department, 2023.

The location of new residential growth within the Town of Elgin is primarily clustered into two areas of the town. In the northern part of the town is the Pine Forest neighborhood which saw 26 homes built over the last ten years. On the western side of the town, the Woodland Palms neighborhood has

developed with 34 residential homes constructed since 2013. These two neighborhoods accounted for 80% of the new residential construction permits issued by the Town of Elgin.

Figure 5.3: New Residential Construction Permits (2013 to 2022)

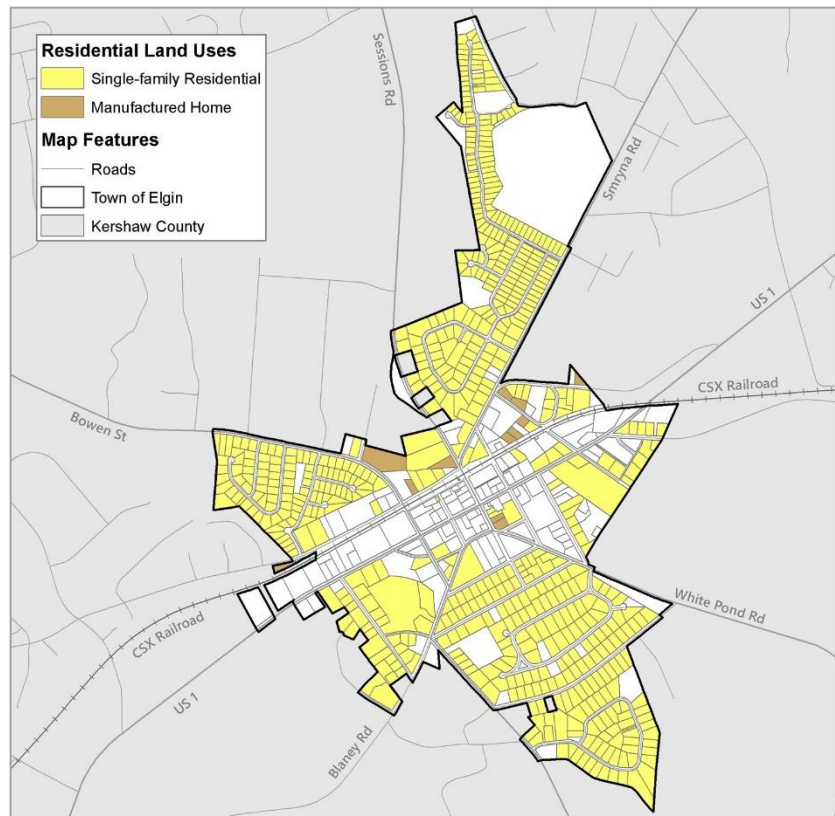
Housing Type	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Single Family	5	20	32	10	5	1	0	1	1	2
Duplex	0	0	0	0	0	0	0	0	0	1
Multi-Family	0	0	0	0	0	0	0	0	0	0
Manufactured Homes	0	0	0	0	0	1	0	0	0	0
Total Units	5	20	32	10	5	2	0	1	1	3

Source: Town of Elgin Building Department, 2023.

Housing Location

Within the Town of Elgin, around 416 acres of land is in residential use. Of this acreage, 97% is used as single family residential. Ten acres, or 2% of the town’s residential land area is in use by individual manufactured homes (not in mobile home parks). The town does not have any manufactured home parks, multi-family residential or duplexes.

Figure 5.4: Existing Residential Use Locations



Source: Lindler Planning Consultants, 2023.

The town’s residential land uses are concentrated in two sections of the town – north and south of Main Street. Single family residential units tend to be located throughout the majority of these sections of the town. Single family residential dwellings are located within residential subdivisions as well as on

individual lots with no neighborhood organization. Manufactured homes are located within the central portion of the town in two locations: south of Main Street along Church Street and north of the CSX rail line.

Figure 5.5: Land Area by Residential Land Use (2022)

Land Use	Acres	Percentage of Residential
Single Family	405.8	97.5%
Duplex	0.0	0.0%
Multi-Family	0.0	0.0%
Manufactured/Mobile Home	10.2	2.5%
Mobile Home Park	0.0	0.0%
Total Residential	416.0	100.0%
	Acres	Percentage Residential of Total
All Land Uses	583.4	71.3%

Source: Kershaw County GIS Department, 2022.

Housing Type

The Town of Elgin is limited to three types of residential units – one-unit detached, multi-family and mobile homes. Single family, one unit detached structures, are stand-alone structures with open space on four sides. This unit type is typically constructed to the international building code standards and would also include units of modular construction. Single family detached is the most popular type of housing, yet it also generally is the most expensive to construct. Detached single family homes are the source of housing for the overwhelming majority of town residents comprising more than 96% of the available housing.

Single Family Residential dominates the housing market in the Elgin area. New construction over the last decade has been 99% single family homes which limits housing options for different needs or affordability.

Source: Lindler Planning Consultants, 2023.



Multi-family buildings contain more than two housing units within the structure. There was only one multi-family housing unit identified by the US Census in 2020 within the town limits. In a review of 2022 Kershaw County Assessor data, there were no properties within the town limits identified as multi-family structures. Construction costs for multi-family development are generally less per housing unit which typically results in multi-family housing being a less expensive alternative for residents. However, multi-family construction has a higher density of persons per unit which requires water and sewer infrastructure to accommodate the number of residents.

Figure 5.6: Housing Unit Type (2020)

Unit Type	Number of Units	% of Units
One unit, detached	663	96.7%
One unit, attached	0	0.0%
Duplex	0	0.0%
Multi-family, 3 – 9 units	1	0.1%
Multi-family, 10+ units	0	0.0%
Mobile home	22	3.2%
Boat, RV, van, other	0	0.0%
Total Units	686	100.0%

Source: US Census Bureau, American Community Survey, 2020.

Mobile homes are constructed off-site and transported to the site on wheels that are attached to the structure. Manufactured and mobile housing offer a less expensive alternative to site-built housing and currently comprises 3.2% of the housing units in Elgin. As in most communities, the term manufactured home includes both manufactured homes (those built after current 1976 HUD code) and mobile homes (those units that predate the 1976 HUD code). In either case, the HUD code standards are not the same as the International Building Code standards for site-built construction. In comparison, the percentage of Kershaw County housing units that were mobile/manufactured homes in 2020 was around 25%.

Evaluating the median number of rooms per occupied housing unit, it is possible to obtain an idea of the size of housing units in Elgin. The US Census estimates the median housing unit size in Elgin to be 5.8 rooms per unit. This is nearly identical to the state average and somewhat smaller than the Kershaw County average. Renter-occupied units tend to have fewer rooms than owner-occupied units by nearly two rooms per unit.

Figure 5.7: Median Number of Rooms per Occupied Housing Unit (2020)

Jurisdiction	Owner-Occupied	Renter-Occupied	Total Units
Elgin	5.9	3.9	5.8
Kershaw County	6.4	4.9	6.2
South Carolina	6.4	4.5	5.9

Source: US Census Bureau, American Community Survey, 2020. [B25021]

Housing Age and Condition

The median age of the housing stock in Elgin is newer than the median age of housing in the County or State. The median year of housing construction in the Town was 1996. The County and State median construction year averages were 1990 and 1989, respectively. Renter-occupied housing units are typically older on average as can be seen by the county and state data. In Elgin, renter-occupied units are usually seven years older than their owner-occupied counterpart.

Figure 5.8: Median Year Residential Structure Built by Tenure (2020)

Jurisdiction	Owner-Occupied	Renter-Occupied	Total Units
Elgin	1997	1990	1996
Kershaw County	1990	1987	1990
South Carolina	1991	1986	1989

Source: US Census Bureau, American Community Survey, 2020. [B25037]

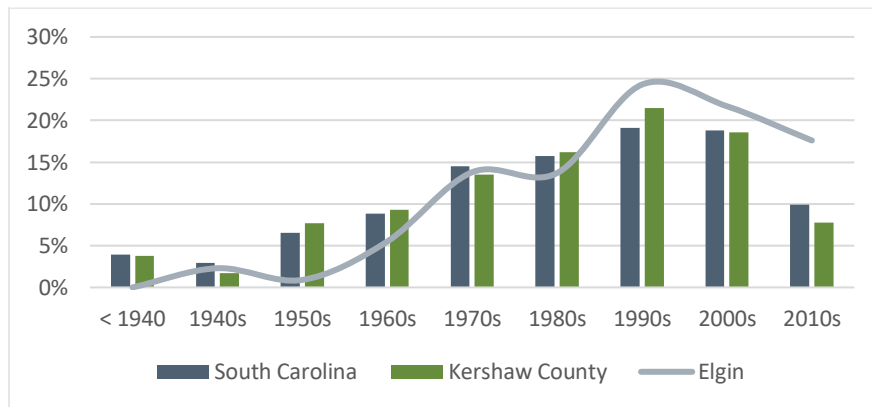
More than two-thirds of the housing stock in Elgin was built since 1990. Comparatively, 48% of the county and state housing stock was constructed since 1990. The decade that saw the most housing growth in Elgin was the 1990s followed by the 2000s and 2010s. Within the last decade, housing construction in Elgin has out-paced county and state averages which is related to the increased population and town growth witnessed within that timeframe.

Figure 5.9: Year Housing Unit Built

Year Unit Built	Elgin		Kershaw County		South Carolina	
	Units	%	Units	%	Units	%
Built 2014 or later	79	11.5%	1,087	3.7%	136,437	5.9%
Built 2010 to 2013	42	6.1%	1,206	4.1%	92,387	4.0%
Built 2000 to 2009	149	21.7%	5,468	18.6%	436,034	18.8%
Built 1990 to 1999	167	24.3%	6,340	21.5%	442,295	19.1%
Built 1980 to 1989	94	13.7%	4,781	16.2%	363,975	15.7%
Built 1970 to 1979	95	13.8%	3,979	13.5%	335,523	14.5%
Built 1960 to 1969	38	5.5%	2,724	9.3%	203,334	8.8%
Built 1950 to 1959	6	0.9%	2,256	7.7%	151,496	6.5%
Built 1940 to 1949	16	2.3%	488	1.7%	66,123	2.9%
Built 1939 or earlier	0	0.0%	1,115	3.8%	91,418	3.9%
Total	686	100.0%	29,444	100.0%	2,319,112	100.0%

Source: US Census Bureau, American Community Survey, 2020. [B25034]

Figure 5.10: Decade Housing Unit Built



Source: US Census Bureau, American Community Survey, 2020. [B25034]

Overcrowding can be a concern for livability and safety. However, the number of persons per unit can be a cost-savings measure utilized to reduce the overall housing cost or a necessity based on the affordability of the housing unit for the family size. Housing units are considered to be crowded when there are 1.01 or more household members per room (including baths and kitchens). In 2020, the US Census Bureau estimated that 0.9% of housing units in Elgin had more than one person per room. This percentage was smaller than the County and State averages during the same year. This indicates that housing units in the town are not overcrowded for the size of the units.

Figure 5.11: Persons per Room for Occupied Housing Units (2020)

Jurisdiction	Total Occupied Units	Units with 1.01 or More Persons Per Room	
		Units	%
Elgin	664	6	0.9%
Kershaw County	25,293	324	1.3%
South Carolina	1,961,481	37,506	1.9%

Source: US Census Bureau, American Community Survey, 2020. [S2501]

Housing Occupancy and Tenure

Residents of the Town of Elgin typically resident in homes that they own. Only 12% of the housing units are utilized as rental units. This is less than the county and state housing mix of owner versus rental units. The Kershaw County housing market has a vacancy rate similarly to the state average of 15.4%. Elgin’s vacancy rate is extremely low at 3%. This shows housing demand is extremely high within the town limits.

Figure 5.12: Housing Occupancy and Tenure (2020)

Tenure	Elgin		Kershaw County		South Carolina	
	Units	%	Units	%	Units	%
Total Housing Units	686	100.0%	29,444	100.0%	2,319,112	100.0%
Occupied Housing Units	664	96.8%	25,293	85.9%	1,961,481	84.6%
Owner-occupied housing units	585	88.1%	20,496	81.0%	1,375,391	70.1%
Renter-occupied housing units	79	11.9%	4,797	19.0%	586,090	29.9%
Vacant Housing Units	22	3.2%	4,151	14.1%	354,631	15.3%

Source: US Census Bureau, American Community Survey, 2020. [DP04]

The average number of persons per housing unit in Elgin is 3.3 persons. This rate was higher than the State and County averages of 2.47 and 2.59, respectively. The higher number of people per unit was also consistently higher for the Town whether looking at owner-occupied or renter-occupied units. The renter-occupied housing units had a significantly higher persons per unit average than State and County averages for owner-occupied units at nearly five people per unit.

Figure 5.13: Average Household Size of Occupied Housing Units (2020)

Jurisdiction	HH Size All Units	HH Size Owner-Occupied	HH Size Renter-Occupied
Elgin	3.30	3.10	4.81
Kershaw County	2.59	2.61	2.54
South Carolina	2.47	2.55	2.46

Source: US Census Bureau, American Community Survey, 2020. [S1101 & DP04]

More than half of the households in Elgin (58.1%) are occupied by someone between the ages of 35 and 64. Similarly, 52.6% of households statewide and 57.6% of householders countywide are within this age group. The percentage of householders over 65 years of age is smaller in the Town of Elgin than state and county averages. Occupancy by individuals under the age of 25 is extremely rare in the town. Most rental units in Elgin are led by a householder between the ages of 35 and 64 as 81% of rental-occupied units are found within this category.

Figure 5.14: Age of Householder by Tenure (2020)

Jurisdiction	15-24 Years	25-34 Years	35-64 Years	65+ Years
Town of Elgin				
% of owner-occupied	0.3%	21.4%	55.0%	23.2%
% of renter-occupied	0.0%	11.4%	81.0%	7.6%
% of total occupied	0.3%	20.2%	58.1%	21.4%
Kershaw County				
% of owner-occupied	0.6%	8.5%	57.5%	33.3%
% of renter-occupied	5.4%	23.0%	57.7%	13.9%
% of total occupied	1.5%	11.3%	57.6%	29.6%
State of South Carolina				
% of owner-occupied	1.2%	10.2%	53.6%	35.1%
% of renter-occupied	9.7%	25.5%	50.1%	14.8%
% of total occupied	3.6%	14.5%	52.6%	29.3%

Source: US Census Bureau, American Community Survey, 2020. [B25007]

While householders in Elgin are predominantly White, the racial composition of householders based on type or residence varies. The percentage of minority householders is greater in renter-occupied units than in owner-occupied units. However, there is a higher percentage of Black owners than renters. Conversely, there are more units rented by Other Races than owner-occupied units and this was mostly those that identified themselves as Asian. Few Hispanic individuals rent their homes.

Figure 5.15: Race of Householder by Tenure (2020)

Household Race	Elgin			Kershaw County		
	% of Owner-Occupied	% of Renter Occupied	% of Total Occupied	% of Owner-Occupied	% of Renter Occupied	% of Total Occupied
White	84.3%	64.6%	81.9%	74.8%	59.3%	71.9%
Black	13.8%	11.4%	13.6%	22.4%	33.8%	24.6%
Other Races	1.9%	24.0%	4.5%	2.8%	6.9%	3.5%
Hispanic*	3.8%	0.0%	3.3%	3.0%	5.9%	3.6%

Source: US Census Bureau, American Community Survey, 2020 [S2502]

Housing Costs and Value

The median value for owner-occupied housing units in Elgin is \$153,200. This is more than \$6,000 higher than a comparable home in Kershaw County, yet nearly \$17,000 less than the state average. Kershaw County median value for an owner-occupied housing unit was \$146,802 while the statewide median value was \$170,100. For rental units, the median gross rent within Elgin was \$1,241 a month. This is more than \$300 than the state average and nearly \$500 more than the county average for comparable rents.

Figure 5.16: Median Value and Median Gross Rent for Occupied Housing Units (2020)

Jurisdiction	Occupied Housing Units	Median Value	Median Monthly Gross Rent
Elgin	664	\$ 153,200	\$ 1,241
Kershaw County	25,293	\$ 146,802	\$ 759
South Carolina	1,961,481	\$ 170,100	\$ 918

Source: US Census Bureau, American Community Survey, 2020 [DP04]

A more detailed review of the value of owner-occupied housing units shows that values in Elgin are mostly within certain bands of value compared to state and county data. Elgin housing values were the highest in the \$175,000 to \$199,999, \$100,000 to \$124,999, and \$125,000 to \$149,999 levels. More than 53% of the home values in 2020 were within these three levels. The majority of housing values in Elgin are between \$100,000 and \$249,999 which accounts for more than 75% of the homes. In comparison, only 47% of homes in Kershaw County and 44% of homes statewide are within the housing value bands between \$100,000 and \$249,999. Nearly 16% of the homes in Elgin are valued at less than \$100,000 which is much less than the county and state percentages – 35% and 26% respectively.

Figure 5.17: Housing Values for Owner-Occupied Housing Units (2020)

Housing Unit Value	Elgin		Kershaw County		South Carolina	
	Number	Percent	Number	Percent	Number	Percent
Less than \$20,000	14	2.4%	1,211	5.9%	59,654	4.3%
\$20,000 to \$39,999	2	0.3%	974	4.8%	58,670	4.3%
\$40,000 to \$59,999	11	1.9%	1,154	5.6%	66,636	4.8%
\$60,000 to \$79,999	0	0.0%	2,022	9.9%	83,080	6.0%
\$80,000 to \$99,999	64	10.9%	1,740	8.5%	90,793	6.6%
\$100,000 to \$124,999	98	16.8%	2,445	11.9%	112,276	8.2%
\$125,000 to \$149,999	94	16.1%	1,667	8.1%	108,409	7.9%
\$150,000 to \$174,999	74	12.6%	2,272	11.1%	134,372	9.8%
\$175,000 to \$199,999	120	20.5%	1,262	6.2%	93,307	6.8%
\$200,000 to \$249,999	55	9.4%	1,963	9.6%	149,110	10.8%
\$250,000 to \$299,999	28	4.8%	1,459	7.1%	115,139	8.4%
\$300,000 to \$399,999	8	1.4%	1,177	5.7%	134,691	9.8%
\$400,000 to \$499,999	0	0.0%	563	2.7%	63,155	4.6%
\$500,000 or More	17	2.9%	587	2.9%	106,099	7.7%
Total	585	100.0%	20,496	100.0%	1,375,391	100.0%

Source: US Census Bureau, American Community Survey, 2020 [B25075]

Housing Affordability

Affordability is the relationship between the household income and the costs associated with housing costs. When this ratio is imbalanced, housing at the local level can become unaffordable for the population. This can result in plummeting property values or families moving to other accommodations at a more reasonable price point relative to their income. An imbalance like this can have a major impact on a town such as Elgin.

Lending institutions base affordability generally on housing costs not exceeding 2.5 times the gross household income. This translates into about 30 percent of household income for gross housing expenses. It is universally accepted that a housing unit is considered affordable if it costs no more than 30 percent of the occupant’s income. Conversely, a household is considered cost-burdened if its occupants are paying more than 30 percent of their income for housing costs.

Elgin residents with a mortgage have an average monthly housing cost of \$1,250 and a \$370 monthly cost without a mortgage. These values are comparable to state averages for housing expenses. Kershaw County housing costs are less than those of the town and state. When looking at these costs in relation to the median household income for each jurisdiction, the costs for a home are greater in Elgin than in

the county or statewide. Costs for a home without a mortgage are much less in Elgin than in the county or statewide.

The median gross monthly rent for a home in Elgin is \$1,241 which is much higher than state and county rents. However, when compares to state and county household income, town residents on average spend 23% of their household income on gross rent which is less than the county or state rates. This would mean that renters within the town are not considered cost-burdened by housing costs. This is a very positive indicator in the housing market that housing is affordable within the town.

Figure 5.18: Owner and Renter Costs as a Percentage of Household Income for Specified Housing Units (2020)

Jurisdiction	Median Selected Owner Costs as a Percentage of Household Income				Median Gross Rent as Percentage of Household Income	
	With a Mortgage		Without a Mortgage		\$	%
	\$	%	\$	%		
Elgin	\$ 1,250	21.9%	\$ 370	6.0%	\$ 1,241	22.9%
Kershaw County	\$ 1,172	19.7%	\$ 356	9.0%	\$ 759	28.9%
South Carolina	\$ 1,289	18.3%	\$ 382	8.7%	\$ 918	29.7%

Source: US Census Bureau, American Community Survey, 2020 [S2506, S2507, S2503]

In 2020, 21.3% of owner-occupied housing units in Elgin had costs that totaled 30% or more of the associated household income of the residents. Kershaw County residents in owner-occupied housing units had a lower percentage of dwellings that exceeded 30% of the household income – 20.6%. When comparing rental housing, 18.5% of Elgin housing units had rents that exceeded 30% of the household income. Comparatively, 37.4% of housing units in Kershaw County had rents that exceeded 30% of the household income.

Figure 5.19: Selected Monthly Costs and Gross Rent as a Percentage of Household Income for Specified Housing Units (2020)

Percentage of Household Income	Elgin				Kershaw County			
	Selected Monthly Costs - Owners		Gross Rent – Renters		Selected Monthly Costs - Owners		Gross Rent - Renters	
	Units	Percent	Units	Percent	Units	Percent	Units	Percent
Less than 10%	99	16.9%	79	52.3%	5,396	26.3%	120	2.5%
10 to 14%	141	24.1%	0	0.0%	4,279	20.9%	329	6.9%
15 to 19%	110	18.8%	14	9.3%	2,596	12.7%	681	14.2%
20 to 24%	65	11.1%	9	6.0%	2,133	10.4%	557	11.6%
25 to 29%	45	7.7%	3	2.0%	1,567	7.6%	314	6.5%
30 to 34%	27	4.6%	0	0.0%	719	3.5%	323	6.7%
35 to 39%	16	2.7%	5	3.3%	601	2.9%	253	5.3%
40 to 49%	34	5.8%	20	13.2%	674	3.3%	314	6.5%
50% or more	48	8.2%	3	2.0%	2,225	10.9%	907	18.9%
Not computed	0	0.0%	18	11.9%	306	1.5%	999	20.8%
Total Units	585	100.0%	151	100.0%	20,496	100.0%	4,797	100.0%

Source: US Census Bureau, American Community Survey, 2020 [B25091 & B25070]

Evaluating the total number of units affected by cost-burdened housing costs, 153 housing units in Elgin do not meet the 30% affordability threshold – 20.8% of the total number of housing units. This number

becomes even more disparaging when you analyze owners versus renters. Twenty-one percent of owner-occupied housing units are cost burdened. For renters, the number of housing units is 28 out of 79 total rental housing units. This results in 35.4% of these housing units that are cost-burdened.

The National Low Income Housing Coalition (NLIHC) is dedicated to promoting affordable housing in America through updated information on housing statistics at the state, metro and county level. In their publication, *Out of Reach*, the NLIHC estimates hourly wages and work hours necessary to afford housing in 2022. Working a job making a minimum wage of \$7.25 per hour, a SC resident would need to work 91 hours per week in order to afford a modest one-bedroom rental home at fair market rent (FMR). For Kershaw County, a resident would have to work 71 hours per week.

This correlates to a Kershaw County worker needing to make \$12.58 per hour and working a 40-hour week in order to afford a FMR for a one-bedroom rental unit of \$667 a month. This increases to \$14.62 per hour wage or working 69 hours per week at minimum wage to afford a two-bedroom unit at FMR.

Even though this affordability data is not available for municipalities, we can assume from the town’s higher rent costs, higher rental occupancy and newer housing construction than the county that housing costs for Elgin would be higher than the Kershaw County data provided herein.

Figure 5.20: Housing Cost (2020)

Jurisdiction	Housing Wage				Work Hours/Week Necessary at SC Minimum Wage to Afford	
	Hourly Wage Needed to Afford (@40 hours/week)		As % of Minimum Wage in SC (\$7.25/hour)		One Bedroom	Two Bedroom
	One Bedroom	Two Bedroom	One Bedroom	Two Bedroom	FMR	FMR
	FMR	FMR	FMR	FMR	FMR	FMR
Kershaw County	\$ 12.83	\$ 14.62	177%	202%	71	69
South Carolina	\$ 16.58	\$ 19.30	229%	266%	91	106

FMR=Fair Market Rent

Source: National Low Income Housing Coalition, “Out of Reach”, 2020.

Housing Outlook

Housing growth projections are utilized to plan for infrastructure and services that will be needed to accommodate future growth. Housing projections are difficult to forecast because there are so many variables that are a part of the equation. This is compounded for smaller cities and towns as there are not as many data points available and a shift in population can make dramatic changes to the forecast.

Figure 5.21: Housing Projections to 2030

	2010	2015	2020	2025	2030
Population	1,587	1,542	2,193	2,799	3,405
Average Household Size	2.7	3.0	3.3	3.6	3.9
Occupied Housing Units	597	516	664	778	873

Source: US Census Bureau, American Community Survey, 2020

Utilizing ACS data from the US Census, the population of Elgin from 2010 to 2020 increased by 606 people. During this same time period, the average household size increased from 2.7 people to 3.3 people per household. If we take the average increase in population and average household size and extrapolate these data points forward to 2025 and 2030, the estimated population would increase to



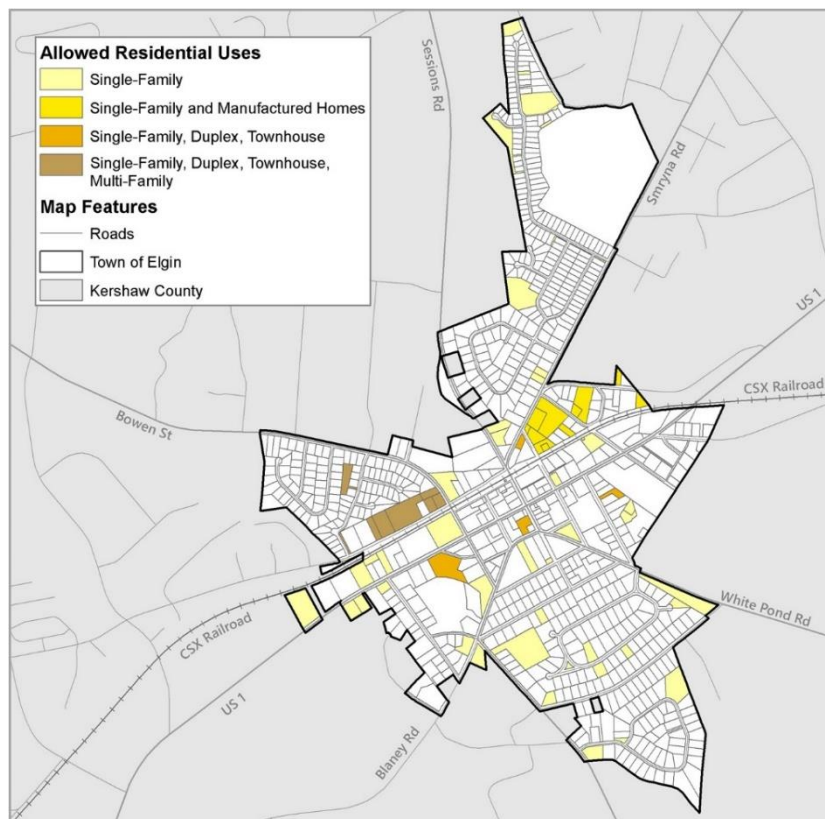
Residential construction of new dwelling units in the Elgin area will continue as the demand continues to increase. The type of housing units, the density of these units and the location of these neighborhoods are guided by the local government through zoning and development standards.

Source: Lindler Planning Consultants, 2023.

3,405 people in 2030 with a household size of 3.9 persons per household. Utilizing the population projections and the average household size, we can estimate that up to 778 housing units would be within the town by 2025 and another increase to 873 total units by 2030. This would be an increase of 209 housing units between 2020 and 2030 which is around 21 housing units per year.

This housing projection is a generalized one and, as mentioned previously, a number of factors can increase or decrease these rates of change – economic conditions, mortgage interest rates, in and out migration and local economic development and job growth all play a part of this intricate balance. This

Figure 5.22: Vacant Residentially Zoned Properties (2023)



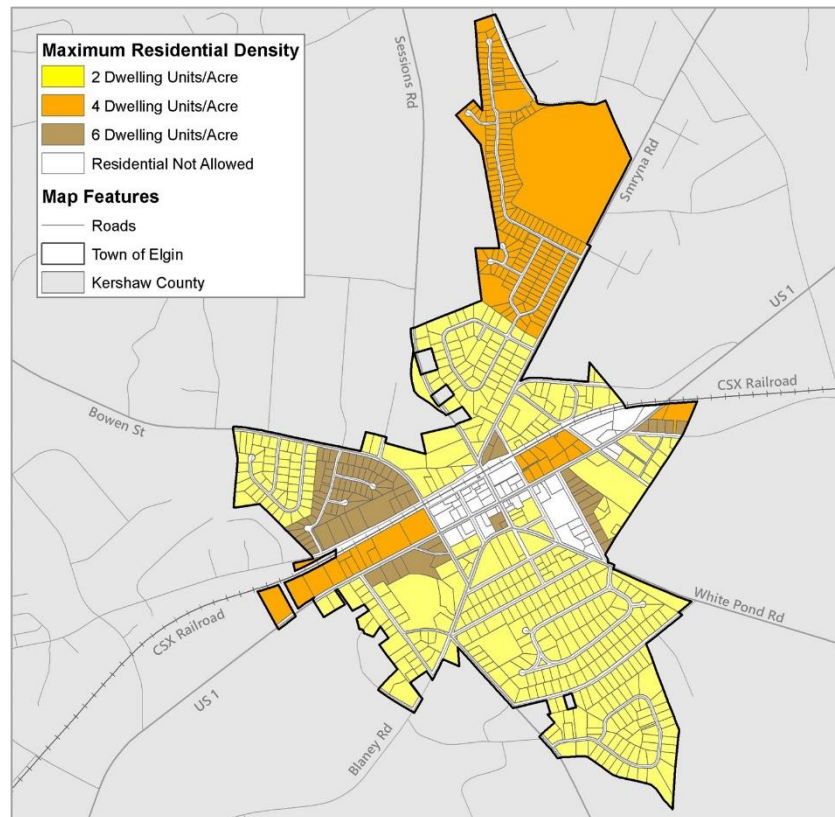
Source: Lindler Planning Consultants, 2023.

housing projection will be utilized within this document for planning purposes related to land use and infrastructure. It is important to identify where housing units are currently located and where residential uses are allowed by ordinance. Residential land uses are the predominant land use inside the town limits. Residential uses cover 416 acres of the town limits – around 71% of the town’s land area. Residential uses are located around the periphery of the town with commercial and public uses clustered toward the center of the community along US Highway 1.

If we look at vacant land within the town limits that are zoned for residential development, we find that there are 66 parcels of land which total 91.6 acres which are currently available for new housing units. These properties are located throughout Elgin. There are no single large vacant parcels currently available for development. Clusters of individual parcels can be found north of the CSX rail line – west of Bowen Street and south of Smyrna Road – which could be assembled into a larger development parcel.

Based on the housing projections, the Town of Elgin has few options to accommodate the projected housing units needed to accommodate population growth through 2030. If all vacant property zoned for residential uses were developed to accommodate the projected growth in town population, the density for new housing units would need to be around 2.3 housing units per acre. Additional housing should be encouraged on vacant, residentially zoned parcels, referred to as infill housing. Higher density housing units should be promoted and enhanced through higher density zoning districts. This can be accommodated through changes in zoning categories to encourage higher density residential uses such as townhouses and multi-family apartments closer to the town center.

Figure 5.23: Maximum Allowed Residential Density Based on Zoning District



Source: Lindler Planning Consultants, 2023.

The current maximum allowed density of residential developments shows the town encourages residential development at higher densities along Main Street and at the periphery of the town. Changes in zoning to encourage higher residential densities between Main Street, Bowen Street, Cherry Lane and Rose Street, as well as properties north of Watson Street, should be evaluated. Residential properties not currently within an organized neighborhood or subdivision should be considered for a higher maximum density to encourage additional residential uses.

In order to accommodate the additional projected population for the town and the housing needs of these individuals, the town needs to develop annexation plan to grow the municipal limits of the town at the same rate of growth within the broader community. The Elgin area, outside of the town limits, is growing at a high rate. This development will continue whether properties are within the unincorporated portion of Kershaw County or within the town limits. Without a proactive approach to town growth, the town could be surrounded by development which could impede the town's future ability to grow and which doesn't follow the town's preferred growth pattern.

As new residential developments are added, the town should monitor the affordability of these housing units to the local economic characteristics. The town should also evaluate the local development standards to ensure the requirements are not financially burdensome which would increase the housing unit cost. Incentives may also be utilized to encourage a type of residential use or a design characteristic the town would like to foster.

Home Ownership Responsibilities and Property Maintenance

Home ownership is the American dream. However, for some residents in Elgin, this dream is unattainable. In order to meet this need, local governments and service providers must work in various capacities to encourage the number of individuals who can own their own home and to educate the public on the responsibilities of home ownership.

Property values of residential neighborhoods need to be protected to ensure that the investments of property owners are maintained. The Town should encourage new neighborhoods to develop deed restrictions that outlaw such things as junk automobiles, overgrown lots, and dilapidated structures. Town enforcement codes and procedures should be strengthened so that owners of residential structures are notified of problems and given an enforceable timeframe to rectify situations and improve structures that pose a health, safety or welfare concern. Town codes should be amended to be more detailed and direct on penalties and enforcement measures to encourage compliance.

Residential Design

Residential land uses are the core of a community. As such, housing areas should be designed well and should also be connected to other land uses such as commercial centers, public uses, parks and playgrounds. Residential land uses tend to be developed in inclusive pockets within communities sometimes walled off or gated with one entrance in or out. For a town like Elgin, residential communities should be connected with similar neighborhoods around them. Roads should intersect to promote connectiveness within the town rather than allowing cul-de-sacs one after another. Sidewalks, walking trails and bicycle paths should be encouraged in the design of residential developments to promote less use of automobiles within the town limits.



Inclusion of walkways, sidewalks and trails between residential areas and other uses reduces reliance on automobiles, reduces traffic and increases property values. This walking path within the Pine Forest Subdivision provides access to Stover Middle School and Blaney Elementary School for students, parents, faculty and staff.

Source: Lindler Planning Consultants, 2023.

Uses that are incompatible with residential uses should be buffered from each other if within close proximity. Buffering includes vegetation, berms, walls, fences, or a combination to separate a single family home from a commercial use or other dissimilar use. Buffering diminishes sound, lighting and visual concerns between these uses. Due to the compactness of the town, buffering standards should be strengthened to allow more uses within close proximity to each other.

Single family attached dwellings such as these townhouse units can be designed to look like a traditional single family detached home. Community standards can encourage different types of construction which can accommodate additional housing units in less space.

Source: Lindler Planning Consultants, 2023.



There can be concerns between the proximity of residential types to each other. Manufactured and mobile homes as well as apartment complexes can cause concerns for residents of single family neighborhoods. To mitigate concerns between these residential types, it is important to evaluate buffering standards between single family uses and higher density residential uses. The Town may want to promote design standards that require pitched roofs or garage attachments to manufactured homes or encourage apartment units to resemble the exterior of a single family home. Many times, residents of single family homes have concerns with the density of newly proposed residential uses. The town’s zoning ordinance and map should encourage housing densities with gradual increases in density. A residential zone allowing ten units per acre should not be located directly adjacent to a zone allowing

one unit per acre. An evaluation of the town’s zoning and land development standards should be completed annually as the town’s needs change.

Goals and Objectives

HOUSING ELEMENT	
GOAL 1.0: Encourage additional residential dwellings to meet the needs of the population.	
	Objective 1.1: Promote residential land uses in areas with a preexisting residential development pattern to increase property values in existing neighborhoods.
	Objective 1.2: Encourage more diverse housing options to include duplexes, townhouses and multi-family dwellings within the housing stock.
	Objective 1.3: Monitor housing affordability at the local level to ensure governmental standards are not affecting costs within the housing market.
	Objective 1.4: Increase the supply of buildable residential sites whether through redevelopment, infill development or annexation.
GOAL 2.0: Promote residential uses in suitable areas of the town.	
	Objective 2.1: Evaluate infrastructure needs within the town limits to foster higher densities of residential uses.
	Objective 2.2: Identify areas for residential expansion to accommodate the future housing needs.
GOAL 3.0: Provide development standards that meet the community’s needs.	
	Objective 3.1: Review development standards such as the zoning ordinance and property maintenance codes to ensure standards are in place to protect homeowners while encouraging new residential development.
	Objective 3.2: Promote connectiveness between neighborhoods through standards in the Land Development Regulations.
	Objective 3.3: Evaluate the town’s buffering standards to ensure protections to residential land uses.
	Objective 3.4: Review the town’s zoning and development standards on an annual basis to ensure they meet the current needs of the community.
	Objective 3.5: Consider adoption of the International Property Maintenance Code or similar town ordinance for maintenance of structures and properties.



The Economic element details the local employment and industry trends for the Elgin area. This chapter serves to outline objectives for economic diversity through sustainable growth and training of the workforce.

A community relies on businesses and industries for the creation of jobs and the development of a stable workforce. Job creation stimulates growth which encourages the exchange of goods and services for a local economy. The local economy is not confined to the town limits and is a part of the larger economy of the region and state. Therefore, this element will evaluate the general economy of the Elgin area.

FINDINGS

- *The Town of Elgin is located between the City of Camden and Richland County and has close access to Interstate I-26.*
- *The Town is within 15 miles of major employers in Kershaw and Richland Counties.*
- *There are no industrial or manufacturing businesses within the town limits of Elgin.*
- *Elgin is home to a number of businesses that provide commercial retail and professional services to the town and surrounding population of Kershaw County.*
- *Elgin's downtown area is not pronounced from the surrounding area identifying it as the town's central business district.*

Employment and Labor Force

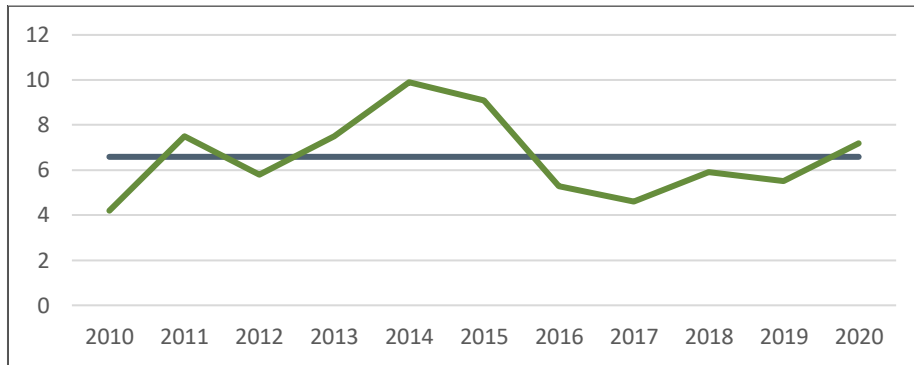
In 2020, the ACS reported that the population of the town aged 16 and over was 1,476 people with a labor force participation rate of 66.1%. The labor force participation rate is an estimate of the economy's active workforce. The employment to population ratio in 2020 was 61.3%; this is the percentage of the population that is currently working. The median age of workers aged 16 to 64 years old in 2020 was 44.3.

In comparison, the Town of Elgin's workforce in 2020 was more active in the local economy than state averages as the state's labor force participation rate was almost 60% and the employment to population ratio was nearly 56%. The median age of the state's workforce was younger at 39.8 years in 2020.

The town's unemployment rate has fluctuated over the last ten years. The ACS reported the town's unemployment rate was the highest between 2013 and 2015 and the lowest during this period was 4.2%

in 2010. The average unemployment rate during the last decade was 6.6%. The most recent unemployment rate reported by the ACS was 7.2% in 2020 which was during the COVID-19 pandemic.

Figure 6.1: Elgin Unemployment Rate with Ten-Year Average



Source: US Census Bureau, American Community Survey, 2020.

Kershaw County’s civilian labor force, including the Town of Elgin, increased by 2.6% between 2017 and 2021. The unemployment rate also decreased during the same time period. The unemployment rate for Kershaw County appears to be declining from a high in 2020 as estimates expect for the rate to hover between two and four percent over the next two years. The Kershaw County data shows that the local county economy is reflective of regional and national trends which show dependence on outside market forces.

Figure 6.2: Kershaw County Labor Force Trends

Year	Labor Force	Unemployed	Unemployment Rate
2021	28,084	1,084	3.7%
2020	27,342	1,488	5.2%
2019	27,934	827	2.9%
2018	27,249	988	3.5%
2017	27,375	1,265	4.4%

Source: SC Department of Employment and Workforce, 2022.

During fiscal year 2021, Kershaw County had \$1.38 billion in retail sales. Elgin made up 8.4% of the county’s gross sales during that year. Elgin was second to Camden in the value of gross sales for the three local governments in the county. Camden is the economic driver in Kershaw County where 42.1% of the gross sales occurred in 2021. Nearby, Richland County noted \$12.8 billion in gross sales, which is the fifth highest county in gross sales in the state. Located between Richland County and the City of Camden, Elgin can improve these future numbers by leveraging its geographic location.

Figure 6.3: Gross Sales by City (Fiscal Year 2021)

Local Government	Gross Sales
Bethune	\$ 95,034,311
Camden	\$ 580,463,436
Elgin	\$ 115,697,568

Source: SC Department of Revenue, 2020-2021 Annual Report, 2022.

Additionally, the Town of Elgin does not currently impose a millage rate on town properties. The South Carolina Association of County’s 2021 Property Tax report only identified a base millage and school district millage rate for Elgin. Therefore, a property owner will pay the same amount of property tax on their property whether they live inside the town limits or just outside. This is a benefit to local residents as they are receiving town services such as law enforcement without the added costs associated with municipal services. This is a benefit that should be promoted during the business recruitment process.

Occupations

The local economy of Kershaw County has historically centered around the educational and healthcare services and retail trade as these two categories led all others in industry of the employed population. Elgin’s populace is mostly employed within the educational services and healthcare, professional, scientific and management, manufacturing, and public administration industries. These four industrial sectors accounted for nearly 59% of the town’s labor force in 2020.

Figure 6.4: Employment by Industry (Town of Elgin)

Industry	Employed	Percentage	Median Earnings
Manufacturing	128	14.1%	\$ 54,919
Non-Manufacturing	777	85.9%	
Educational Services & Health Care	158	17.5%	\$ 45,278
Professional, Scientific & Management	157	17.3%	\$ 52,337
Public Administration	88	9.7%	\$ 44,615
Retail Trade	77	8.5%	\$ 27,019
Finance, Insurance & Real Estate	70	7.7%	\$ 36,250
Transportation, Warehousing & Utilities	61	6.7%	\$ 65,750
Arts, Entertainment & Recreation	43	4.8%	\$ 25,250
Construction	42	4.6%	\$ 29,773
Agriculture, Forestry, Mining	14	1.5%	*
Wholesale Trade	10	1.1%	\$ 35,625
Information	4	0.4%	*
Other Services	53	5.9%	\$ 9,830

Source: US Census Bureau, American Community Survey, 2020.

*Population too small to correlate

Kershaw County has noticed growth in the employed population during the last decade. However, the industries in which the population has been employed have changed greatly during that same timeframe. Specifically, the individuals employed in the manufacturing sector has decreased by nearly 25% while the agriculture, forestry and mining sector increased nearly 200%. Wholesale trade, professional, scientific and management and public administration also increased by more than 45% in each category. In addition to manufacturing, arts, entertainment and recreation, construction and information also declined during this time period.

The median manufacturing job earnings for an Elgin worker was \$54,919 in 2020. This was the second highest earning category behind transportation, warehousing and utilities at \$65,750. Higher percentages of the population of the Town of Elgin are employed in manufacturing, professional, scientific and management, transportation, warehousing and utilities, and arts, entertainment and recreation categories than the county. Conversely, the town’s population is underserved in comparison

to the county in the areas of educational services and health care, retail trade, agriculture, forestry and mining and wholesale trade.

Figure 6.5: Employment by Industry (Kershaw County)

Industry	2011	2016	2021	% Change (2011-2021)
Manufacturing	4,065	3,419	3,153	-22.4%
Non-Manufacturing	22,594	23,130	25,179	11.4%
Educational Services & Health Care	5,339	6,105	6,402	19.9%
Professional, Scientific & Management	2,099	1,950	3,140	49.6%
Public Administration	1,789	1,632	2,631	47.1%
Retail Trade	3,402	3,274	3,506	3.1%
Finance, Insurance & Real Estate	2,098	2,364	2,144	2.2%
Transportation, Warehousing & Utilities	1,329	1,044	1,317	-0.9%
Arts, Entertainment & Recreation	2,073	1,811	814	-60.7%
Construction	2,317	2,095	1,627	-29.8%
Agriculture, Forestry, Mining	443	399	1,304	194.4%
Wholesale Trade	373	598	590	58.2%
Information	228	299	140	-38.6%
Other Services	1,104	1,559	1,564	41.7%

Source: US Census Bureau, American Community Survey, 2022.

Commuting Patterns

Elgin’s position in the County, approximately 3.5 miles from Interstate I-20, provides direct and easy access to Richland County, the City of Columbia and other regional destinations. The town is only twelve miles west of the City of Camden, the county seat. This strategic location expands employment and economic opportunities beyond the town limits and surrounding community. These expanding opportunities are reflected in worker commuting patterns. In 2020, the ACS identified 27.2% of town workers 16 and over working inside Kershaw County and 71.4% working outside of the county. Workers also traveled 20 to 24 minutes to work which would include job locations in Camden, Blythewood and Northeast Richland County which includes portions of the City of Columbia. Very few individuals travel

Figure 6.6: Worker Community Patterns for Kershaw County, Top 10 Counties (2015)

Commuters into County		Commuters out of County	
County of Residence	Commuters	County of Employment	Commuters
Kershaw County, SC	13,630	Kershaw County, SC	13,630
Richland County, SC	1,933	Richland County, SC	8,170
Sumter County, SC	889	Lexington County, SC	1,183
Lancaster County, SC	725	Lancaster County, SC	802
Lee County, SC	690	Sumter County, SC	727
Darlington County, SC	515	Fairfield County, SC	185
Fairfield County, SC	298	Darlington County, SC	177
Lexington County, SC	156	Lee County, SC	158
Florence County, SC	128	Chesterfield County, SC	135
Georgetown County, SC	92	Florence County, SC	127

Source: US Census Bureau, ACS Data, 2015.

to work via public transportation as 93.3% of the population traveled to work by automobile.

County commuting patterns reveal that Kershaw County residents, if not working within the county, travel to Richland County and Lexington County for job opportunities, while jobs within Kershaw County attract Richland County and Sumter County residents from outside the county. If we look at only Richland and Lexington Counties, the number of Kershaw County residents working in these two counties is 4.5 times the number of Richland and Lexington residents working in Kershaw County. This shows how dependent residents are on the Columbia area for employment.

Industry Trends

The Santee Lynches Local Workforce Development Area (LWDA), consisting of Clarendon, Kershaw, Lee and Sumter counties, is projected to add more than 7,100 jobs between 2018 and 2028. This was estimated to be a 10.0% growth rate over the ten-year period. The SC Department of Employment and Workforce identified in-demand jobs through 2028 based on jobs demonstrating above average growth in the Santee Lynches region, above average state wages, and greater than 50 annual position openings. This forecast identifies needed workers in various industries. For the Santee Lynches Region, two occupations were identified as having a high future demand: general operations managers and registered nurses. Due to the close proximity of Elgin to Richland County and the large number of commuters to the Central Midlands Region, the future trends for this region are also highlighted. The Central Midlands Region has a greater variety of occupational needs at various education levels while those future job demands in the Santee Lynches are more specialized. With an average hourly mean

Figure 6.7: Future Job Trends by Occupation

SANTEE LYNCHES REGION		
Jobs Requiring a Bachelor’s, Master’s or Doctoral Degree		
Occupation	2020 Avg Wage/Hour	Growth %
General/Operations Managers	\$51.88	14.6%
Registered Nurses	\$32.28	11.3%
CENTRAL MIDLANDS REGION		
Jobs Requiring No High School Diploma		
Occupation	2020 Avg Wage/Hour	Growth %
Sales Representatives, Wholesale and Manufacturing	\$32.61	27.3%
First-Line Supervisors or Landscaping, Lawn Service and Groundskeeping	\$23.96	25.4%
Real Estate Brokers	\$32.25	20.5%
Electricians	\$23.28	19.8%
Jobs Requiring a Postsecondary Non-Degree or Associate’s Degree		
Occupation	2020 Avg Wage/Hour	Growth %
Computer User Support Specialists	\$25.00	23.6%
Telecommunications Equipment Installers and Repairer	\$27.20	19.7%
Jobs Requiring a Bachelor’s, Master’s or Doctoral Degree		
Occupation	2020 Avg Wage/Hour	Growth %
Software Developers, Applications	\$43.72	47.3%
Market Research Analysts and Marketing Specialists	\$29.77	30.9%
Sales Representatives, Wholesale and Manufacturing	\$33.87	27.0%
Financial Managers	\$61.18	25.9%

Source: Hot Jobs, SC Department of Employment and Workforce, 2022.

wage of \$22.82 for South Carolina employees in 2021, future job opportunities for Elgin residents are high.

The South Carolina 2022 Economic Analysis Report identified that South Carolina’s economy is a global one in which 11% of the gross domestic product is in export of goods and services. South Carolina’s largest trading partners are China, Germany, Canada and Mexico. Exports have declined to China, Canada and Mexico over the last four years but have increased to Germany, Belgium and South Korea. The three largest products exported include transportation equipment, food and kindred products and plastics and rubber products.

From 2020 to 2030, all industries are expected to grow by 12.6% in South Carolina. The arts, entertainment and recreation; administrative support, waste management and remediation services; and accommodation and food services industries are expected to grow the fastest over this period. However, these industries have traditionally had a lower-than-average wage. Health care and social assistance jobs will have the most openings available through 2030.

Registered nurses are in great demand across South Carolina and the Santee Lynches region. This occupation was noted as the top-in-demand occupation in South Carolina in 2021. This was followed by retail salespersons, first-line supervisors and retail sales workers, customer service representatives, and sales representatives, wholesale and manufacturing.

The 2022 Economic Analysis Report also identifies career clusters in which there are more jobs projected to be open than there will be trained workers able to fill them. The highest careers in need of trained workers will be business management and administration, health science, and transportation, distribution and logistics.

Economic Opportunities

The Town of Elgin has a number of economic opportunities to capitalize on. These opportunities are based primarily in its geographic location. The Town is bisected by US Highway 1 which runs from the City of Columbia to Lugoff and Camden. The Town is only three miles from Interstate I-20 which is the major interstate in the region connecting Columbia to Florence and running east–west across the state. Elgin is also only twelve miles from Interstate I-77 which is a north-south transit corridor between Columbia and Charlotte, NC. Additionally, the town is located 22 miles northeast of downtown Columbia. The proximity to major highways and metropolitan centers in South Carolina provides Elgin with opportunities not available to many communities.

Town Comments

“How do you see the Elgin area’s economy within the next five years?”

78% of respondents have a positive outlook on the town’s future economy.

Source: Elgin Town Survey, 2023.

Response Category	Percentage
Increasing Significantly	34
Increasing	43
No Change	15
Decreasing	6
Decreasing Significantly	2

This accessibility to major locations, including employment centers, is a major benefit to the town’s future. Kershaw County has identified and marketed sites for economic development opportunities throughout the county. Three of these sites, even though not within the town limits, have an impact on the town. The Wateree Executive Business Park sits along Whiting Way near the White Pond Road and Interstate I-20 interchange. This 60-acre site is being developed as a professional park. The site is currently home to the MUSC Health Urgent Care Center and the Midlands Regional Rehabilitation Hospital. These facilities provide needed medical services and provide jobs within the local area. The remainder of the site is utilized as recreational space for the Elgin Community Park.

Two industrial sites are being developed northeast of the Town of Elgin. The Emanuel Site is a 512-acre industrial site broken into three tracts of land along US Highway 1 between Elgin and Lugoff and is only five miles from Interstate I-26. The Central Carolina Megasite encompasses 1,426 acres between US Highway 1, US Highway 601 and Interstate I-20. Both sites have rail access. These sites are three to four miles from the Town of Elgin and will provide thousands of jobs to the local economy when fully developed.

Proximity to major Kershaw County employers is also important to note. Five of the seven largest employers in Kershaw County are less than 15 miles away from the town limits of Elgin.

Figure 6.8: Largest Kershaw County Private Employers (Over 150 Employees)

Company Name	Product/Service	Employment	Distance from Elgin
Invista	Textiles, nylons & polymers	1,000	9.1 miles
Target	Consumer goods warehousing & distribution	850	8.7 miles
MUSC Health	Hospital and healthcare	746	13.9 miles
Hengst of North America	Automotive filters	250	15.6 miles
Canfor Southern Pine	Dimension lumber products	177	21.6 miles
Mancor SC Inc	Automotive steel fabrication	175	8.8 miles
Cardinal Health	Surgical gauze	172	13.7 miles

Source: Central South Carolina Alliance, 2023.

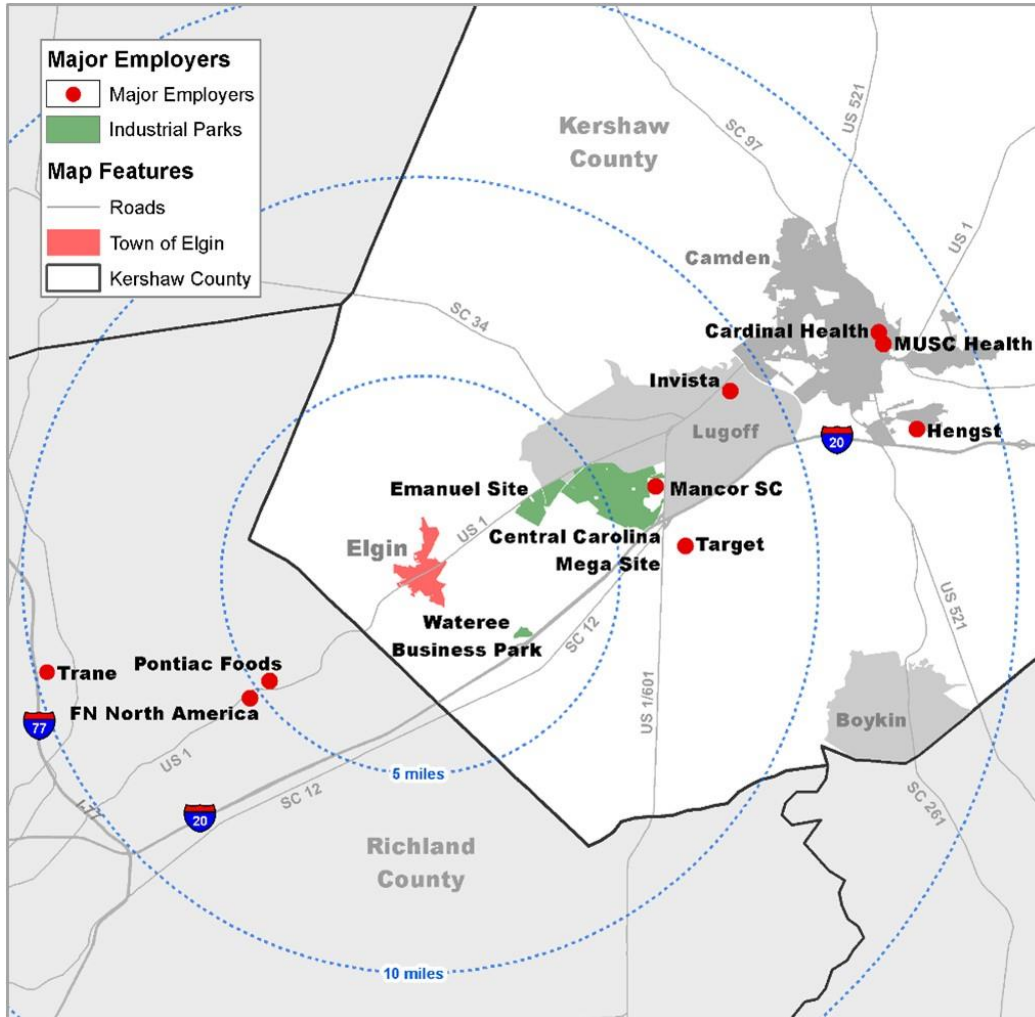
The town is only two miles from the Richland County line which means job growth and commercial development in northeast Richland County also effects the Town of Elgin. Employers such as FN America which manufactures guns, Pontiac Foods manufacturing coffee and tea products and Trane which manufactures commercial air conditioner coils provide 2,156 jobs within an average of eight miles from the town. This speaks to the number of job opportunities that abound in the Elgin area. Elgin is strategically poised to provide housing and amenities to these employers and attract ancillary businesses and industries to support these major employers.

The Town of Elgin currently has no industrial or manufacturing businesses in the town limits. Manufacturing jobs typically pay higher wages than retail or service jobs. By encouraging manufacturing and warehouse jobs into the community provides opportunities to raise the per capita income of town residents and increase tax monies coming into the town. Attracting ancillary businesses for the major county employers and future employment centers would be a benefit to the local economy.

Elgin does provide a great location for residential opportunities and the town’s economy has been based on serving the retail, professional and service needs as a bedroom community. As residential uses increase in and around Elgin, the Town’s growth should continue to expand the local opportunities for

shopping and dining. Development of the town’s downtown area could facilitate new business creation and provide additional employment opportunities for residents. There are many examples throughout South Carolina of towns revitalizing their downtown areas and providing an economic boost to the local economy. The South Carolina Department of Commerce provides guidance and funding sources for downtown improvements.

Figure 6.9: Major Employers by Proximity



Source: Kershaw County GIS Data, 2023 and Google Maps, 2023.

Development Incentives

In order to be competitive to attract businesses and industry and to encourage their future expansion, development incentives are utilized as a tool for economic development. These incentives are allowed through state and county approvals for utilization at the local level. Cities and towns are limited in the economic incentives available to local businesses and are dependent upon county and regional economic development agencies to provide these services for them. Therefore, it is important the town maintain working relationships with Kershaw County Economic Development and the Central Carolina Alliance.

Figure 6.10: Development Incentives

Incentives	Description	Responsible Agency
Tax Abatement	For non-FILOT projects, new manufacturing facilities, and additions of buildings, land, or equipment costing at least \$50,000 in a calendar year to existing manufacturing facilities are exempt from the county’s portion of the tax levy for a time period of five years.	County
FILOT	Fee-in-lieu of property tax (FILOT) allows qualifying manufacturers investing more than \$2.5 million within five years to negotiate a reduced property tax assessment ratio to as low as 6% and a millage rate that can be locked for the term of the agreement.	County
Super FILOT	Qualifying manufacturers creating 125 new jobs and investing \$150 million or a single investment of \$400 million+ within eight years may negotiate a reduced property tax assessment ratio to as low as 4% and a millage rate that can be locked for the term of the agreement.	County
SSRC	Additional savings can be provided through Special Source Revenue Credits (SSRC). The SSRC can help offset a project’s infrastructure and/or machinery and equipment costs by providing a credit off the tax payment due to the county.	County
Multi-County Industrial Park	Multi-County Industrial Park status enables the county to offer the SSRCs as part of the negotiated FILOT agreement. In addition, it allows the industry to receive an additional \$1,000 per job in state tax credits should those new jobs qualify for such a credit.	County
Job Tax Credit	Earn credits up to \$2,500 per job created. Available across sectors, from manufacturing and processing to warehousing and distribution, from research and development to tourism, this tax credit helps reduce state corporate income tax liability, up to 50% in a single year.	State
Job Development Tax Credit	Higher benefits for those who hire. Generally available for up to ten years, the Job Development Tax Credit (JDC) provides a quarterly cash refund of employee withholding tax for qualified employers providing companies with funds to offset the cost of locating and expanding a business facility in the state.	State

Source: Kershaw County Economic Development, 2023.

Commercial Shopping

The Town of Elgin has a number of commercial businesses that serve its citizens and surrounding areas. Commercial businesses are entities that supply an item for sale or provide a service at a certain price point. Commercial businesses can include professional offices, restaurants, stores, service establishments and the like. These businesses provide necessary goods and services to residents of the town and surrounding area. They also provide jobs to citizens and opportunities to increase personal income.

Commercial businesses within the Town of Elgin are primarily located along US Highway 1 which is also Main Street and serves as the commercial corridor through the town. There is one shopping center in town – Elgin Village – which is located at 2465 Main Street. This shopping center houses the town’s largest grocery store, three restaurants, two service establishments and a retail store. Additional businesses are clustered together along US Highway 1 in buildings of various sizes and architectural form. Most of these businesses are oriented to the street as is found along major commercial corridors with the building set back from the road with parking spaces provided between the building and the street.

Figure 6.11: Commercial Businesses of Elgin

Business Name	Business Type	Address	Business Name	Business Type	Address
Blaney's Backyard Grill	Restaurant	1244 Pine St	Elgin Insurance	Service (financial)	2510 Green Hill Rd
Bojangles	Restaurant	2513 Main St	First Citizens Bank	Service (financial)	2464 Main St
Chavella's	Restaurant	2470 Main St	H&R Block	Service (financial)	2465 Main St
China Wok	Restaurant	2458 Main St	John B Lane CPA	Service (financial)	1211 Pine St
Domino's Pizza	Restaurant	1230 Rose St	Kory Cassidy Allstate	Service (financial)	2439 Main St
Highway 55	Restaurant	2558 Main St	Liberty Tax	Service (financial)	2474 Main St
LuLu's To Go	Restaurant	2435 Main St	Mid-Carolina Credit Union	Service (financial)	2480 Main St
Mi Casa Latina	Restaurant	2455 Main St	Susan S Hellman CPA	Service (financial)	1253 Pine St
Panda Garden	Restaurant	2465 Main St	Berger Dental Group	Service (healthcare)	2521 Main St
Pizza Hut	Restaurant	2465 Main St	Wateree Animal Hospital	Service (healthcare)	1223 Pine St
Ronnie's Ribs	Restaurant	2435 Main St	Kathryn Free Attorney	Service (legal)	2512 Main St
San Jose Mexican	Restaurant	1310 White Pond Rd	Ava B Studios	Service (personal)	2471 Main St
Southern Mama's	Restaurant	2436 Main St	Circee Nail Spa	Service (personal)	2465 Main St
Subway	Restaurant	2465 Main St	Dirty Laundry	Service (personal)	1300 Rose St
Tony's Pizza Palace	Restaurant	2481 Main St	Elegance 1 on 1 Nails	Service (personal)	2546 Main St
Dollar General	Retail (general)	2552 Main St	Elgin Grooming & Boarding	Service (personal)	1100 Rose St
Family Dollar	Retail (general)	2530 Main St	Erica's Salon & Tanning	Service (personal)	2434 Main St
Hidden Treasures	Retail (general)	2471 Main St	Hudson's Kids Castle	Service (personal)	1006 Branham St
Liquidation Outlet	Retail (general)	1001 Railroad Av	Jean's Hair Place	Service (personal)	2439 Main St
Elgin IGA	Retail (grocery)	2530 Main St	Reflections Salon	Service (personal)	1107 Church St
Food Lion	Retail (grocery)	2465 Main St	Tangles Hair Design	Service (personal)	1299 Sessions Rd
Sunset Spirits	Retail (grocery)	2465 Main St	Brown's Oil & Lube	Service (automotive)	2473 Main St
Elgin Pharmacy	Retail (healthcare)	1107 Ross St	Carmichael's Auto Upholstery	Service (automotive)	2471 Main St
Branham Electric	Retail (specialty)	2498 Main St	Jesus Auto Repair	Service (automotive)	1107 Railroad Av
Jane Keels	Retail (specialty)	1310 White Pond Rd	Madness Motorcycle	Service (automotive)	2420 Main St
McClerkin's Electrical	Retail (specialty)	2548 Main St	Air Restoration	Service (repair)	1200 Ross St
BP	Retail (automotive)	2458 Main St	Drawdy's Heating & Cooling	Service (repair)	2509 Main St
Circle K	Retail (automotive)	2507 Main St	Wise Choice Cabinetry	Service (construction)	2506 Green Hill Rd
AutoZone Auto Parts	Retail (automotive)	2463 Main St			
O'Reilly Auto Parts	Retail (automotive)	1109 Church St			
E&T Hardware	Retail (construction)	2495 Main St			

*Not an inclusive list of commercial businesses.

Source: Google Maps, 2023.

The types of businesses found in the town are mostly retail businesses, restaurants and services. Overall, the town has a diverse mixture of commercial uses, which is a benefit to the local economy. The number of restaurants and financial service businesses are surprisingly high in comparison to the size of the community. Nearly 40% of the businesses in Elgin are restaurants and financial services. This shows that Elgin is serving a population beyond the town limits and serves as a commercial center for the surrounding area.

It is important for the town to maintain the diversity of commercial businesses to attract customers and provide shopping opportunities for residents. The more town residents shop outside of the town hurts local businesses and the town's local economy suffers. Future

Town Comments

“What types of development should be encouraged in the future?”

Restaurants, retail and entertainment are the most popular commercial development requested.

Source: Elgin Town Survey, 2023.

Development Type	Number of Requests (Approximate)
Restaurants	65
Retail Shops	45
Entertainment	40
Parks & Recreation	35
Medical Facilities	25
Industrial	20

recruitment efforts should focus on encouraging commercial businesses that are not currently available in the town and for expansion of existing businesses. Elgin is a commercial center for the West Wateree area and can continue to serve this portion of Kershaw County.

Figure 6.12: Commercial Land Use Locations



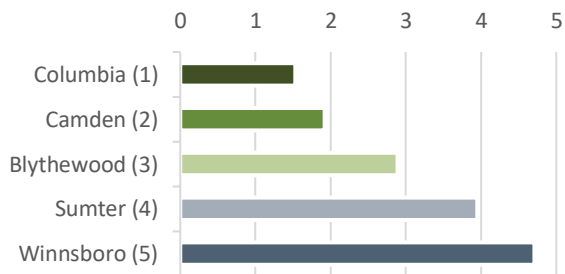
Source: Kershaw County GIS, 2023 and Google Maps, 2023.

Town Comments

“Outside of Elgin, where do you travel to most for major purchases and shopping?”

The Columbia area is the number one attractor for shopping over nearby Camden.

Source: Elgin Town Survey, 2023.



Commercial Opportunities

Like many communities, Elgin has encouraged commercial development along its major highway corridors. Elgin’s commercial growth has occurred linearly along US Highway 1. This two-lane road with center median serves as the commercial spine for the community and is a natural location for ease of access on and off the highway.

Even though there is not a pronounced downtown area, Elgin’s commercial core is a six-block area bounded by Bowen Street, Railroad Avenue, Rose Street, and Campbell Street/Blaney Road/Branham Street. This area should be promoted for high density commercial retail and professional office uses complementary to the community. Special design standards for construction of buildings should also be considered to promote a business district character and incorporated into existing design standards.



Structures, such as this building located at 2491 Main Street, can be repurposed for commercial uses. This property could be utilized as a restaurant with outdoor dining along the street. Business creation while preservation of historical structures promotes local charm and builds community interest.

Source: Lindler Planning Consultants, 2023.

The town should encourage commercial development to utilize shared driveways to minimize traffic conflicts entering and exiting onto SC Department of Transportation (SCDOT) rights-of-way. Maintenance of commercial properties – buildings and grounds – should be monitored by the town to ensure that these businesses are presentable to the traveling public and don’t become a safety or visual nuisance.

A downtown master plan should be undertaken to provide a vision for the town’s commercial center. The plan should include design standards, location of structures relative to the roadway, infrastructure improvements and roadway modifications and enhancements, and guidelines for marketing, recruitment and programming for Elgin’s downtown.

Goals and Objectives

ECONOMIC ELEMENT	
GOAL 1.0: Develop Elgin’s commercial sector.	
	Objective 1.1: Capture businesses in the highest growth industrial sectors.
	Objective 1.2: Encourage diversity in the local businesses to supplement the commercial sector
	Objective 1.3: Cluster commercial uses in the center of the town.
GOAL 2.0: Encourage economic development.	

	Objective 2.1: Leverage the town’s location to major employment centers in business recruitment.
	Objective 2.2: Coordinate local economic development efforts with Kershaw County Economic Development.
GOAL 3.0: Maintain the vitality and access of commercial uses.	
	Objective 3.1: Encourage maintenance of commercial structures and properties within the town limits.
	Objective 3.2: Encourage shared driveways for commercial businesses along major thoroughfares.
	Objective 3.3: Develop a downtown master plan to build a stronger, more attractive central business district.
	Objective 3.4: Encourage linkages and connections for pedestrians within the downtown area.

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Transportation is an integral building block of the physical environment. The movement of goods and services is the basis of a local economy. Transportation facilities also provide ways for individuals to travel for employment, education and leisure. When transportation is mentioned, most people think of roads, highways and bridges. However, transportation is an all-encompassing network that includes rail, water, air, pedestrian, transit, and vehicular infrastructure.

The Town of Elgin is experiencing growth in numerous sectors of the community. Related to each of these sectors is the transportation network and its ability to move people and goods efficiently. From the early 20th Century, the Elgin community was formed as a railroad stop. So, transportation was the foundation of the first communities of the Elgin area. As more freight movements shifted to roadways instead of rails, the road and highway network became the primary link between Elgin and larger cities like Camden, Columbia and Sumter.

FINDINGS

- *The Town of Elgin sits along the US Highway 1 corridor and is at the center of five collector roads intersecting US Highway 1 at three intersections.*
- *US Highway 1 is the most traveled roadway in the West Wateree area with the exception of Interstate I-20.*
- *Most of the roadways within the Town are owned and maintained by SCDOT or Kershaw County with a majority of these roads having a paved surface.*
- *Elgin is served by a county transit service with four stops within the town limits.*
- *Pedestrian and bicycle facilities are limited within the West Wateree area of Kershaw County.*
- *The Town has two rail crossings from a CSX rail line which bisects the town.*
- *Eleven roadway projects have been identified within the Elgin area to meet future needs.*

Road Network

The Town of Elgin grew from a stop along the railroad into a crossroads community serving the needs of residents in southwest Kershaw County. The town's growth was built upon the length of US Highway 1, also known as Main Street, along with the intersection of five other farm-to-market roads into the Elgin community. Paralleling the CSX rail line is US Highway 1 which serves as the town's primary roadway. The

other roadways into the community include Bowen Street (S-28-48), Sessions Road (S-28-101), Smyrna Road (S-28-21), White Pond Road (S-28-47) and Blaney Road (S-28-102). The town’s center is at the convergence of these major roadways.

The Federal Highway Administration (FHWA) identifies a four-tier classification system for roadways based on their purpose and use – interstate/freeway, arterial, collector and local. These four tiers can be further distinguished as major or minor and urban and rural for each category.

Figure 7.1: Federal Highway Administration Road Classification System

Classification	Definition	Local Example
Interstate	Multi-lane divided roadways with full control of vehicular access.	Interstate I-20
Arterial	Roadways providing the highest level of service at the greatest speed for the longest uninterrupted distance connecting urbanized areas.	US Highway 1
Collector	Roadways that serve to collect traffic from local roads and connect them with arterial roads providing a level of service at a lower speed for a shorter distance.	White Pond Road; Smyrna Road
Local	Roadways that provide access to adjacent land over short distances.	Cherry Lane; Dogwood Avenue

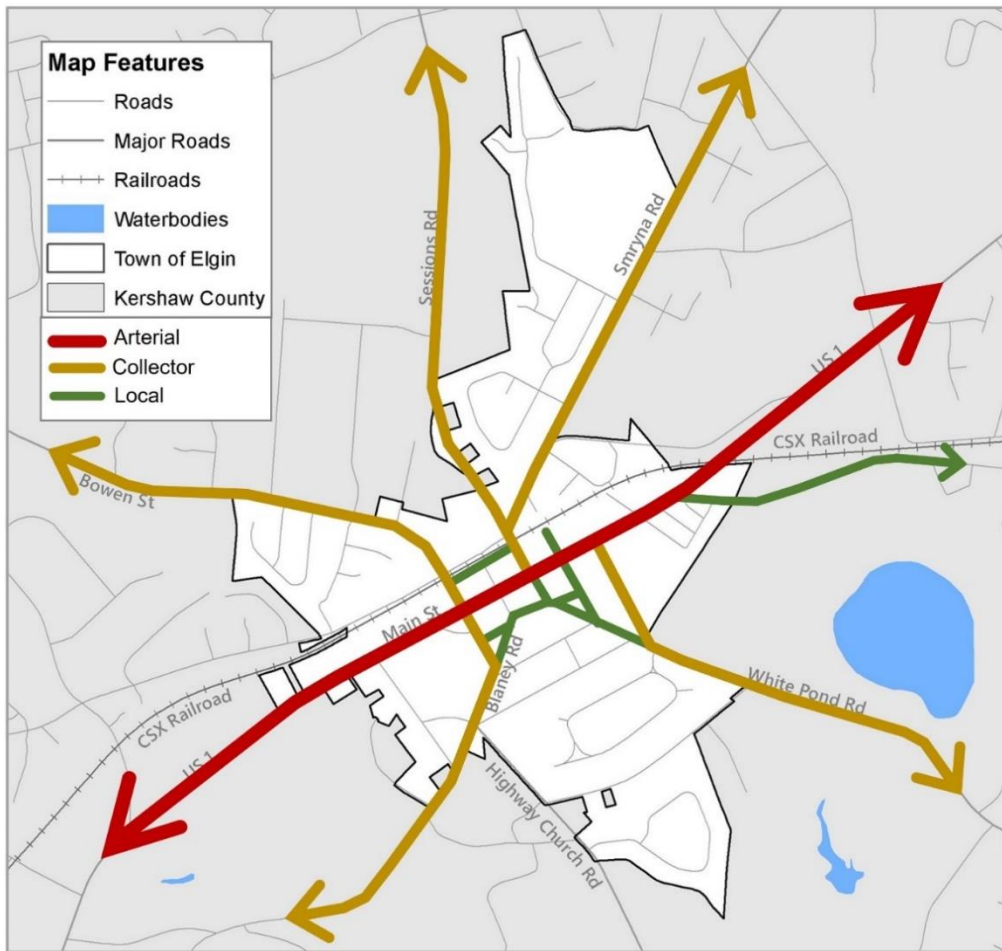
Source: West Wateree Transportation Study, 2017 and Federal Highway Administration, 2023.

The Town of Elgin has roadways within the town limits that have been classified within this system. US Highway 1 is identified as an arterial road. US Highway 1 is a federal highway route that runs from Key West, Florida to Fort Kent, Maine and was the primary route for travel from the Eastern United States to Florida prior to creation of the interstate highway system. US Highway 1 connects Elgin to Columbia, the Lugoff community, and Camden and is one of the primary highways for movement within Kershaw County. This roadway turns into Two Notch Road going into Northeast Columbia and is a major corridor for a number of retail commercial developments and industrial employers.

Five collector roads have been identified within Elgin – Bowen Street, Sessions Road, Smyrna Road, White Pond Road and Blaney Road. Bowen Street provides a northwest connection to Kelly Mill Road which serves as an access road to Blythewood. Sessions Road turns into Elgin Road and extends to Smyrna Church Road. Smyrna Road connects Elgin to Ridgeway Road and provides access to Ridgeway Road/SC Highway 34 toward Ridgeway and Winnsboro. White Pond Road is the primary access point into Elgin from Interstate I-77. Blaney Road connects with US Highway 1 at the Richland County line and serves as a spur road to direct traffic off of US Highway 1.

There are a number of local roads within the town. These roads serve as connections between higher-volume collector and arterial roads. The West Wateree Transportation Study identified Railroad Avenue, Branham Street, portions of Blaney Road and White Pond Road, Campbell Street and Rose Street as local roads. One could also consider Cherry Lane, Dogwood Avenue and Ross Street as local roads as they perform a similar function of connections between collector and arterial roads within the town. These roadways form the Elgin community and provide direct access to the local community from surrounding areas. The number of collector roads entering the town also provides more than one direction of travel into and out of the town which reduces the traffic congestion on one or two major roads.

Figure 7.2: Elgin Road Classification System



Source: West Wateree Transportation Study, 2017 and Lindler Planning Consultants, 2023.

The best way to identify how a roadway is utilized is through traffic counts. Traffic counts measure the annual average daily traffic (AADT) on a roadway. SCDOT maintains this data for roadways throughout the state on an annual basis. The traffic stations established near Elgin measure five portions of roadways.

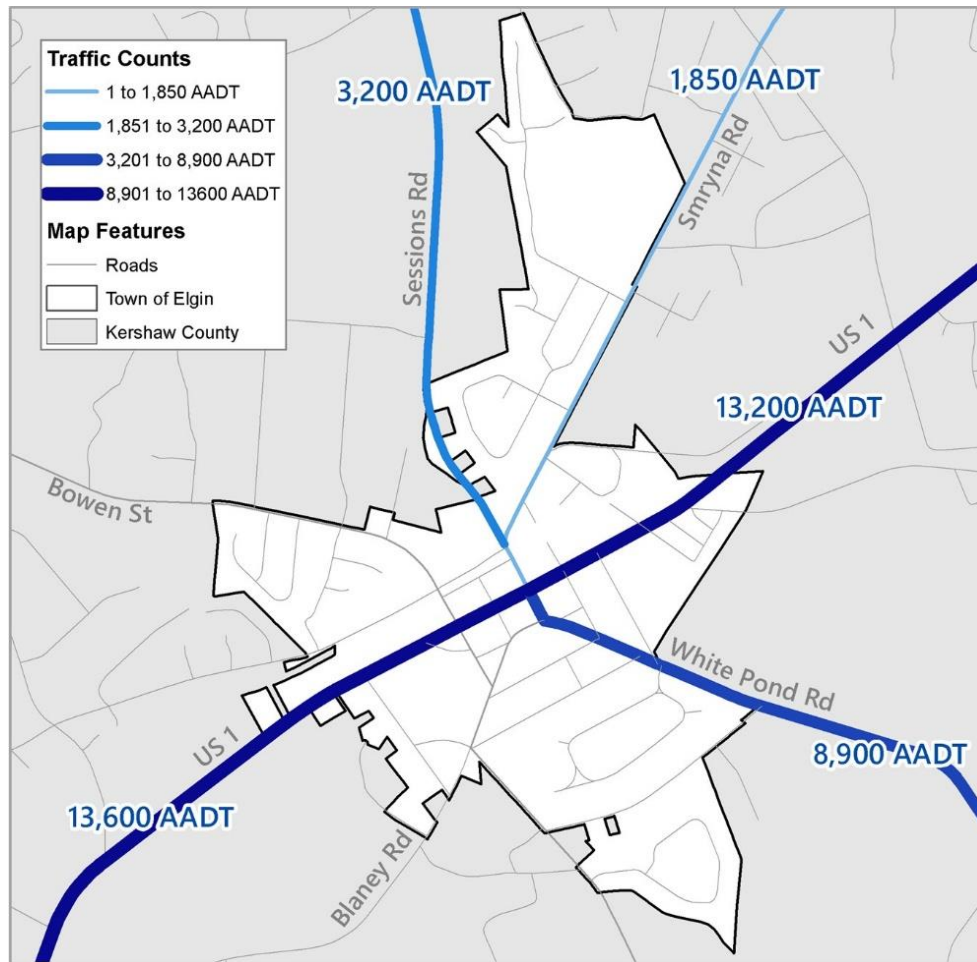
Figure 7.3: Traffic Volume by Route (2021)

Station	Route	Name	Route Location	Est AADT	10-Year Change
101	US 1	US Highway 1	Richland County Line to S-21 (Church St)	13,600	25.9%
103	US 1	US Highway 1	S-21 (Church St) to L-752 (Whitehead Rd)	13,200	13.8%
269	S-21	Smyrna Road	US-1 to S-129 (Gettys Rd)	1,850	19.4%
279	S-47	White Pond Road	US-1 to Interstate I-20	8,900	27.1%
476	S-101	Sessions Road	S-349 (Wildwood Ln) to S-21 (Church St)	3,200	--*

* Station added in 2014.

Source: SCDOT, 2023.

Figure 7.4: Traffic Volume by AADT (2021)



Source: SCDOT, 2023.

US Highway 1 provides direct access to larger communities and serves as the commercial spine of the town. This route handles nearly 14,000 vehicles per day through the Town of Elgin. The traffic volume along the highway west of Church Street increased 26% between 2011 and 2021. The eastern portion of the route toward Elgin increased 14% during the same timeframe. This highway corridor between Lugoff and Richland County is expected to increase in traffic volume by 30% from 2014 to 2040. This points to the connection Elgin has to Richland County and the amount of traffic that travels along this stretch of roadway on a daily basis.

The greatest increase of traffic volume within the last ten years has occurred along White Pond Road. Traffic volume increase 27% between 2011 and 2021 which shows the connectiveness of Elgin to the interstate system which provides direct access to Camden and Columbia. White Pond Road is the main route from Interstate I-20 and should be considered a gateway into the community. Future plans identify this road to increase its traffic volume by 14% between 2014 and 2040.

Future road projects should focus on these highest traveled roads to handle excess traffic volumes. Secondary roads that can take on excess capacity to alleviate traffic congestion on the primary corridors should also be explored.

Roadway Maintenance

Roadways within the town are owned, maintained and operated by various governmental entities. For Elgin, these entities include the State of South Carolina through the SCDOT, Kershaw County through the Public Works Department and by private developers. The Kershaw County GIS system identifies the majority of these roads are maintained by the state. Around two-thirds of the 47 individual roads within the town are state maintained with one-third being maintained by Kershaw County. Only two roads were privately maintained. The Kershaw County GIS data reveals that the Town of Elgin maintains a small portion of roadway near Potter Park. This is a benefit as the Town does not have the responsibility and costs associated with ownership of significant roadways. However, by not owning or maintaining miles of roadways, the town is dependent on the state and county in order to have improvements made to roads within the town.

Figure 7.5: Road Ownership by Pavement Type and Number of Roads

				Total Roads
Paved/Gravel	29	14	1	44 (93.6%)
Unpaved	0	2	1	3 (6.4%)
				47 (100.0%)

Source: Kershaw County GIS, 2023.

The majority of roads in the town have been built utilizing paved asphalt or gravel material which provides a substantial driving surface. Only three roads within the town limits are identified as dirt or unpaved surface – Kelly Street, Pheasant Way and Ontario Road. The Town of Elgin is extremely fortunate in the low percentage of unpaved roadways in the town. The commitment the town and county has made to pave public streets is commendable and one that should not be undervalued as this is an investment into the town’s infrastructure. The Town is also fortunate to have very few privately maintained streets which can be a challenge for some communities.

The Town of Elgin should continue to require newly created roadways to be constructed to a minimum design standard and dedicated to county maintenance. This will maintain the high percentage of publicly maintained roads within the town’s road system while not accepting the maintenance requirements for roads as a town function.

Town Comments

“What priority do you feel the Town should place on Road Improvements?”

Nearly 75% of respondents felt road improvements were a high priority for the Town to focus on.

Source: Elgin Town Survey, 2023.

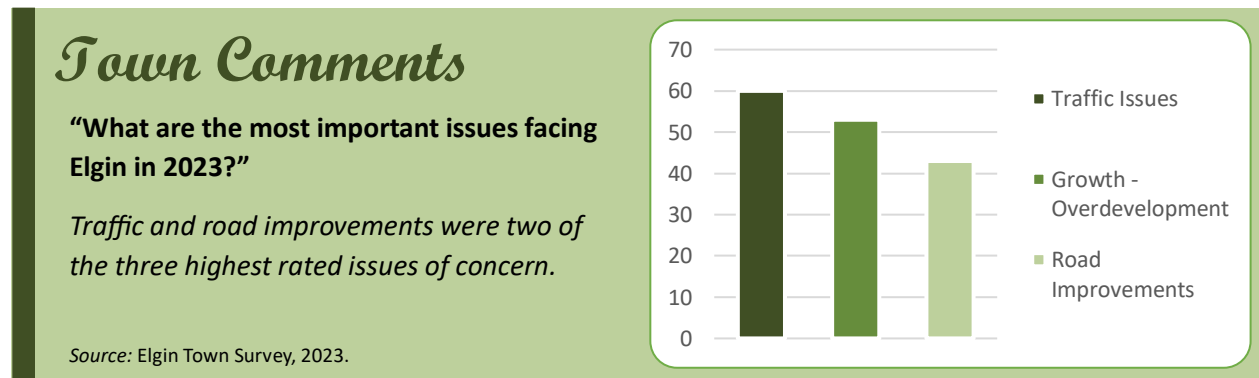
Priority	Percentage
High Priority	72%
Low Priority	22%
Unsure	6%

Transportation Planning and Road Funding

Local transportation planning in South Carolina is a comprehensive, multi-layered approach that has served the state well. Planning for transportation through the road, rail, water and air network is a cooperative process with public and private entities involved. Road construction and maintenance are a huge cost to local governments. In South Carolina, funding for these projects is provided for through various sources and managed by various planning entities.

SCDOT serves as the primary transportation planning agency. SCDOT performs state-wide planning and works with railroads, ports authorities and airports for the movement of people and goods within the state. SCDOT is also the arm of state government that works with the FHWA for federal roads such as the interstate highway system. The SCDOT is responsible for developing a statewide planning process for transportation planning. The SCDOT achieves this through the *Statewide Transportation Improvement Plan (STIP)* which is a six-year transportation improvement program. This plan identifies all transportation projects for which funding has been approved and expected to be implemented within the six-year period. The SCDOT is also responsible for maintaining a statewide multimodal transportation plan (MTP) and other state-wide transportation planning initiatives.

SCDOT also maintains seven regional districts. Elgin and Kershaw County are located in District 1 along with Lexington, Richland, Lee and Sumter counties. The local SCDOT district office manages the day-to-day maintenance and long-term improvements proposed for state roads within the five-county district. The district offices also perform various studies for intersections, traffic plans, traffic volumes and public safety.



Kershaw County also maintains its roadways and performs its planning activities through the Kershaw County Transportation Committee (CTC). The CTC is charged with identifying roadway projects for funding through disbursement of county gas tax funds. South Carolina imposes a gas tax user-fee on gasoline sales and reimburses this money back to individual counties through a C-Fund program. The C-Funds are governed by the local CTC which has members appointed by the local legislative delegation. The CTC is responsible for developing a county-wide transportation plan and prioritizing and approving funding for various projects. C-Funds may be utilized to construct, improve or maintain state, county and municipal streets, addition of street and traffic signs, and construction and maintenance of sidewalks and drainage improvements. Individual municipalities may submit requests for funding of projects within their local jurisdictions. One of the most frequent uses of C-Funds is road resurfacing. The annual C-Fund

allocation to Kershaw County is around \$2.2 million which limits the number of projects able to be funded. Therefore, individual requests are prioritized by the CTC for annual funding.

Larger scale transportation planning is mostly conducted at the regional level through regional cooperation facilitated through the regional governments of South Carolina. South Carolina has ten council of government areas. Kershaw County is located within the Santee-Lynches Council of Government (SLCOG). Richland County is located within the Central Midlands Council of Government (CMCOG). Even though Kershaw County is located within the Santee Lynches Council of Government planning area, the Town of Elgin is located within the Columbia Area Transportation Study (COATS) metropolitan planning area (MPO) which is administered by CMCOG. CMCOG is responsible for managing and updating the Columbia Area Transportation Study (COATS) Metropolitan Planning Organization (MPO) Long Range Transportation Plan (LRTP). The plan is a 25-year plan that is updated every five years. Each of these documents work in tandem with each other to identify the regional transportation needs, develop a program for transportation improvements throughout the region and disburse funding to individual projects. This is accomplished through area and sub-area plans and transportation modeling.

Future Roadway Projects

The residential and commercial growth that has increased around the Elgin and Lugoff communities has increased the need for transportation improvements. This growth has not gone unnoticed in the county and regional transportation plans as a number of transportation projects have been identified as major improvements over the coming years. The *COATS Area 2045 Regional Long Range Transportation Plan* and the *West Wateree Transportation Study (WWTS)* summarize many of the long-range plans identified within the area. The COATS 2045 Plan identified that Kershaw County is expected to increase its population by 23% from 2018 to 2045, which is second only to Lexington County in regional growth. The WWTS states, "most household growth within the West Wateree section of Kershaw County is anticipated to occur along the Richland County boundary and around the Town of Elgin."

Four road widening projects have been identified in and around the Town of Elgin – US Highway 1 East, US Highway 1 West, Highway Church Road, White Pond Road and Bowen Street. These projects were ranked with other projects across the region based on a number of ranking criteria. Only two of the five projects have been prioritized for funding – US Highway 1 (West) and US Highway 1 East.

Figure 7.6: COATS 2045 Road Widening Projects

COATS Priority	Project Name	Project Limit	Estimated Cost	Cumulative Total Cost	Kershaw County Project Rank
7 (Prioritized)	Jefferson Davis Hwy US 1	Steven Campbell Rd (S-407) to Sessions Rd (S-47)	\$19,500,000	\$142,587,472	1
10 (Prioritized)	Jefferson Davis Hwy US 1 East	Sessions Rd (S-101) to Watts Hill Rd (S-757)	\$17,700,000	\$203,287,472	2
Not Prioritized	Highway Church Road	Blaney Rd to Fort Jackson Blvd (SC 12)	\$32,670,043	\$578,719,001	3
Not Prioritized	White Pond Rd	US 1 (Main St) to Heath Pond Rd	\$21,800,000	\$1,341,235,411	4
Not Prioritized	Bowen Street (S-28-48)	Cherokee Blvd to Jefferson Davis Hwy (US 1)	\$32,964,958	\$1,686,700,369	5

Source: COATS 2045 Long Range Transportation Plan, 2021.

However, of the five projects listed, all five had portions of the project within the Town of Elgin which shows that transportation planners have identified the need for road improvements within the area based on existing and future growth.

The COATS 2045 Plan also identifies three road intersection improvements that are in need of attention. Main Street and Pine Street was the highest ranked intersection within the Town of Elgin, but ranked 25th regionally and 7th county-wide. This project would add a left turn lane on US Highway 1. Church Street and Smyrna Road and the intersection of Blaney Road, Forest Drive and Highway Church Road were the remaining two intersections listed. The intersections at Blaney Road and Church Street would include a traffic signal and/or a possible redesign of the intersection. These projects ranked near the bottom of the list, yet were prioritized. This means that they may be funded, but these projects would be funded near the end of the plan’s funding timeframe. There were also a number of intersections along US Highway 1 identified for improvements between Lugoff and Elgin which will enhance the safety and traffic movement along this important route.

Figure 7.7: COATS 2045 Intersection Projects

COATS Priority	Project Name	Kershaw County Project Rank
25 (Prioritized)	Main St US 1 & Pine St (S-109)	7
47 (Prioritized)	Church St (S-101) & Smyrna Road (S-21)	12
53 (Prioritized)	Blaney Rd (S-551/S-101) & Forest Drive (S-565) & Highway Church St (S-10)	13

Source: COATS 2045 Long Range Transportation Plan, 2021.

Figure 7.8: Proposed Road Improvement Projects



Source: COATS 2045 Long Range Transportation Plan, 2021.

The Town of Elgin has one traffic light within the town which is located at Church Street and Main Street. SCDOT will be enhancing this intersection in 2023 with a left turn signal from southbound Church Street to northbound Main Street. This will alleviate traffic stacking along Church Street during busy periods.

The Kershaw County CTC has also identified Church Street between Cherry Lane and Dogwood Avenue for improvements funded through the 2022 Non-FA Secondary Pavement Improvement Program and Church Street and Smyrna Road from US Highway 1 to Veterans Row in Kershaw County through the 2023 FA Secondary Pavement Improvement Program. These resurfacing projects will improve the driving experience along these roadways.

Lastly, SCDOT will be replacing the US Highway 1 bridge over the CSX rail line east of the Town. The bridge replacement was necessary due to structural deficiencies. Modifications to the Green Hill Road and US Highway 1 intersection will also occur. This project is set to begin in 2023.

Air Facilities

Kershaw County is served by the Kershaw County Airport. The airport is 17 miles from Elgin northeast of Camden and is owned and maintained by Kershaw County. The airport serves small-scale passenger aircraft for business and civilian use. However, no commercial airlines provide passenger service to the county airport.

Commercial passenger aviation services are provided at the Columbia Metropolitan Airport (CAE) in Lexington County. The Columbia Metropolitan Airport serves as a hub for over one million passengers a year through services provided by American Airlines, Delta Air Lines and United Airlines with more than 36 daily flights to and from eight nonstop destinations. The Columbia airport is 30 miles southwest of the Town of Elgin.

Rail Service

The Town of Elgin is bisected by a rail line that is owned, operated and maintained by CSX Transportation. CSX's system includes 22,000 miles of track providing freight rail service across the eastern United States with access to 70 ports. The rail line running through Elgin is known as the Hamlet Subdivision along the CSX S-Line and connects Columbia, Camden and Cheraw with major freight rail yards in Charleston and Florence. This freight link provides direct access for industry to ship and receive products for manufacturing and distribution.

Amtrak is the national passenger rail service. Amtrak utilizes CSX trackage for their Silver Star service which runs daily from Miami to New York City. Amtrak trains pass through Elgin twice daily. However, Amtrak does not provide a rail stop at Elgin. The nearest Amtrak passenger rail station is twelve miles northeast in Camden. In 2019, the Camden Amtrak station had nearly 3,500 passengers embarking and debarking from this station.

The town has two rail crossings at Bowen Street and Sessions Road which temporarily effect automobile traffic at these northern entranceways into the town. Signals at these intersections are operated by CSX Transportation.

Public Transit

Access to transportation is a vital need for Kershaw County residents that do not have an automobile. Individuals needing medical services, groceries, prescriptions and other needs must rely on transportation from others or walk or bike to their destinations. Sometimes, this is not an option. Transit provides a public means to travel to destinations. Kershaw Connect is a fixed-route service provided by the Santee Wateree Regional Transportation Authority (SWRTA) to the Elgin, Lugoff and Camden areas. Stops on the route within Elgin include MUSC Health Primary Care, Town Hall, Food Lion, and IGA. This service runs Thursday and Friday and its fares are one dollar one way.

Another service provided to Kershaw County residents is the Vehicle Access Network (VAN) program through the United Way of Kershaw County. This service provides door-to-door rides for health, hunger and social service-related transportation which include doctor's offices, grocery stores, pharmacies, and other service locations.

Both of these transit services provide options to the local community. Many communities throughout South Carolina do not have access to these types of services. This is a direct benefit to the Town of Elgin and one in which the town should continue partnerships with these organizations to maintain its function.

Commuter services are growing in popularity around the Columbia Metropolitan region. The SmartRide transit program, in partnership with SCDOT and SWRTA, provides a fixed route service between Camden and Lugoff to eleven locations in downtown Columbia. There are two separate runs on the route on a weekday basis at a cost of \$20 per week or two dollars for a one-way trip. This service reduces the volume of automobiles during peak travel times into the City of Columbia and provides an alternative to the single-rider commute.

Pedestrian and Bicycle Facilities

Active transportation has grown in popularity over recent years. Citizens are looking at other modes of transportation beyond the typical automobile. Some individuals are limited in where they can travel if they don't have access to an automobile. A roadway can also provide use for various modes of travel when bike lanes and sidewalks are included in roadway construction plans.

Elgin needs additional sidewalks. Current sidewalks are disjointed from each other, are removed from the roadway or are within portions of parking lots at grade. Rarely are these facilities separated by a curb. The Comprehensive Plan Survey found that 72% of respondents felt there were adequate sidewalks for safe foot traffic. The Town should develop a Sidewalk Network Plan for the downtown area and provide standards within the Land Development Regulations for inclusion of sidewalks as part of the local development process. The Town should also advocate for sidewalk development and maintenance when roads are improved by SCDOT.

The *Kershaw County Bicycle, Pedestrians and Greenways Plan* is a detailed blueprint of existing conditions and proposed development of an integrated network of transportation modes beyond the automobile. This plan identifies that hurdles exist in Kershaw County that limit a connected system. First, a connected network of sidewalks does not yet exist. Pedestrian crossings via crosswalks and timed crossings are needed. The safety of pedestrians and bicyclists are impaired due to most intersections not

being signalized. For bicyclists, there are limited shoulders along the edge of roadways. There are also currently no designated bicycle facilities in the West Wateree area.

Figure 7.9: Active Transportation Project Priority List

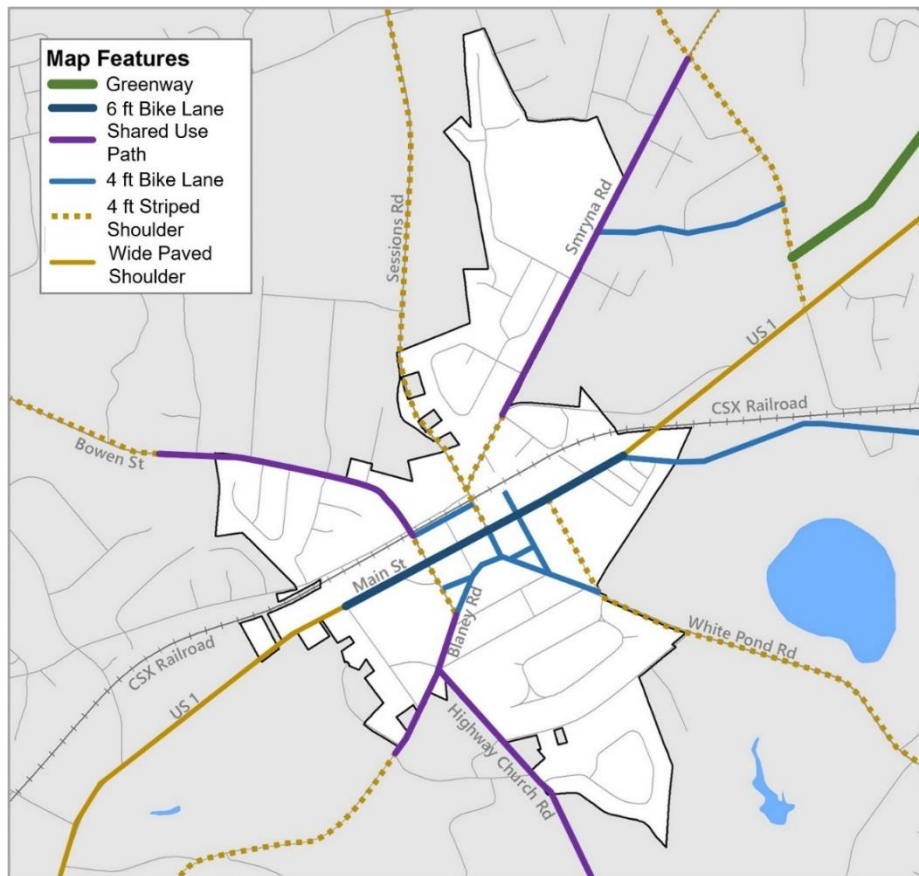
Priority	Project	Project Limit	Facility Type	Length	Jurisdiction
4	Bowen Street	Pine Valley Drive to Watson Street	Sidewalk	0.7	Elgin
5	Watson Street	Bowen Street to Sessions Road	Sidewalk	0.2	Elgin
6	Lugoff-Elgin Connector	Ridgeway Road to Chestnut Road	Multi-Use Trail	4.4	County
8	Smyrna Road	Sessions Road to Chestnut Road	Bike Lane	1.4	Elgin & County

Source: Kershaw County Bicycle, Pedestrian and Greenways Plan, 2013.

The plan does identify a number of projects of which four are prioritized for implementation in and around the Town of Elgin. The first two projects are sidewalk additions of nearly one mile along Bowen Street and Watson Street which would connect two residential neighborhoods with the downtown area with a crossing of the rail line on Sessions Road.

A greenway is proposed between Elgin and Lugoff which will provide a connection between the two communities in a natural setting. This multi-use path could be used for walking, jogging, or biking and would link many public uses like schools and parks for work, play or recreation. The estimated length of the trail would be 4.4 miles along an existing utility easement.

Figure 7.10: Proposed Active Transportation Network



Source: West Wateree Transportation Study, 2017.

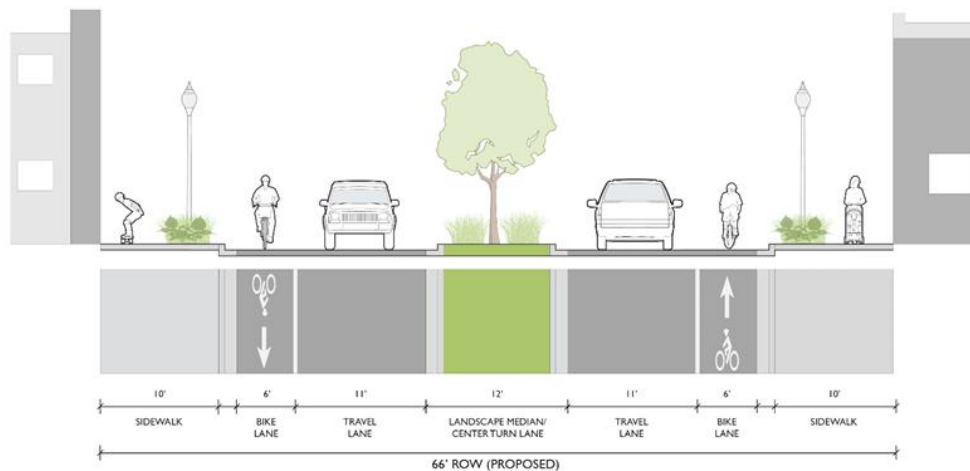
A bike lane is also proposed for Smyrna Road between Sessions Road and Chestnut Road which would provide a shared path for bicyclists and pedestrians to the elementary and middle schools along the road.

The *West Wateree Transportation Study* also provides proposals for active transportation infrastructure and identifies a number of projects in and around the Town of Elgin. The proposals include paved and striped shoulders, bike lanes, shared use paths and greenways.

Roadway Design

The *West Wateree Transportation Study* identifies a number of recommendations for roads in and around the Town of Elgin. Many of these recommendations focus on design improvements to the roads to improve function, safety, efficiency and use. The proposed improvement with the most visibility and the most use is US Highway 1 based on traffic volume. As the town’s Main Street and commercial corridor, improvements to this roadway should be the town’s primary infrastructure priority. The WWTS recommends modifications to US Highway 1 that includes two travel lanes 11 feet in width, a continuous turn lane that would include a landscaped median where possible, a six-foot dedicated bike lane in each direction, closed drainage with concrete curb and gutter, ten-foot sidewalks on each side and a reduced speed limit of 30 miles per hour along the stretch. These improvements would slow traffic, make Elgin’s Main Street more pedestrian and bicycle friendly, and provide safer access onto and off of the roadway at major intersections. It would also address the concerns addressed in other elements and previous plans to make the downtown a destination and create the charm of a formalized downtown.

Figure 7.11: Typical Urban Arterial Cross Section



Source: West Wateree Transportation Study, 2017.

Design improvements that the Town should also focus on and request through design planning and funding sources is for the inclusion of pedestrian scale decorative lighting, landscaping, street trees, street furniture, textured or painted crosswalks, traffic signal mast arms, unique street name signage and wayfinding signage. Mast arms and decorative lighting also provides opportunities for the town to add colorful banners, decorative and holiday lighting, and hanging baskets. These components of the roadway fit together to create a multi-functional travel way that establishes a framework for the town to build around.

Figure 7.12: Preliminary Design Concept for US Highway 1



Source: West Wateree Transportation Study, 2016.

The WWTS also recommends a zoning overlay district “to encourage denser development with a mix of uses in close proximity to one another.” A zoning overlay is a zoning district that lays over existing zoning districts to provide an additional level of standards unique to a particular area. Overlay standards typically detail design requirements for form and function and can include access points, siting of structures, architectural design of structures, and limits on particular land uses. To create a true downtown feel to Elgin, the most direct way to establish this is to create build-to standards within the overlay zone to push new structures toward the road rather than being setback from the roadway. In order to engage the downtown character, activity has to be brought forward to the street. This means locating structures close to the roadway and reserving parking for the sides and rear of lots. The Town’s Design Overlay District (DOD) should be amended to include these items and be included on the official zoning map.

A number of South Carolina cities and towns have utilized overlay districts as a way to revitalize a downtown or encourage development along a corridor. For example, the Town of Mount Pleasant has utilized overlay districts with success to promote a more urban feel along their arterial roadways. The City of North Augusta has incorporated design standards within its overlay districts to encourage walkable, mixed-use development along Georgia Avenue which has transformed their downtown district. The Town should begin formulation of an overlay district ordinance to begin encouraging development

Wayfinding signage, when incorporated with transportation infrastructure, provides a welcoming presence to visitors while providing direction to important public facilities and community assets. A wayfinding system can also reduce travel frustrations, motivate economic activity, and drive economic development. They also create a sense of place and community.

Source: Lindler Planning Consultants, 2023.



along US Highway 1 to meet design guidelines that will be in place prior to modifications to the roadway by SCDOT. The overlay should also be considered for expansion onto side streets within the central portion of the town over time.

The Town should also consider revisions to the Land Development Regulations to require curb and gutter for new roadways and roadway improvements within the town. Curb and gutter should also be encouraged for ingress and egress points into businesses and public uses along arterial and collector roads to clearly define the travel way and remove stormwater from the roadways. Parking for businesses and other land uses should be designed for internal parking within individual sites. Parking should be discouraged from backing out into public roadways or not having delineated ingress and egress points of access.



Portions of US Highway 1 have parking for related businesses backing directly across sidewalks and into traffic on this major thoroughfare. This is an unsafe condition for motorists and does not provide a safe environment for pedestrians. Plans for US Highway 1 should separate the individual traffic movements and work with local businesses to reorient their customer parking.

Source: Lindler Planning Consultants, 2023.

This section of US Highway 1 shows the lack of curb and gutter along the roadway. The paved shoulder is sometimes utilized by pedestrians but is not intended for this purpose. Stormwater runoff streams across the highway into the grassed area and can pond at times. The addition of curbing along with a sidewalk and grassed landscape strip increases safety for the pedestrian and motorist.

Source: Lindler Planning Consultants, 2023.



Regional Involvement and Local Planning

Transportation improvements in South Carolina occur through various processes of planning and implementation. It is important that the leaders of the Town of Elgin are familiar with each process and funding mechanism, are involved in county and regional transportation meetings and are proactive in

advocating for the needs of the town. This also includes identifying alternative funding sources for infrastructure improvements when state or county funds are unable to meet the full cost of proposed improvements. Programs like the SCDOT Transportation Alternatives Program (TAP) grant, Community Development Block Grant (CDBG) program, and the Municipal Association of South Carolina’s (MASC) Hometown Economic Development Grant are resources the town should evaluate for utilization in tandem with SCDOT road improvements. The Town should earmark and budget funds for transportation enhancements as many of these grant programs are reviewed on a competitive basis and require matching funds for implementation.

Future Transportation Needs

As the Town of Elgin grows, transportation needs will increase. These needs will be directly tied to the road system as it is the most comprehensive transportation network within the town. Roadway expansions and infrastructure improvements should be concentrated at the most heavily traveled areas and extend outward. In this case, improvements should be concentrated in the downtown area and along the Main Street Corridor. This includes maintenance of signalized crosswalks and sidewalks that currently exist and the future inclusion of bike lanes as well as reduction in the posted speed. Future projects should identify opportunities to expand this network into heavily populated portions of the town which will increase usability of the network.

Goals and Objectives

TRANSPORTATION	
GOAL 1.0: Advocate for Elgin’s transportation needs.	
	Objective 1.1: Develop an onboarding process to train elected and appointed officials on the regional transportation improvement process within the community.
	Objective 1.2: Participate with Central Midlands Council of Governments in regional transportation planning sessions including special plans like the West Wateree Transportation Study.
	Objective 1.3: Advocate for roadway improvements within the town by participating in Kershaw County CTC meetings and making annual requests for transportation improvements.
	Objective 1.4: Regularly communicate local needs and concerns with Kershaw County representatives that represent Elgin on county and regional boards.
	Objective 1.5: Work with SCDOT and regional transportation agencies for completion of the US Highway 1 improvements to ensure that the new roadway is constructed to include pedestrian and bicycle infrastructure, landscaped medians, crosswalks, mast arms and street lighting.
GOAL 2.0: Promote development projects supportive of the transportation network.	
	Objective 2.1: Amend the DOD zone to incorporate design standards that meet the concerns outlined in this element.
	Objective 2.2: Work with regional supporters for development of the Lugoff-Elgin Greenway Connector.
	Objective 2.3: Advocate for sidewalks and bike lanes as road improvements are discussed and planned.

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The community facilities element of the comprehensive plan serves to identify the existing public facilities of the community, evaluate the area's potential for growth, development or redevelopment and project the community facility needs of the future population. This element serves as a summary of public services provided to the town and accessible by the public. This includes services provided directly by the Town of Elgin as well as those provided by Kershaw County and other public and private agencies.

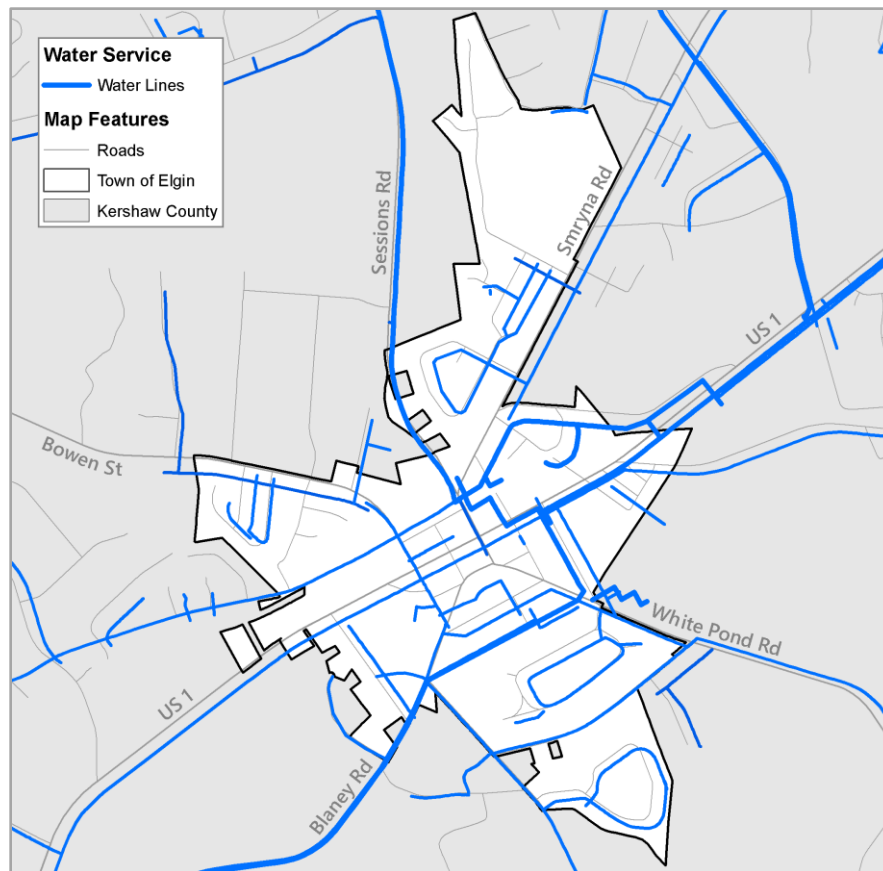
FINDINGS

- The majority of the town is served or is within close proximity to public water.
- Public sewer is available to the majority of the eastern side of the town and along portions of US Highway 1.
- Elgin participates with Kershaw County on stormwater review of development and stormwater management.
- The Town of Elgin maintains seven properties in the town for public services from administration to park space to a library.
- The majority of public safety services are provided through Kershaw County; the Town maintains its own Police Department.
- The Town is home to two schools within the Kershaw County School System.
- Potter Community Park is a community asset with opportunities for additional amenities.
- Elgin is served by a myriad of medical facilities within close proximity.
- Numerous community facilities within Elgin are not owned or maintained by the Town and the Town has limited control over the level or quality of these services.

Water Distribution System

Public water is a vital part of the local community. Without a public water supply, residents and businesses are dependent upon private wells which are not a reliable or, in many cases, a safe long-term source of water. Business and industry that utilize water as a part of the manufacturing process are reliant upon a stable and reliable source of water. With a viable public water system, growth of a community is highly dependent on capacity of the system to handle additional users.

The Lugoff-Elgin Water Authority (LEWA) provides public water to over 7,300 customers in the western portion of Kershaw County known as West Wateree as well as portions of Richland and Fairfield counties. LEWA's source of water is Lake Wateree and the system is supplied by a six million gallon per day water treatment plant located near the lake's dam. This public system is managed through fees as LEWA does

Figure 8.1: Public Water System

Source: Kershaw County GIS, 2022.

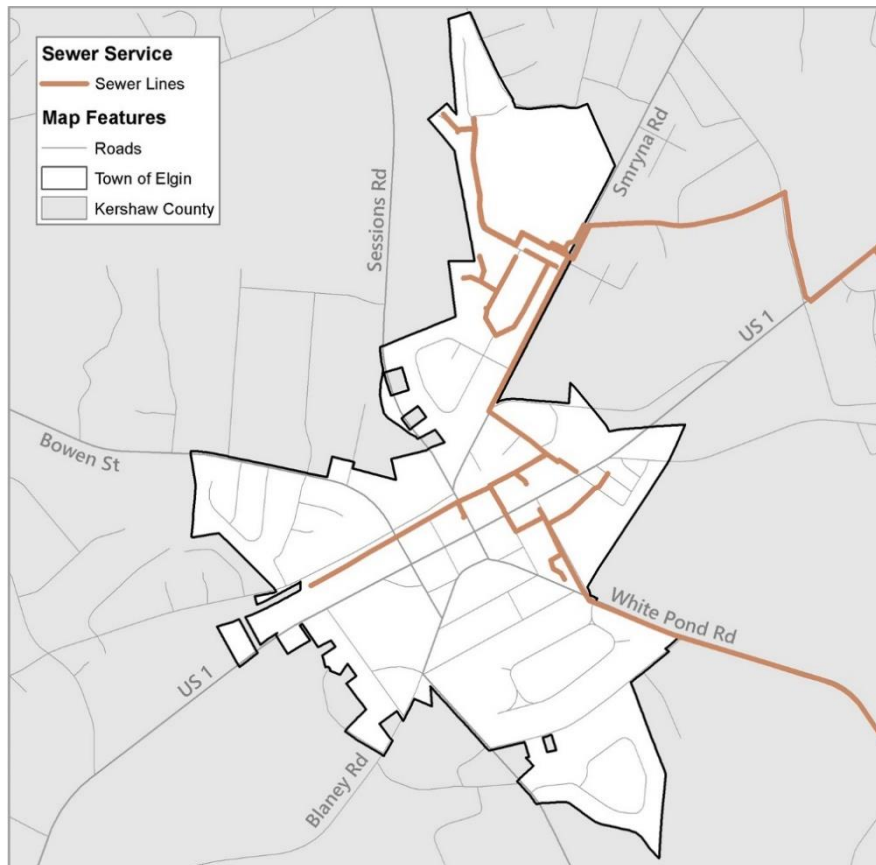
not receive financial support through local taxes. The 2021 Annual Water Quality Report identified no violations in the water assessment.

LEWA manages public water lines throughout the Town of Elgin. The majority of the town is served or is within close proximity to tap into an existing water line. LEWA also manages two water towers within the town limits to supply water to the Town – north of the CSX rail line off of Ross Road and south of Main Street off of Pine Street.

Sewer Collection System

Public sewer is provided to the Town of Elgin by Kershaw County. The Kershaw County Utilities Department manages the Kershaw County/Lugoff Wastewater Treatment Facility which primarily serves the West Wateree area, including the town, the US Highway 1 corridor and the Lugoff community. The system has over 1,700 customers with a permitted capacity to treat two million gallons of wastewater per day. Discharge is released into the Wateree River.

Areas without access to these public lines rely on individual septic tanks for wastewater disposal. Private septic systems that are installed and maintained properly function well for less densely populated areas. However, septic systems that are not adequate to support large concentrations of people and therefore areas without public sewer service are a limiting factor for development potential.

Figure 8.2: Sewer Lines

Source: Kershaw County GIS, 2022.

Sewer capacity drives the density of development. Sewer service is necessary for higher density housing options like apartments, condominiums and townhouses. Even though no new expansions to the system are planned, sewer expansion within the town should be focused in commercial areas, areas where there are more than two residences per acre or areas that are planned for densities higher than two dwelling units per acre.

Stormwater Facilities

Stormwater is the collection of rainwater that flows into our rivers, streams and creeks. This natural process circulates throughout the environment as part of the natural water cycle. However, stormwater can be problematic when there is too much stormwater for a natural or manmade system to handle or the stormwater comes in contact with such things as sediment, oil, fertilizer, road salts, waste or litter. At this point, stormwater can become non-point source pollution and a problem for water quality.

Stormwater facilities include the on-site structures as part of a development that remove stormwater from a site and transfers it to a holding facility or a natural watercourse. This includes curb and gutter on streets, catch basins and piping, detention and retention ponds, and dry basins. Each of these types of stormwater infrastructure is useful in their own way based on the concerns and issues of a development site.

In 2007, Elgin and surrounding areas were designated by SCDHEC as a Small Municipal Separate Storm Sewer System (SMS4). Local governments identified as an SMS4 requires the development, implementation and enforcement of a storm water management program (SWMP) to effectively prohibit non-storm water discharges to their system, implement controls to reduce the discharge of pollutants, to protect water quality, and implement best management practices to satisfy requirements of the Clean Water Act. Kershaw County has assumed the responsibility of management and enforcement of the SMS4 program for Elgin and the West Wateree area through an intergovernmental agreement.

The Town of Elgin maintains its own stormwater management ordinance which was last adopted in 2015. These standards serve to reduce changes to stream flow, changes to stream geometry, degradation of aquatic habitat, water quality impacts, property damage and safety concerns, and unsightly aesthetic stream channel conditions and restricted use of recreational waters. As a part of the local design review process, management of these standards on local development is imperative to protecting our waterways and minimizing impacts to downstream property owners. This can include loss of land to flooding to impacts to drinking water.



Stormwater ponds do not have to be unsightly drainage areas, but can instead be incorporated into the site plan and natural landscaping. This dry pond in Charleston collects and holds stormwater for a period of time while blending into the site.

Source: Lindler Planning Consultants, 2023.

Stormwater is typically the responsibility of the property owner to manage on their individual sites. However, more impervious surfaces such as concrete, asphalt and building coverages that are created within a given area increases the amount of stormwater that is unable to percolate into the soils. Areas within the town that flood frequently during major storm events should be identified for mitigation efforts including along Railroad Avenue, Smyrna Road near Kelly Street, Campbell Street and Rose Street, and the intersection at Church Street and US Highway 1.

Natural Gas System

Dominion Energy provides natural gas services to the Town of Elgin. Dominion is a multi-state company that distributes natural gas through 10,330 miles of pipeline throughout South Carolina and is the exclusive provider of natural gas to Kershaw County. Natural gas is transported via interstate pipeline from the Gulf Coast and transferred to South Carolina to be distributed to the consumer. Natural gas provides an alternative energy source for appliances and home heating.

Since Dominion Energy is the sole source of natural gas to the community, future expansion of the system is based on the local demand and volume required. Higher housing densities and manufacturing needs may necessitate additional natural gas infrastructure within the town limits.

Electrical Transmission and Distribution

Duke Energy supplies electricity transmission and distribution to Elgin and the surrounding portions of Kershaw County. Duke Energy provides electricity generation, transmission and distribution to 800,000 retail customers in the state. Their service area covers 65% of South Carolina counties – primarily in the northwestern portion of the state.

Duke Energy generates electricity from hydroelectric power at the Wateree Hydro Station on the Wateree River. Beyond hydro generation, Duke Energy also generates electricity from nuclear, coal, oil, natural gas and solar resources from plants and facilities across North Carolina and South Carolina.

Communication Services

Communication services are vital for the dissemination of information and the interaction with others. Communication can be broken into four categories: land-line phone service, cellular communication, cable television and internet access.

Local telephone (land-line) communication is currently provided to the Elgin community by Spectrum and AT&T. Both companies serve as the local service provider of telecommunication services with the ability to provide access to the national and international telephone network. Current facilities include aboveground and underground utility lines that are typically found along road rights-of-way. Land-line service has been declining over the last decade due to the reliance on cellular communications which provides additional capacity for those that require non-cellular communication services.

Cellular communication is the most popular telecommunication service for the general public. These services are provided by various private carriers and accessibility is available throughout the town. The newest update to cellular communication is 5G service. 5G is designed to provide faster download speeds, low latency and increased capacity and connectivity as more internet-connected devices are being utilized. 5G is basically like being upgraded from a two-lane highway to an interstate highway system. Elgin is currently included within some companies' 5G coverage maps. As this network continues to expand and be utilized more, expect access within the town to be more available.

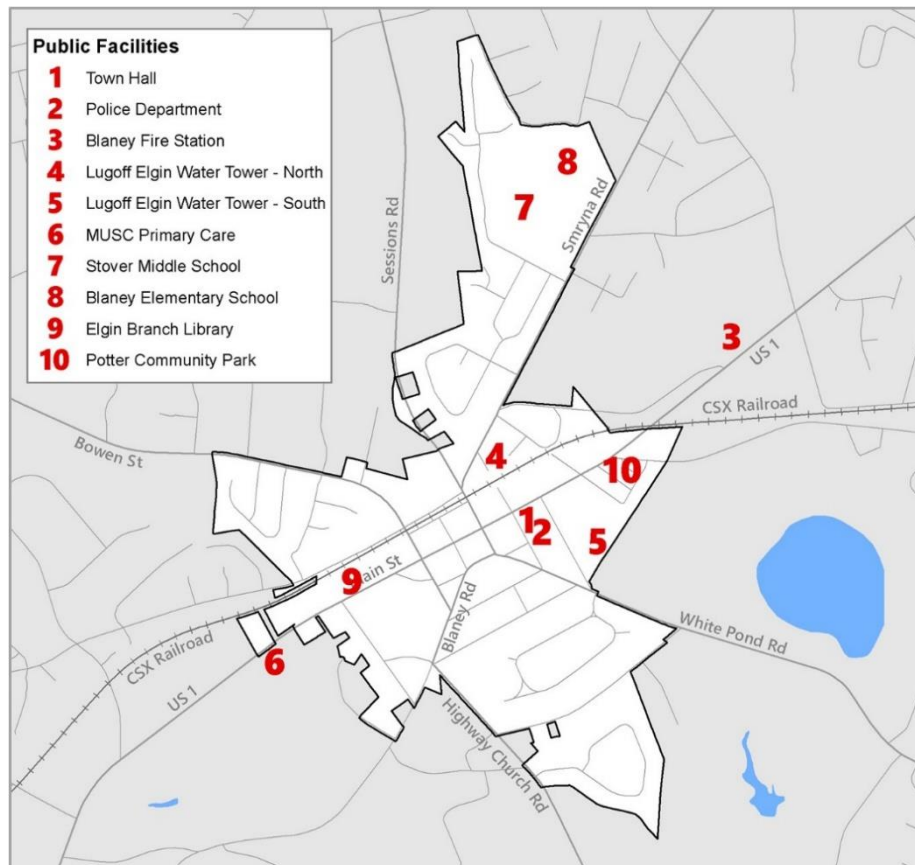
Local cable television service is provided to Elgin and outlying areas by Spectrum and AT&T. Satellite television services are also available through outside vendors. Fiber-optic cable or fiber TV provides information at the speed of light through fiber-optic cable. This service is currently available for select portions of Elgin and is expanding. As population grows within the West Wateree area, expansion of these services will continue.

Internet access has become a major factor in economic development and residential growth as the need for digital infrastructure has skyrocketed. Broadband access has become a major issue for communities as educational services, employee operations and retail commerce become more digital. Internet access provides students the ability to learn remotely in virtual classrooms. It provides employers the ability to allow employees to telecommute or work remotely. Doctors and patients are able to connect virtually through Telehealth programs. Small local businesses are more easily able to reach their customers and provide e-commerce options. Lastly, and perhaps even more important, internet access allows safety personnel and first responders the ability to communicate as needed in a timely manner. The South Carolina Office of Regulatory Staff has identified Elgin and surrounding areas within two of the highest speed tiers for broadband service availability.

Government Buildings

The Town of Elgin owns and maintains seven properties within the town limits. These properties serve the community in various ways. The primary building for the town is Town Hall which is located at 2469 Main Street. This 4,700 square foot building is home to town administrative offices, the Town Police Department and Municipal Court. Administrative services housed in this structure include the Mayor’s Office, Town Clerk, business license, planning, and building inspection. The location is also utilized for town council meetings on the first Tuesday of each month as well as space for other community meetings. Parking for this facility is along Rose Street and is limited to seven paved parking spaces.

Figure 8.4: Public Facility Locations



Source: Google Maps, 2023.

Adjacent to Town Hall is a 0.85-acre parcel that is currently vacant. This property is utilized as a gravel parking surface. This property, with its location adjoining town hall, is a natural location for expansion of town services and should be retained by the town for future needs as the total acreage of both properties exceed one acre.

The town also owns the properties of Potter Park and the Elgin Branch Library which bookend the eastern and western sides of town along US Highway 1. A 2.64-acre property on Sessions Road is being utilized as a community garden through the Kershaw County United Way. Each of these properties are

Figure 8.3: Town Properties

Address	TMS Number	Facility	Acreage
2469 Main Street	E335-18-00-038	Town Hall	0.23 acres
2427 Main Street	E335-18-00-055	Potter Community Park	3.94 acres
1245 Sessions Road	E335-13-00-001C	Community Garden	2.64 acres
2652 Main Street	E347-00-00-021B	Elgin Branch Public Library	3.22 acres
2381 Watson Street	347-00-00-019	Vacant	0.11 acres
1243B Pine Street	E335-18-00-080	Vacant	0.55 acres
2467 Main Street	E335-18-00-039	Vacant	0.85 acres

Source: Kershaw County GIS, 2023.

located at entranceways into the community and would serve as potential opportunities for gateway enhancements.

Two additional vacant properties are owned by the town. The Pine Street location is a portion of property used by a number of utility companies including water and cellular telephone. A 0.11-acre property on Watson Street is a gifted property to the town along the CSX right-of-way.

As the town’s primary facility, Town Hall maintenance and upkeep should be a top priority in future budgeting to ensure the facility’s life is maximized. A renovation of town hall is planned for the near future. Upgrades and additions may be required in the future for expansion of town services. Facility planning and budgeting will be necessary to achieve this and maintain a level of service to the public. The Town should also promote energy efficiency and reduce operational costs in public buildings through energy audits or inclusion of sustainable energy sources like solar panels.

Emergency Services

One of the fundamental tasks of local government is the provision of emergency services to residents and property owners. Emergency services includes public safety of various levels including police, fire, and emergency medical services.

The Town of Elgin provides police protection through the town’s Police Department. The Police Department is located at 2469 Main Street within the town hall. The town employs seven officers for the town limits with six officers on the day shift and one on the evening shift. The department currently operates nine police vehicles for police protection with two of these serving as service vehicles. The Police Department has identified future upgrades to their equipment and vehicles. The patrol vehicles are in need of replacement on a regular basis as the current vehicles are between eight and nine years old. New ballistic vests will be needed in the next two years. Four additional automated external defibrillator (AED) machines will be necessary for use in the patrol vehicles.

Fire protection in Elgin is provided by the Kershaw County Fire Service. The town is primarily served by the Blaney Fire Department Station 13. The fire station is located at 2344 US Highway 1 east of the town limits. The facility includes three bays housing a brush truck, engine and tanker truck. Fire service in Kershaw County is provided through a paid and volunteer service. At any given time, there are two full-time professional employees and 25 volunteers assigned to this station. The Doby’s Mill and Lugoff Fire Department also provide backup fire service to the town. In 2018, the Blaney Fire Department responded to 230 incidents throughout the Elgin and West Wateree area. This station handled 30% of the fire calls for the entire county during that year. In 2022, this station responded to 1,356 incidents

which was the highest call volume of county fire departments. As this area of the county continues to develop, there will be additional need for staff and equipment responding from this location. With the growth and call volume associated with this station, an additional one or two firefighters will need to be assigned to this station. As traffic volume increases on US Highway 1, the need for a traffic control device to enter the roadway will be necessary. Expansion of the station will be necessary in the future to accommodate an emergency generator and an additional full-length bay to store an aerial apparatus which is also needed to serve the area.

Kershaw County fire stations have an ISO rating of 5/10. An ISO rating is a score provided to fire department and insurance companies by the Insurance Services Office. This score is based on the level of fire protection provided to the area along with water supply. A rating of 5 for the Elgin area is the most common rating for fire departments and is the mid-point on the ISO scale. Areas beyond a five road-mile distance of the fire station would be considered an ISO rating of 10. These ratings affect homeowner and property insurance rates and have a direct impact on household spending in the local economy. Therefore, an investment in fire service and infrastructure which improves the local ISO rating will reduce the housing and property costs of the citizens. Support of fire response and law enforcement is high in the Town of Elgin as 58% (fire service) and 53% (law enforcement) of respondents felt these services should be made a high priority.

The Kershaw County Fire Service operates 17 fire stations throughout the County. Blaney Fire Department typically handles more calls than any other station in the County.

Source: Lindler Planning Consultants, 2023.



Emergency medical services are also provided by Kershaw County Emergency Medical Services (EMS) for transport of individuals for a health-related incident. Due to the large size of the County, EMS operates several ambulances at a given time from various locations. For the Elgin area, one ambulance provides 24-hour coverage for the West Wateree area. This ambulance is stationed behind the Blaney Fire Department site. Backup response is provided from the Lugoff area which also serves the Interstate I-20 corridor. In 2022, 1,834 EMS calls were dispatched to the Elgin area. It is expected that the call volume will increase over the next decade within the West Wateree area and an additional ambulance will be needed to serve the West Wateree area providing more service to the Town of Elgin and surrounding areas.

All emergency services are handled county-wide through the Kershaw County Central Communications Department for E-911 services and dispatch. Calls within the town for law enforcement are sent directly to the Elgin Police Department. Kershaw County also provides emergency management services to Kershaw County communities through advanced planning and preparedness training. The department

provides response for disasters related to natural and weather-related events, hazardous materials concerns, and terrorism. Emergency Preparedness also provides mitigation opportunities through financial aid and disaster recovery. Both of these agencies are located within the Kershaw County Government Center located on Walnut Street in Camden.

Municipal Court

The Elgin Municipal Court handles judicial actions that arise under ordinances and laws within the town limits. The municipal court operates out of town hall which houses the main courtroom and administrative offices. The Town maintains two judges to preside over the court system. In 2022, the court managed 1,550 cases which amount to around 30 cases for each weekly court session on an annual basis. With this volume and the expected increase in population and related growth, it is expected that the court volume will increase in the future which will further impact the need for additional filing space for the court system within town hall.

Household Waste

Household garbage collection is a necessity for an urban area. Kershaw County manages solid waste collection and disposal of garbage and recyclables. The County operates ten collection and recycling centers for residents. The closest collection site is located less than a mile northeast of Town Hall on US Highway 1 beside the Blaney Fire Department and is open six days a week. Household garbage is collected at these centers and transferred to the Waste Management Richland Landfill in Richland County by Waste Management Industries.

The Town of Elgin provides curbside garbage and recycling collection to residential properties within the town limits at no cost. The Town maintains a contract with Davis Disposal for household waste collection. Davis Disposal transfers household waste to the Waste Management Richland Landfill in Richland County for disposal and recyclable materials to Kershaw County.

The town's garbage collection policy is a benefit to residential properties and should be utilized to encourage properties to annex into the town limits.

Parks and Recreation Facilities

Elgin has a wonderful community facility for outdoor recreation. Potter Community Park is a 3.9-acre site located at 2427 Main Street between Wooten Court and Green Hills Road. The park contains a covered shelter with picnic tables and can be rented to special events. This site provides recreational opportunities to the public and is managed by the Town of Elgin. The park contains a quarter-mile paved walking track and a children's playground. The property is utilized throughout the year for community events including the annual Catfish Stomp, the County's bookmobile program, summer movie nights, annual Tree Lighting Ceremony and other activities. The park is also home to the Military Salute Monument honoring the military branches those who served in the military. Parking is provided along the sides of the adjoining roads.

The Potter Community Park is also the planned location of a multi-use facility to be utilized as a community center and museum. This 2,500 square foot structure will provide public meeting space on one side and display space for the Blaney-Elgin Museum. The entire site is a great example of utilizing a

park as an entranceway enhancement. With the amount of space and its location, Potter Community Park has the potential to be utilized for more events throughout the year on a seasonal basis.



Potter Park provides a number of amenities including a playground, picnic shelter (shown here), walking trail and grassed field. Future additions to the park will provide community space and a multi-purpose structure.

Source: Lindler Planning Consultants, 2023.

The National Recreation and Park Association (NRPA) provides annual data on average park sizes and types for various populations. In 2022, the NRPA stated that the average community offers one park for every 2,323 residents served with 10.4 acres of parkland per 1,000 residents. However, each community is different and community standards differ based on a number of factors. Looking at 2022 data for national communities with less than 20,000 people, the median average is one park for 1,233 residents and 12.9 acres of park land per 1,000 residents. These standards should be used as a guide for the future development of park spaces within the Town.

The Town of Elgin needs to consider additional park space as the town grows. Based on national standards, the town would need an additional park site of around 28 acres. Population projections estimate the need will increase to a need of two additional park sites with an additional 40 acres of total park space.

Additionally, the number of metropolitan hiking trails is growing as an alternative recreational opportunity. Walking, jogging, hiking and biking on a designated pathway is a great way to exercise and enjoy the outdoors while also providing a transportation alternative. The American Hiking Society in their publication *Hiking Trails in America* identified a national standard of one mile of urban trail for every 2,000 residents. For Elgin, this standard would equate to a need of around 1.4 miles of trail by 2030.

Figure 8.5: Recommended Park Acreage Guidelines

Park Metric	Median Value for Small Communities	Town Facilities Provided	2020 Need	2020 Shortfall	2030 Need	2030 Shortfall
Residents per Park	1,233 residents per park	1 park	2 parks	1 park	3 parks	2 parks
Acres of Park per Resident	12.9 acres per 1,000 residents	3.9 acres	28.3 acres	24.4 acres	43.9 acres	40.0 acres
Foot Trail per Resident	1 mile per 2,000 residents	0.3 miles	1.1 miles	0.8 miles	1.7 miles	1.4 miles

Source: 2022 NRPA Agency Performance Review, 2022 and Hiking Trails in America, 2015.

Kershaw County also provides recreational and park spaces which are utilized by Elgin residents and are not included in the recommended park acreage guidelines. Kershaw County maintains 18 park sites throughout the County with the closest facility to Elgin being the 100-acre Kershaw County West Complex at 519 Whitehead Road in Lugoff which is 3.5 miles east of the town. The facility contains four tennis courts, three lighted soccer fields, four lighted baseball fields, a walking track, two shelters with handicapped accessible playground and restrooms. This facility is developed as an active use site for organized sports. With its distance from the Town of Elgin, residents must rely on automobile access to this recreational site. Plans for a walking trail between Lugoff and Elgin would connect this location which would provide walking and biking access to this facility.

Another way to leverage additional park space within the town is through partnerships with schools, churches and other agencies that operate some form of recreational land. The Kershaw County Parks and Recreation Commission should be involved in discussions about additional park sites and opportunities to expand existing facilities.

The Town also has the ability to utilize existing property to expand park space. The 2.6-acre site on Sessions Road could be enhanced to expand the community garden for passive park space with the inclusion of amenities such as benches, arbors, trellises and the like. The 4,800 square foot property on Watson Street could be utilized as a recreational space for a train spotting platform for railfans and include historical pieces from the train stop at Blaney. Additional trails space could be incorporated into plans for downtown enhancements to connect public facilities with the town's commercial core and promoted as an urban hiking, biking and jogging trail. All of these identified enhancements could be utilized as overall recreational and park space for the town without the added costs of purchasing additional property for traditional parks.

Libraries

Local community libraries provide informational resources, educational opportunities and artistic expression. Elgin is fortunate to have the Elgin Branch Library located within its jurisdiction. The Elgin branch location is one of three libraries operated by the Kershaw County Library system. The branch is located at 2652 US Highway 1 and is open six days a week.

The Elgin Branch Library is a community facility that provides access to literary resources, meeting space, community programs and events. The library branch can access thousands of titles within the Kershaw County Library System as well as partnering libraries.

Source: Lindler Planning Consultants, 2023.



The library is a center for civic activity and learning. The library has access to millions of books, periodicals, videos, audiobooks and music. The Kershaw County Public Library is a member of the inter-

library loan program which provides access to resources outside of the county system. Programs are offered throughout the year for summer and winter reading programs, story times, book mobile services, and many other activities to instill a love of reading. The library system also provides additional community support including counseling services, research assistance, communications access.

Educational Facilities

Educational facilities are an important community facility as they require large amounts of land, are a primary public use and can affect the local transportation system. These facilities are often symbols of the community and locations of community importance. Most importantly, educational facilities provide centers of learning in a number of educational areas.

Elgin is home to Blaney Elementary School and Leslie M Stover Middle School. These schools are a part of the Kershaw County School System which include nine elementary schools, four middle schools, three high schools, a learning center, technology center, and virtual academy. The school district has a total district-wide enrollment of more than 10,904 students and employs over 1,000 people.

Blaney Elementary is located at 1621 Smyrna Road. The school enrollment in 2022 was 752 students. The student population has increased by 1.6% over the last ten years as the student enrollment in 2012 was 740 students. The students enrolled at this location include K5 through 5th grade. The school is served by a sidewalk along the northern side of Smyrna Road which provides pedestrian access to the school.

Stover Middle School is located adjacent to Blaney Elementary at 1649 Smyrna Road. The shared campus site includes 64 acres of land. The school enrolled 707 students in 2022. The student population at this location has increased by 12.2% since 2012. Stover Middle provides classes for 6th through 8th grade. The school is also served by a sidewalk along Smyrna Road and a pedestrian access is included through the Pine Forest neighborhood.



Leslie M Stover Middle School serves more than 700 students in the Elgin area and is one of four middle schools in the Kershaw County School District. More than 10,000 students are enrolled within the School District.

Source: Lindler Planning Consultants, 2023.

Access to higher education is provided to Elgin residents nearby. The Elgin community is served by Lugoff-Elgin High School which is located outside of the town limits six miles east of Elgin on US Highway 1. Lugoff-Elgin High School provides secondary education for 9th through 12th grade. The Woolard Technology Center provides career education for high school students in 18 career pathways including automotive technology, digital art and design, early childhood education, fire and emergency services, health science and law enforcement. The center is located 15 miles east from Stover Middle School.

Central Carolina Technical College is a comprehensive two-year college providing associate degree, diploma and certificate programs over 50 programs in five areas of study: advanced manufacturing and engineering technology, professional studies, workforce and development, nursing and health sciences and arts and sciences. The college system has an annual enrollment of 2,885 students over five campuses with the Kershaw County campus located 15 miles east of the Town of Elgin in Camden.

Pine Grove Youth Academy, located at 1500 Chestnut Road, provides residential living and educational services for children and adolescents with autism and developmental disabilities. Though not located within the town limits, this private school facility provides services to residents of the Town of Elgin and the surrounding area.

Educational opportunities for job placement and career advancement are abundant in Kershaw County. These facilities are a direct benefit to the population as it provides needed educational resources for employment opportunities. However, the distance to these locations from Elgin such as the Woolard Technology Center and Kershaw County Central Carolina campus can be a deterrent. Transit services should be considered for expansion to these areas to provide service to Elgin residents if need is warranted.

Medical Facilities

Elgin is served by a number of medical facilities within close proximity. The Medical University of South Carolina (MUSC) Health Primary Care Elgin is located at 2689 US Highway 1 South. This facility provides general practice healthcare to individuals by appointment.

At 40 Pinnacle Parkway near the Interstate I-20 interchange is the MUSC Kershaw Health Medical Pavilion. This multi-story medical facility is located within the Wateree Executive Park and provides urgent care medical assistance, advanced urology and women's health, mammography services, and endocrinology services. This facility is around three miles from the town limits.

The MUSC Kershaw Health Medical Pavilion, outside of the Town of Elgin, provides necessary medical services to the Elgin community. MUSC's move into the Midlands healthcare market brings advanced specialty medical care to Richland and Kershaw Counties.

Source: Lindler Planning Consultants, 2023.



Also within the Wateree Business Park is the Midlands Regional Rehabilitation Hospital. This medical facility is located at 20 Pinnacle Parkway and provides regional in-patient and out-patient rehabilitation services for the Kershaw, Richland and Lexington County area. This care facility serves those recovering from disabilities caused by injuries, illnesses or chronic medical conditions.

Major medical facilities are within a 20-minute drive of Elgin in Camden and in Northeast Richland County. The MUSC Health Kershaw Medical Center in Camden is the largest medical facility in Kershaw County with 119 patient beds. The facility is open 24-hours a day and provides a wide-range of medical services including cardiac rehabilitation, gastroenterology, mammography and urology. Begun as the Camden Hospital in 1913, the hospital has grown into a multiple facility campus on Roberts Street.

On the western side of Elgin is the Providence Health Northeast which is a facility of the MUSC Health System. Providence Health provides heart and vascular cardiac care, heart surgery services and cardiac rehabilitation along with primary care and general health services. This healthcare center was established in 1999 and is a 75-patient bed facility.

Additional medical services are available throughout the Columbia Metropolitan area which is an additional benefit to the Town of Elgin. With the expected growth within the West Wateree area of Kershaw County, one would expect additional medical facilities and services and expansions of existing facilities in order to meet future demand.

Goals and Objectives

COMMUNITY FACILITIES	
GOAL 1.0: Ensure public services meet the Town’s growth needs.	
	Objective 1.1: Work with LEWA and Kershaw County for expansion of the public water and sewer systems to meet the growing needs of the Elgin community, especially in higher density portions of the town.
	Objective 1.2: Maintain an intergovernmental agreement with Kershaw County for management and enforcement of the SMS4 program for stormwater management. Participate in county-wide emergency management planning events through local officials and staff.
	Objective 1.3: Mitigate areas identified having stormwater problems during highway projects in coordination with SCDOT.
	Objective 1.4: Continue to maintain and identify ways to upgrade town-owned properties for the ongoing use and needs of the public.
	Objective 1.5: Continue to support the Elgin Police Department and municipal court to meet the needs of the citizens.
	Objective 1.6: Continue to support and partner with the Kershaw County public safety services of fire, EMS, E-911 and emergency management.
	Objective 1.7: Continue to provide household waste collection to residents of the town and promote this benefit as part of a wider annexation process.
GOAL 2.0: Provide additional parks, open spaces and trails for community use.	
	Objective 2.1: Maintain existing park spaces and promote and utilize these spaces for community events and festivals.
	Objective 2.2: Identify ways to increase the number of parks as well as the amount of park space inside the town to meet the needs of the community.
	Objective 2.3: Partner with Kershaw County Parks and Recreation Commission on opportunities for park development, expansion and maintenance.
	Objective 2.4: Incorporate a town trail or pathway into downtown development plans.
	Objective 2.5: Utilize town-owned vacant parcels as opportunities for park space and natural areas.



State and local governments are threatened every day with natural hazards that endanger the health and safety of the population of the community, jeopardize its economic vitality, disrupt public services and threaten the quality of the environment. The Resiliency element identifies the types of hazards that can occur, the impacts of natural hazards on the community and ways to mitigate future impacts of such events in the future.

The Federal Emergency Management Agency (FEMA) requires counties to create and maintain a Hazard Mitigation Plan (HMP). The HMP includes an assessment of historical impacts of natural hazards and identification of high-risk areas and vulnerabilities. The Santee Lynches Council of Governments is the designated lead agency in the development of the HMP for the four-county region. Due to the detailed information available within this plan and the limited information available at the municipal level, this element is an outgrowth of the information detailed in the *Santee-Lynches Regional Hazard Mitigation Plan 2020 – 2025* (SLRHMP) adopted in 2019. There have been no updates to this document.

FINDINGS

- Kershaw County has experienced hazard events in the recent past.
- Severe storms, thunderstorms and wind are the most common and frequent natural hazard that has historically occurred in Kershaw County.
- Hurricanes and tropical storms have caused the most damage county-wide measured in dollars over the last 60 years.
- The Town of Elgin has been affected by an earthquake swarm since December 2021.
- Elgin is home to three critical facilities that are essential for maintaining levels of service after a hazard event.

Kershaw County Historic Impacts

Kershaw County has not been immune to hazard events. Since 1960, there have been 225 events that have resulted in some type of financial loss. Most of these events have been from storms and wind. In addition to impacts to life and health of residents, these natural occurrences can have impacts in the economic, transportation and community facilities sectors. Since 1960, direct losses to property and crops in Kershaw County from natural hazards have totaled \$327 million – averaging around \$5 million per year.

In 1989, Hurricane Hugo made landfall in Charleston and moved inland toward Charlotte, NC carrying with it torrential rains and winds over 100 miles per hour. This Category 4 hurricane left an indelible mark on South Carolina. Kershaw County and the Town of Elgin were in the hurricane’s path with high winds breaking windows and downing trees resulting in substantial property damage.

In October 2015, the Midlands area received between 15 to 20 inches of rainfall with localized amounts over 25 inches in a storm event that covered the majority of the state. Flash flooding was prevalent and led to significant damage to property, roads and infrastructure with individuals having to be rescued by emergency personnel. One county fatality and two injuries were reported from this weather event.

An EF-2 tornado touched down in Kershaw County in 2020 and heavily damaged North Central High School. The 130 mile per hour winds from this tornado ripped off a portion of the roof resulting in walls caving in and school buses being pushed into each other.

Figure 9.1: Kershaw County Natural Hazard Impact Summary (1960 - 2019)

Event	Direct Losses (Property & Crop)	# of Loss-Causing Events	Return Period	Annual Chance	Likelihood of Future Events
Drought	\$ 15,567,779	8	7.38	13.56%	Moderately Likely
Flooding	\$ 2,828,913	22	2.68	37.29%	Likely
Hail	\$ 7,734,134	22	2.68	37.29%	Likely
Heat	\$ 12,350,828	0	0	0.00%	Moderately Likely
Hurricane/Tropical Storm	\$ 246,385,813	9	6.56	15.25%	Moderately Likely
Lightning	\$ 1,342,986	21	2.81	35.59%	Likely
Severe Storm/ Thunderstorm/Wind	\$ 13,041,576	75	0.79	127.12%	Highly Likely
Tornado	\$ 6,747,904	12	4.92	20.34%	Moderately Likely
Wildfire	\$ 978,153	21	2.81	35.59%	Highly Likely
Winter Weather	\$ 20,292,257	34	1.74	57.63%	Likely
Earthquake	\$ 0	1	59	1.69%	Not Likely
TOTAL	\$ 327,270,345	225			

Source: Santee-Lynches Regional Hazard Mitigation Plan, Santee-Lynches Council of Government, 2019.

Flooding

Typically, the most frequent and costly natural hazard to local communities is flooding. Flooding is the result of a large amount of precipitation that falls within a certain period of time (flash flooding) or rainfall that has occurred over a large area and the local streams and rivers have increased in size to accommodate the excess stormwater (riverine flooding).

Kershaw County has experienced flood events in the past and is susceptible to similar events in the future. However, the Town of Elgin is not prone to riverine flooding due to its elevation. There are also no floodplains within the town limits which reduces the risk of riverine flooding. A floodplain is a low-lying area subject to periodic inundation of water or continuous flow of water. Floodplains are designated nationally by the Federal Emergency Management Agency (FEMA) and the National Flood Insurance Program (NFIP). Flood maps are provided to local jurisdictions to identify hazard areas and utilized to minimize development within these areas. Cities, towns and counties are responsible for adopting flood ordinances and regulations for construction standards within identified flood zones. The easiest way to minimize flood hazards is to prohibit development within these hazard areas. As the town grows, identification of flood zone areas during the annexation process and how these areas will be managed should be acknowledged.

Hurricane and Tropical Storm

Hurricanes and tropical storms are types of tropical cyclones which include high winds, rain, lightning, and even tornadoes, can result in flooding events over a large area. When sustain wind speeds of a storm exceed 38 miles per hour, it is classified as a tropical storm; when sustained winds exceed 73 miles per hour, the storm becomes a hurricane and is assigned a name by the National Hurricane Center. These storms typically impact Kershaw County from the southeast direction as they come ashore in Coastal South Carolina. Hurricane season is from June to November with around six storms affecting the United States each year. Kershaw County has experienced nine such events since 1960.

Tornado

A tornado is a vortex of wind that has damaging wind power. Tornadoes are typically generated by a thunderstorm, a hurricane or disturbance in weather systems. The damage from tornadoes include wind damage to property, wind-blown debris, power outages from downed trees, and disruption to public services. Tornadoes occur most frequently in the spring and early summer months. Kershaw County has had twelve tornadic events within the last 60 years which is about one every five years. Tornadoes can form very quickly when certain weather factors occur, so public notification of tornado watches and warnings are imperative to protect the public.

Winter Storm Event

Winter storms can have a major impact on local communities. Winter weather includes snow, sleet, freezing rain, wind, sustained low temperatures and ice. Daily operations are severely affected by these events due to unfavorable driving conditions on public roadways. Power outages and busted pipes are a frequent result of winter storms. Falling trees from the weight of ice and snow can also cause structural problems and property damage.

Winter weather has been the second highest loss in monetary value of natural hazards in Kershaw County at \$20.9 million dollars since 1960 and is the second most frequent event impacting the county behind thunderstorms. Fortunately, winter weather is predictable and meteorologists can provide notice to the public in advance of these events.

Dam Failure

Man-made lakes and ponds can provide direct benefits to communities through recreation, increased residential property values and power generation. However, if the dam that is used to manage this storage of water is not maintained properly or is impacted by volumes it was not designed to hold, dam failures can occur. A dam failure has severe impacts to downstream areas as large volumes of water are released resulting in a flash flood situation. The SC Department of Health and Environmental Control (DHEC) monitors and inspects dams across the state. Kershaw County is home to 70 dams, yet there are no dams within the Town of Elgin and properties within the town are not downstream from a dam.

Severe Storm Event

A severe storm event includes thunderstorms, damaging winds, lightning, tornadoes, hail and rain. Severe thunderstorms typically have wind speeds in excess of 57 miles per hour. The resulting damage of these events include areal and flash flooding, lightning strikes, property damage from wind and/or hail and power outages.

Severe thunderstorms, wind events, hail and lightning are the most common hazard that Kershaw County faces. Over the last 60 years, there have been 75 loss causing events with more than one event occurring each year. There is a 127% chance of an annual severe storm event in Kershaw County.

Wildfire

Wildfires occur as a result of lightning strikes or uncontrolled management of a fire source. The SC Forestry Commission estimates that Kershaw County had 74 fires over the last 20 years that affected 360 acres of land. Unfortunately, wildfires can pose a danger to property, plant and animal habitats, and the local economy. Smoke from wildfires can also affect public health especially those suffering from asthmatic conditions. Most wildfires are the result of human mismanagement which means wildfires are preventable. Temperature, precipitation and wind speed are a factor in wildfire strength. The Forestry Commission provides burn advisories when conditions are ripe for wildfires. It is important to repeat these advisories to the public as advisories are published.

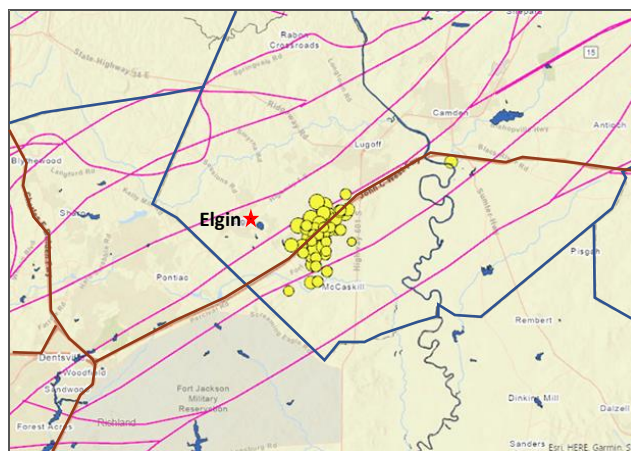
Earthquake

Earthquakes are movements below ground from shifts in the Earth's crust. As pressure below the surface increases, the shift releases energy that is felt over a large area of land dependent upon the scale of the shake. When this occurs, property damage and failures and collapse of structures can occur which endanger the lives of people. South Carolina is one of the most seismically active locations on the East Coast of the United States. The 1886 Charleston earthquake caused around \$166 million in damages in 2021 dollars and caused 60 deaths. It was one of the most powerful and damaging earthquakes on the East Coast.

Elgin sits along the Eastern Piedmont Fault System which stretches southeast to northeast from Georgia to Virginia and is one of the most active faults in the country and follows the Fall Line in South Carolina.

The SLRHMP identified that earthquakes in the Santee-Lynches region were not likely hazards to occur. However, between December 2021 and December 2022, 83 tremors occurred near the Town of Elgin and these tremors have been felt as far away as Charlotte, NC and Augusta, GA. Most of these earthquakes have registered less than 2.5 in magnitude which has caused minor structural impacts.

Figure 9.2: Earthquake Swarm Locations with Eastern Piedmont Fault Lines



Source: Report on Elgin-area Earthquakes, SCDNR, 2022.

This number of earthquakes over a period of time is referred to as an earthquake swarm. The cluster of earthquakes have been recorded occurring east of Elgin and south of the Lugoff community. The *Report on Elgin-area Earthquakes* by SC Department of Natural Resources (SCDNR) in 2022 theorizes that the earthquake swarms of Elgin are a result of hydroseismicity. Hydroseismicity is the effect of water interaction within a fault. This study states “the proximity of the Wateree River, fluctuating river discharges and seasonal precipitation could be contributing to the current seismicity.” Further study is ongoing within the area. The Town and its residents should remain vigilant and cautious to earthquakes until the frequency subsides.

Drought and Extreme Heat

High temperatures can have a detrimental effect to the public. Prolonged periods of high temperatures increase evaporation and limit precipitation which can result in drought. Droughts are usually associated with crop loss, but droughts and extreme heat can also affect public water sources, increase energy usage by the public and increase the conditions for wildfires.

Other Hazards

With the proximity of a major rail line within the Town of Elgin, train derailments are a concern to residents, property owners and businesses in the area. The reality is that freight railroads move enormous amounts of products across the country each day at the most efficient price point and utilizing less energy than other forms of transportation. US railroads typically transport more than two million carloads of hazardous materials each year, including many chemicals that are considered hazardous. In 2021, freight railroads carried 2.2 million carloads of plastics, fertilizers and other chemicals. The highest-volume chemical carried by US railroads is ethanol followed by soda ash, caustic soda, urea, sulfuric acid and anhydrous ammonia.

Railroads are the safest mode of transporting hazardous materials. The Association of American Railroads in 2022 stated that more than 99.9% of rail hazardous material shipments reach their destination without a release caused by a train accident. This accident rate for truck freight shipments of hazardous material is higher.

Even though derailments occur and are very serious incidents, it is more likely that an automobile collision with a train will occur at a crossing gate than a derailment. In 2022, there were six highway rail collisions each day on average across the US. Derailments can occur as a result of such a collision. It is important that the town and county continue to emphasize the Operation Lifesaver Program for rail safety education to the public, to increase signage at rail crossings and monitor these locations for equipment operation and the public following safety procedures.

The Town must work with Kershaw County in being prepared for a hazardous rail event. The Town should encourage and work with Kershaw County Emergency Management Department to hold trainings, conduct table top exercises, and provide links to information on how the public can be prepared for such an event. The Town would be well served to host a training and day-long exercise for a mock derailment as it would provide opportunities for town, county and state employees to coordinate together along with the school district and DHEC.

Preparedness, Mitigation and Recovery

As this element details, there are a number of hazards that can impact the local community and cause property damage, interruption of service and, most importantly, loss of life. It is imperative that the town and its citizens be prepared in advance for such events. Three critical facilities have been identified in the Elgin area and the town should make sure these facilities are protected during a hazard event – Blaney Fire Station, Elgin Police Department, and Duke Power substation on Bowen Street. Town administration, staff and elected officials should be involved in county and regional emergency management planning and training events. The town should also encourage the public to have their own family disaster plan and emergency kit and advertise local shelter locations in advance of hazard events. The SC Emergency Management Division website has a number of resources available for public use.

Mitigation is the process of sustained action to reduce or eliminate long-term risk to people and property from natural hazards and their effects. Acting in advance of known problems lessens the impact when an event occurs. The Town should, at least every five years, review its local emergency management plan. This process provides an opportunity for administration, staff and citizens to review the details of the plan, make amendments as necessary and be familiar with actions they individually need to take when an emergency situation occurs.

Figure 9.3: Local Government Disaster Mitigation Measures

Local Government Area	Mitigation Practice
Planning	Promoting sound land use planning based on known hazards
Emergency Management	Buying flood insurance to protect personal property
Building	Relocating or elevating structures out of floodplains
Building	Install hurricane straps to securely attach a structure’s roof to walls and foundation
Building	Develop, adopt and enforce building codes and standards
State DOT	Engineering roads and bridges to withstand earthquakes
Building	Using fire-retardant materials in new construction
Emergency Management	Develop and implement a plan to reduce susceptibility to hazards

Source: Federal Emergency Management Agency, 2023.

The SLRHMP identified goals and objectives for implementation. These objectives were regional and local in scope. The plan identified five objectives specifically for the Town of Elgin.

Figure 9.4: Town of Elgin Hazard Mitigation Plan Objectives

Goal	Objective
2 a.	Provide public education to increase awareness of hazards and publicize the effectiveness of mitigation by incorporating/developing web sites, pamphlets, radio, television, and print media.
2 b.	All interested individuals will be encouraged to participate in hazard mitigation planning and training activities.
2 c.	Educate the public about emergency shelters and evacuation procedures.
10 a.	Enhance response capacity of the town fire, police and emergency services personnel to at-risk populations.
10 b.	Obtain funding for new equipment and training in order to enhance response times and performance.

Source: Santee-Lynches Regional Hazard Mitigation Plan, 2019.

Additionally, the plan identified eight mitigation suggestions to immediately address concerns for two common hazards – severe weather and wildfire.

Figure 9.5: Mitigation Recommendations for Immediate Regional Implementation

Goal	Objective
1	Establish local building codes or development ordinances to regulate construction in wooded areas or hazard prone locations.
2	Create and enforce effective building codes.
3	Require a safety zone to separate homes from combustible vegetation.
4	Restrict open burning especially during dryer seasons.
5	Bury electrical lines on new development and during infrastructure upgrades.
6	Trim trees near above-ground electrical lines.
7	Require manufacture homes to be properly anchored.
8	Ensure community evacuation facilities are accessible by the public.

Source: Santee-Lynches Regional Hazard Mitigation Plan, 2019.

Through preparation and training, a community can manage an emergency situation based on the resources it has on hand. Hazard events can last minutes, hours or a few days. However, the impacts of these events can be felt months and years later.

Recovery occurs following a disaster or hazard event and serves to bring the affected area back to a degree of normalcy. Getting a community back to pre-hazard status takes time and effort which for Elgin would require outside resources. However, much of the recovery efforts for hazard events will involve the Police Department to maintain order, road closures, detours, rescues and public safety and the Building Department to issue permits, perform structural assessments and review demolition requests. All activities related to a hazard event should be documented as these public expenses are reimbursable from the Federal government under certain conditions.

Lastly, the Town of Elgin needs to rely on the expertise, manpower and resources of Kershaw County and the SC Emergency Management Division (SCEMD). The town should maintain a partnership with these agencies to provide a swift response following a hazard event. Accordingly, the Town of Elgin should also provide assistance to neighboring communities when a hazard situation occurs outside of the town. Maintaining these partnerships provides Elgin residents a degree of security that benefits everyone.

Goals and Objectives

RESILIENCY	
GOAL 1.0: Reduce hazard impacts by being prepared and working with other agencies.	
	Objective 1.1: Reduce impacts of hazards within the town in advance of natural events.
	Objective 1.2: Participate in county-wide emergency management planning events through local officials and staff
	Objective 1.3: Provide notice to the public through social media outlets of regional, county-wide and local emergency information in advance of hazardous events.
	Objective 1.4: Coordinate assistance with Kershaw County, other municipalities and agencies such as SCDOT and SCEMD.
	Objective 1.5: Following a major natural event, work with Kershaw County emergency personnel and follow the Kershaw County Emergency Management Plan.

Objective 1.6: Work with Kershaw County and related jurisdictions on advance phone notification system such as CodeRED to alert citizens of events.



The South Carolina Planning Enabling Act amendment of 2007 required local governments to analyze the likely Federal, State and local funds available for public infrastructure and facilities and the projects identified for expenditure of those funds in the future. This includes an overview of current expenditures as well as future planned projects for future investment. Projects listed in the state law specifically identify water and sewer infrastructure, roads and schools. However, all public infrastructure would be relevant for review and discussion within this element.

Obviously, the Town of Elgin does not directly manage public infrastructure such as water, sewer, roads and schools, but works through coordination with relevant agencies and organizations on behalf of the citizens of the town. This coordination involves working with Kershaw County, adjacent and nearby cities and towns, regional councils of government, state agencies, school district and the like to make proactive changes within the town. This element will also identify the agencies and organizations who have responsibility for infrastructure functions within the town and the means in which the town has gone through to provide opportunities for these organizations to provide input into this comprehensive plan.

FINDINGS

- The Town does not have a Capital Improvements Plan but does identify capital needs on an annual basis through its budget process.
- The Town operates with an annual budget of \$1.36 million which is not funded through a property tax millage.
- The Town's largest source of revenue is from local option sales tax.
- Funding of the police department is the Town's largest annual expenditure.

Intergovernmental Coordination

The Town of Elgin is one of three municipalities within Kershaw County. Additionally, there are a number of public agencies and organizations that operate in some functional capacity throughout the county for public services. Within the town limits are properties and infrastructure owned and/or maintained by Kershaw County, the Lugoff-Elgin Water Authority, the State of South Carolina and the Kershaw County School District. Coordination between these entities has occurred in the past and these relationships need to be continually nurtured for the future benefit of the Town.

Figure 10.1: Adjacent and Relevant Jurisdictions and Agencies

Jurisdiction/Agency	Capital Improvement/Public Facilities/Services
State of South Carolina	SC Department of Transportation (SCDOT) – responsible for construction, road maintenance, and improvements for State and Federal roads, statewide transportation planning
	SC Department of Commerce – competitive Community Development Block Grant (CDBG) for non-entitlements
	SC Department of Health and Environmental Control (SCDHEC) – septic tank permitting, water and air quality permitting and management
	SC Emergency Management Division (SCEMD) – statewide mutual aid agreement for catastrophic disaster response and recovery
Central Midlands Council of Governments	Regional transportation planning within the West Wateree area
Santee Lynches Council of Governments	Local government assistance
	Santee-Lynches Area Agency on Aging
	Santee-Lynches Workforce Development Board
	Community development – infrastructure improvements and affordable housing programs
Kershaw County	Grants writing and administration
	Creation and retention of jobs and economic growth/capital investment
	Fire protection, E911, emergency medical service and emergency management services
	Transportation projects for construction, road maintenance, and improvements for County roads, county transportation planning
	Library services and maintenance of facility
	Parks and recreation services – creation, programming and maintenance
	Stormwater enforcement and management
Provider of public sewer utilities	
Kershaw County School District	Pre K-12 public schools
	Adult education
	Career and vocational education
Lugoff-Elgin Water Authority	Provider of public water utilities

Source: Lindler Planning Consultants, 2023.

Capital Improvements

A Capital Improvements Program (CIP) is a forecasting and budgeting tool for the identification of future needs and funding sources. The CIP identifies capital items, usually over a particular value threshold, that involve such things as new building construction, renovation or additions, fleet vehicles and construction equipment purchases, hardware and software purchases, etc. An effective CIP identifies the future needs of the town departments usually over a five-year period and cost estimates are derived for each line-item amount. This allows for financial planning by the local government and reduces budgetary constraints over a short time period.

The Town of Elgin does not have an official CIP in place but does manage a budget which outlines future priorities on an annual basis. The Fiscal Year 2023-2024 identified capital items including the Community Center project, Potter Park improvements, new patrol vehicle and an HVAC replacement. All capital items, not funded through grants, are funded with transfers from the General Fund. Establishing a continual CIP process allows for planning beyond an annual basis and identifies end of life terms for city

assets such as roofs, HVAC equipment, and asphalt so that budgeting for these items can occur over a period of years versus having an immediate need and utilizing operating funds for these needs which could require an annual budget amendment or possibly an emergency loan. Establishing a continual CIP process in future years should be a priority.

Revenues and Expenditures

The Town’s FY 2023-2024 budget reveals the Town operates within a \$1.59 million annual budget. The town does not impose a millage rate on town properties, also known as a property tax. This is typically the primary source of funding for local governments. Of the three Kershaw County municipalities, only Camden implements a municipal millage rate.

The largest source of income for the Town is through the Local Option Sales Tax (LOST). A LOST is an additional tax imposed on the purchase of goods and services within the County. Implemented in 1997, the County’s LOST adds two percent onto the sales tax rate with one percent going to the county and one percent to the Town of Elgin. The second and third largest sources of income are from the Municipal Association of South Carolina (MASC) Insurance Tax Program and Police Fines. The Insurance Tax Program is a service MASC provides to member municipalities to collect delinquent and current insurance taxes from insurance companies for policies written within the town limits for property, life and casualty. Police fines are derived from tickets issued for civil and criminal offenses through the municipal court system. These three sources of revenue make up nearly 82% of the town’s annual budget. More than half of the 82% is from LOST revenue alone which is tied to the viability of the local economy. Therefore, any modifications to these three areas of the town’s operation can severely affect the town’s budget.

The Town’s annual budget also shows that the primary expenditure is for contingency which has been identified for capital items including the community center project and Potter Park improvements. The other areas of highest expenditure include operations for staff salaries, garbage pickup and utilities. The Town also has identified \$51,000 for research and development which has been identified for funding of a zoning manual.

Figure 10.2: Town FY24 Budget General Fund Major Line-Item Expenses

Expense Line Item	Amount
Contingency	\$ 300,000
Salaries	\$ 105,169
Garbage Pickup	\$ 60,000
Research & Development	\$ 51,172
Utilities	\$ 33,500
Stormwater	\$ 38,200
Accounting Fees	\$ 25,000

Source: Town of Elgin, 2023.

The Town also budgets separately for the Municipal Court, Library and Police Department expenses. The Municipal Court annual budget is \$40,085 and the annual budget for the Elgin Branch Library is \$31,250. The annual budget for the Police Department is \$764,259. The Police Department is the largest expenditure for the Town of Elgin by category. Salaries for officers and personnel make up the bulk of the overall police budget at 57%. Retirement expenses, court fees and employee health insurance are

additional large-scale expenses related to operation of the department and make up another 25% of the annual budget. With \$159,020 of annual budget revenue related to police fines, the Town is supplementing 79% of the law enforcement budget for department operations.

Funding Sources

There are a number of funding sources that local governments have at their disposal as allowed by South Carolina State law for funding large-scale planning initiatives or capital improvements. Elgin is responsible for determining the optimal funding source for a particular expenditure. Some of these sources require action by Town Council in accordance with the Code of Laws of South Carolina as amended. A summary of potential funding sources available for projects in the comprehensive plan follows. Individual limitations or conditions for each option have not been reviewed for this document.

General Fund. The General Fund accounts for all funding resources in the Town not otherwise devoted to specific activities. This funding source includes revenues from real estate and personal property (if the town chose to impose a millage rate), licenses and permits, charges for services, intergovernmental funding, other taxes, and miscellaneous revenue and other funding sources. These funds are generally spent on general government services, public safety, public works and utilities, and health and human services. Expenditures include, but are not limited to, salaries for town employees, supply and fuel costs, and building improvements. Capital and infrastructure improvements are funded in part through the General Fund.

Revenue Fund. Revenue funds are monies collected in advance of the construction of a project that have been accumulated from surplus or earmarked operational revenues, funds in depreciation reserves, or the sale of capital assets.

General Obligation Bonds. General Obligation Bonds, also known as GO Bonds, are backed by the “full faith and credit” of the local government, and are usually considered a safe investment for bondholders. The principal and interest on general obligation bonds are normally paid through a property tax levy.

Revenue Bond. Revenue bonds are used when the local government issues a bond and pledges the revenues received from services provided as payments for the debt service. This revenue is used to pay both principal and interest on the bond. While revenue bonds incur slightly higher interest costs than general obligation bonds, they do not use up the local government’s bond capacity.

Lease-Purchase Agreements. Lease-Purchase Agreements allow a local government to acquire capital assets by making a series of lease payments that are considered installments towards the purchase of the asset. Under a lease-purchase agreement, the local government acquires full ownership of the property covered by the lease by making all of the lease payments over the full term of the lease.

Local Improvement Districts (LIDS) or Special Tax Districts. Counties and municipalities in South Carolina are authorized to create a local improvement district for capital projects. Provisions for assessing and levying property taxes in different areas and at different rates are set forth in the Code of Laws of South Carolina, Section 4-9-30(5)(a). A local improvement district links together the costs and benefits resulting from new or upgraded capital facilities. Generally, property

owners in the new tax district must agree to the new assessment. Capital projects in the special tax district can be bond-financed and paid over time by the benefitting property owners to expedite implementation.

Special Assessments. Special assessments may be utilized when there is a direct correlation between the service being taxed and the project being funded:

Local Hospitality Tax. A local hospitality tax (H-Tax) is levied on consumers purchasing prepared foods and beverages from vendors located within the jurisdiction enacting the tax. Counties in South Carolina are authorized to levy a hospitality tax of up to two percent if approved by a majority of the governing body. This tax limit is reduced to one percent if it is not also approved by the municipal governing bodies within the County (see SC Code of Laws, Section 6-1-700). H-Tax funds are typically used to fund tourism-related expenditures that result in the promotion of more tourism-related activities.

Local and State Accommodation Tax. Accommodation taxes (A- Tax) are levied on the rental of rooms, lodging, or sleeping accommodations. The state accommodations tax is a mandatory two percent charge applied to all accommodations statewide. The SC Department of Revenue collects these dollars and distributes them back to cities and counties through a location-base formula. Local governments receiving more than \$50,000 in revenue from the state must appoint an advisory committee to make recommendations on how the funds should be spent. Local governments in South Carolina are also authorized to levy an additional local accommodation tax of up to 7% of the gross proceeds derived by business owners renting rooms, lodging, or sleeping accommodations. An accommodation tax also imposes a sales tax of up to 5% on additional guest services offered at facilities not otherwise taxed under South Carolina law (see SC Code of Laws, Section 12-36-920). Accommodations tax revenues must be spent on tourism related expenditures.

Grants. Grants represent discretionary, lump-sum funding secured by the local government for specific one-time projects and programs. There is no assurance that previous grant monies will be made available again in the future. Most grants require the local government to expend a portion of the overall funding of a project or provide in-kind services which is called a match. Receiving grant monies obligates the local government to spend their portion of the match during the grant process.

Tax Increment Financing (TIF). Tax-increment financing, or TIF, can be used to provide front-end funds in an area where large-scale redevelopment is feasible. This funding mechanism is useful in a defined geographic area like a downtown or mixed-use district. TIF is a targeted economic development tool that divides the property tax received. The historic base tax goes to general services while any additional increase in property tax from redevelopment of the area goes back into programs, services and redevelopment projects within the designated area.

User Fees. User fees may be utilized or increased in order to offset costs that will be incurred through upgrades or new construction of capital facilities.

Capital Improvements Sales Tax (Penny Sales Tax). Capital Improvements Sales Tax or the Penny Sales Tax is an additional sales tax on items purchased in the boundaries of the local government that can be used to fund special projects for infrastructure and capital improvements projects. A detailed list of projects must be identified with cost estimates provided and prioritized based on funding need. A referendum is required for approval of the tax and the tax is established for a period of time. The sales tax ends when the total amount for capital expenditure has been reached or when the timeframe ceases, whichever comes first.

Transportation Funding. There are a number of special assessments related to transportation and transportation-related functions at the local level:

C-Funds. C-Funds are allocated to each County for the purpose of transportation improvements. The source of the funds is the State gasoline tax. State law requires these improvements be tied to the transportation system and at least 25% of the funds be spent on the state highway system. Funds are awarded through a competitive process by a committee designated by the State Legislature, referred to as the County Transportation Committee (CTC). Local governments within the County make requests for funding to the CTC for approval. C-Funds are restricted for specific uses and cannot be used for all capital projects. More often than not, C-Funds are used for street and road paving and resurfacing projects.

Federal Highway Administration (FHWA) Guideshare. Guideshare funding is available for each of the South Carolina Metropolitan Planning Organizations (MPS) and Councils of Government (COG) for system upgrade projects. This dollar amount is calculated by taking the MPO's or COG's specific proportion of the state population and applying it to the total available funds for system upgrades. These funds are allocated in the Federal Highway Appropriation Bill. Elgin is within the Columbia Area Transportation Study (COATS) MPO. Projects identified for funding under this program are outlined in the Transportation Element.

Transportation Alternatives Program (TAP). TAP funding is federal funding available for projects related to activities that improve the transportation experience, including landscaping, bicycle and pedestrian facilities, historic preservation and other visual amenities related to the transportation system. These funds are administered by SCDOT through a competitive grant process.

State Infrastructure Bank. The South Carolina State Infrastructure Bank (SIB) selects and assists in financing major qualified projects by providing loans and other financial assistance for constructing and improving highway and transportation facilities. Funds are awarded on a competitive basis.

Development Funding. As development occurs, particularly residential development, demand on services may outpace the facilities or service necessary for additional population. The following are funding sources related to real estate development and population growth:

Real Estate Transfer Fees. A real estate transfer fee is a charge on the transfer, sale, or conveyance of real property. It is applied against the purchase price of the property, and

can be restricted to certain types of capital expenditures. The South Carolina Legislature has strictly forbidden the implementation of a real estate transfer fee without expressed authorization from the state legislature (see SC Code of Laws, Section 6-1-70).

Developer In-Kind Contributions. In some instances, the owner(s) of property seeking entitlements for their land may elect during the development review process to donate right-of-way or construct certain “oversized” capital projects simply for the public good as well as to serve their development. The type and/or magnitude of these contributions vary greatly from location to location and owner to owner.

Impact Fees and Exactions. Impact fees and exactions are intended to enable new growth to pay for the services it generates a need for. Examples of projects include such things as schools, recreation, and public safety. These fees are established based on the capital and operating impacts of new development and are paid for by the developer or ownership interest.

Development Agreements. Development agreements are contractual agreements between local governments and property owners. The contract serves to vest rights to develop a specific project for an extended period of time while typically providing a direct benefit back to the local community such as property for a new fire station, school or public space.

Even though the Town of Elgin may not have an immediate need or ability to implement all of these funding sources, it is beneficial for this element to include a comprehensive list of options available to local governments in South Carolina and provide a future reference for town administration.

Priority Investment Areas

Even though there are many types of funding sources, the amount of funds available for public programs and services are limited. Additionally, many of these funding sources are available through a competitive process with other local governments. Due to these obstacles, funding decisions must be made to stretch available funds to their greatest extent. Location is one such component of the priority investment equation and is a major cost in the decision-making process.

Development occurs where there is a demand and where infrastructure is available to make the development project feasible. For the Town of Elgin, this means that as demand increases, infrastructure, specifically sewer availability, will be a primary focus for the town and its future. Because the town serves a larger population than within the town limits, focus should be prioritized toward the commercial center of town which is Main Street and making the downtown area a viable center with a mixture of uses to encourage new development. Identifying innovative, proactive ways to pay for this development is necessary so that those that use the services, facilities and infrastructure are the ones that pay for them. The penny sales tax and hospitality taxes are ways to capture monies from those that enter the community, but don't live within the town limits.

As infrastructure demand is met, outdated zoning codes should be amended to address higher residential densities that new infrastructure will allow and promote the types of development the town requires to redevelop its downtown. This ensures that the community grows in a pattern that is consistent with the infrastructure system and with the design characteristics the town desires.

Another issue to consider is town growth, both in size and scope. Public services will need to be expanded to meet the demand. Does the growth that is being developed provide a benefit to offset its inherent cost? Typically, cities and towns can estimate the amount of property tax to be generated by a property on an annual basis and compare to the annual cost of public services to a comparable property. Since the town does not impose a property tax, even more care and consideration should be made to future development and annexation.

The Town of Elgin needs to consider annexation of property if nothing more than to provide options for its future growth. As the West Wateree area develops in the unincorporated county, the town could face being surrounded by development which may not want to be within the town limits. This could maintain the current size of the town and prevent future expansion of the town. The other consideration is that if the area around the town grows and the town limits do not match this growth, the County through its zoning and development standards set the growth pattern, density, and type of development without direct influence by the town. The Town should identify areas for future expansion and work with Kershaw County on developing or amending standards that are in compliance with the Town's long-term goals and objectives.

Capital Improvements Plan Implementation and Funding Gap

As the Town develops its annual budgets and identifies capital projects either individually or through a CIP, it will most likely have more projects than can be funded. As this occurs, the town will need to prioritize funding and defer items to another budget year. Expansion of capital improvements is often associated with increased operations and long-term maintenance costs. However, these costs should be weighed against the long-term costs of not replacing, maintaining, or renovating an existing facility or capital item. Capital planning then becomes a necessity to determine the priorities between needs, costs and benefit in an environment where public funds are not easily obtainable. Therefore, it is important to identify the main sources of the town's revenue and areas where it can be more effective in reducing expenditures.

Gaps in funding also turn the local government attention to sources of funds. As identified previously, there are a number of funding mechanisms available to local governments in South Carolina. However, no local government wants to impose a tax or fee on its citizenry unless absolutely necessary. The Town of Elgin and its Town Council will need to evaluate the needs of the community with the benefits of various funding sources to determine the right mixture of funding sources essential for effective government.

Coordination and Notification

To ensure success and optimal community benefit, coordination between agencies is a necessity. Elgin will work with other nearby governmental jurisdictions where appropriate through mechanisms such as joint funding of capital improvements, shared use agreements, and shared maintenance or operations agreements. Coordination will also include consultation with relevant local government jurisdictions during the development of each Comprehensive Plan update. Opportunities for shared uses, co-location of facilities, and land swaps between appropriate governmental entities should be explored. Coordination with Kershaw County, Santee-Lynches Council of Governments and Central Midlands Council of Governments is necessary for assistance from public service to hazard mitigation to roadway

improvements. Kershaw County and the Lugoff-Elgin Water Authority are strategic partners in the growth and development of our community as they provide public sewer and water services.

The South Carolina Priority Investment Act requires that comprehensive plan priority investment recommendations on public infrastructure projects be made through coordination with adjacent and relevant jurisdictions and agencies. In practice, South Carolina jurisdictions accomplish this coordination by providing neighboring jurisdictions and agencies access to their draft comprehensive plans and provide them an opportunity to comment. During the public comment period, the draft comprehensive plan was posted on the town’s website and made available for comment. The jurisdictions and agencies listed in Figure 10.1 were consulted during the plan formulation and provided opportunities to comment. In addition, existing plans from other jurisdictions or agencies that impact the provision of capital facilities and related services for town residents were consulted and have been incorporated by reference in the appropriate elements of the Comprehensive Plan.

Goals and Objectives

PRIORITY INVESTMENT	
GOAL 1.0: Develop and maintain the local budget process.	
	Objective 1.1: Seek additional funding opportunities from federal, state and local granting agencies and private sources for needed public infrastructure and facility needs.
	Objective 1.2: Develop a Capital Improvements Plan during the annual budget process to outline prioritized needs for next five years.
	Objective 1.3: Leverage existing resources to provide matching funds for grant opportunities.
GOAL 2.0: Seek out collaborative partnerships where possible.	
	Objective 2.1: Collaborate with other local governments and relevant agencies to meet public infrastructure and facility needs.
	Objective 2.2: Continue to work with agencies, organizations and local governments in Kershaw County and neighboring communities within the region through partnerships, agreements, and cooperation.
	Objective 2.3: Seek opportunities to partner with appropriate agencies and jurisdictions on grant and other funding programs to strengthen proposals, reduce overhead costs, and reduce duplication of effort.

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The Land Use Element of the Comprehensive Plan outlines the Town's current land use pattern and provides a proposed framework for how land can be used in the future to help the Town achieve this plan's vision. Future land use will continue to be influenced by current development patterns and trends, the availability of utilities and improved transportation infrastructure, environmental constraints, the availability of land, proximity to complementary land uses and the town's application of land use policies and regulations. Additionally, the town's administration of these policies and regulations will substantially influence future land use on the periphery of the town.

The Elgin area has witnessed significant growth as it sits between the growing Columbia Metropolitan area and northeast Richland County to the west and the City of Camden and the Lugoff community to the east. The Town's proximity to Interstate I-20 also provides easy access to portions of the state and region within a short amount of time. Growth within the West Wateree area can be characterized as residential neighborhoods and retail and service businesses with scattered industrial growth.

This growth trend will continue into the future as Elgin is seen as a wonderful community to live, work and relax. The town is at a crossroads in how it would like to manage these growth trends into the future. This element will provide an overview of the current conditions and provide guidance on future policies and objectives.

FINDINGS

- *More than 60% of the Town's land area is utilized for residential uses.*
- *Only 15% of the Town's land area is currently undeveloped.*
- *The Town has limited infrastructure capacity for higher density development, specifically traffic demand and sewer availability.*
- *Changes to existing land use ordinances are necessary to conform to Elgin's future needs.*

Existing Land Use Pattern

Growth within the Town of Elgin has historically developed along the CSX rail line and US Highway 1. This can be seen in the linear pattern of growth that has occurred over time. These two transportation routes provide an east-west delineation of the town and can be viewed as a barrier when traveling north to south. Expansion of the town has also occurred south of Dogwood Avenue and northward along Bowen Street and Smyrna Road.

In order to plan for future development, it is necessary to inventory current land uses, assess development patterns and trends, identify underdeveloped properties, examine the impact of existing land use regulations and evaluate the capability of existing conditions to accommodate the future land use needs of the community. An existing land use inventory was conducted using parcel-specific land use data from the Kershaw County GIS Department. This information detailed digital mapping data and parcel information from land records maintained by the County Tax Assessor.

Existing land uses as of February 2023 were classified and mapped using eight use categories.

Figure 11.1: Existing Land Use (2023)

Land Use Category	Acreage	Percentage
Single Family Residential	406.3	62.0%
Mobile/Manufactured Home	10.9	1.7%
Mobile Home Park	0.0	0.0%
Multi-Family Residential	0.0	0.0%
Commercial	49.6	7.6%
Industrial	0.0	0.0%
Public Use	89.7	13.7%
Vacant	99.2	15.1%
TOTAL	655.7	100.0%

Source: Kershaw County GIS, 2023.

The most predominant land use category found in the Town is single family residential with 62% of the acreage within the town devoted to this use. Residential land uses are typically the largest land use category for municipalities and Elgin is no exception. Single family residential includes dwellings that are constructed to the International Building Code and are built on-site or can be modular construction which are built off-site and assembled on individual properties. Single family residential uses are found throughout the town north of the CSX rail line and south of US Highway 1. Single family residential dwellings are found organized together into subdivision communities and on individual properties.

Manufactured homes, mobile homes and mobile home parks are additional residential land use classifications. Mobile homes and manufactured homes are dwelling units that are constructed as a unit or in multiple sections off-site and transported to a location. The difference between mobile homes and manufactured homes are that since 1976, manufactured homes have had to be constructed to a code developed by the US Department of Housing and Urban Development (HUD). Mobile homes predate this code and are defined as any mobile dwelling unit constructed pre-HUD code. Mobile home parks are locations that are marketed for the placement of homes on leased spaces for a period of time. Mobile home parks typically include two or more manufactured or mobile homes placed on an individual lot of common ownership. Manufactured housing in Elgin is limited as only ten acres of the town are utilized for manufactured housing. This is around 2% of the land area. Additionally, no mobile home parks within the municipal borders were noted in the data records.

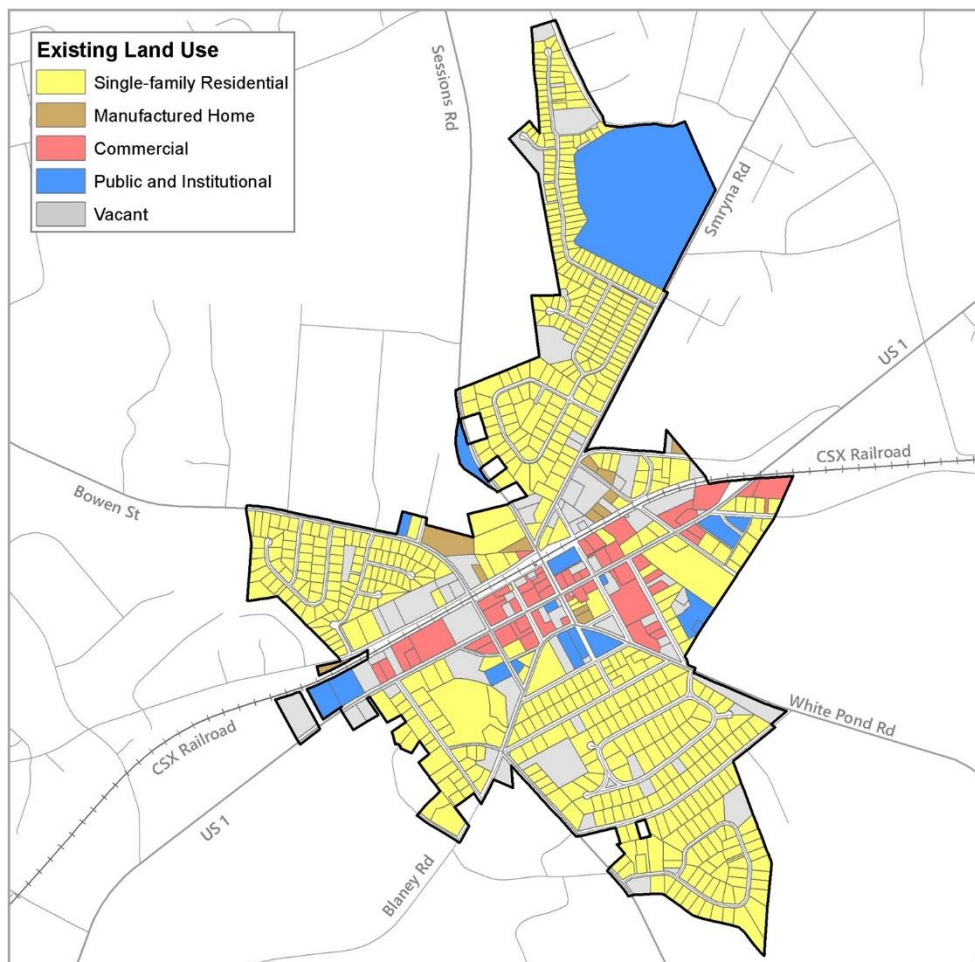
A fourth residential category is multi-family residential. This includes residential construction types like duplexes, triplexes, townhouses, apartment buildings, and properties with more than one dwelling unit on the site. There were no properties identified in the data records for multi-family uses within the town limits.

Commercial land uses include retail businesses, professional uses and offices, shopping centers, bars, restaurants, and personal service establishments. This land use category made up 7.6% of the town’s land area. Commercial uses are clustered along the main US Highway 1 thoroughfare which is the highest traveled roadway in town. Commercial uses also extend southward from US Highway 1 between Rose Street and Pine Street to include a shopping center and commercial outparcels.

Industrial land uses are typified by manufacturing plants, warehousing, wholesale product sales, and distribution centers and are major employment locations. There are no properties within the Town of Elgin that are utilized in this manner.

Nearly 14% of the Town’s land area is identified as public use. Public uses include all land uses that are identified as a community facility. This would include government buildings, schools, libraries, police and fire stations, churches, cemeteries, parks, transportation facilities, communication towers, and utility infrastructure. This expansive land use category is spread throughout the town limits. The largest concentration of public uses are the Blaney Elementary School and Leslie M Stover Middle School locations on Smyrna Road.

Figure 11.2: Current Land Use Map (2023)



Source: Kershaw County GIS, 2023.

Properties that are not actively being utilized and those that do not have structures built upon them are included in the vacant land use category. Agriculture uses such as tree farms, crops and grazing of livestock are also considered within the vacant category. Vacant uses are found throughout the Town of Elgin. Nearly 100 acres or 15% of the land area is not being formally utilized in some manner. Some of these vacant parcels are lots that have development potential while others are utilized for common areas, stormwater detention, or natural resource conservation. This is a surprisingly low percentage for a municipality like Elgin. Conversely, 85% of the town area is currently developed with some other active land use. This points to the growth and development of the town over time and how the town has maintained its boundary.

Future Land Use Plan

The future land use plan is a geographic representation of the spatial orientation of differing land use characteristics over a given period of time. The future land use plans detailed within this document are a general depiction of the future utilization of land based on projected growth data. Various factors play into this prediction and there is no defined timeline for implementation of all land use patterns outlined.

Elgin is expected to have a population of nearly 2,250 people by 2030. The addition of more than 600 people and 200 residential dwelling units by 2030 will need to be accommodated along with additional commercial and public uses to meet the needs of additional population. These projections are based on existing conditions and do not include loss of housing to demolition or redevelopment of existing sites. These projections may increase or decrease based on changes such as economic conditions, municipal and regional policies, or regional attractions or services. In order to meet the town's future needs, the following land use plan should be utilized as a framework for land use decisions made by the local government. As adopted, these plans identify the future geographic objectives of our community for the next ten to 20 years.

The Future Land Use Map was developed through the existing land use pattern of the Town along with proposed development areas. The map utilizes ten land use categories:

Residential Development – Low Density. The low density residential development land use category is characterized by large lots with densities no greater than one single family, detached dwelling for every one-half acre or 21,870 square feet of lot area. Most areas designated as low density residential are within the periphery of the town and are limited to areas without direct access to water and sewer infrastructure. The primary uses identified within this use category are detached, single family, site-built homes and modular housing.

Residential Development – Medium Density. The medium density residential development land use category is a transition area between the low density and high density residential land use areas. This future land use category includes single family dwellings with densities no greater than one single family, detached dwelling for every quarter acre or 10,000 square feet of lot area. This equates to four dwelling units per acre. Areas designated for medium density residential include areas of the town with access to water and sewer infrastructure or areas projected to have access to these services within the next 20 years. The primary uses identified within this use category are detached, single family, site-built homes and modular housing.

Residential Development – Manufactured. The manufactured residential development land use category is a medium density residential area that allows for single family, detached dwellings, modular housing, and manufactured and mobile homes on individual lots. The density for this area should not exceed one dwelling for every quarter acre of 10,000 square feet of lot area – four dwelling units per acre. Manufactured and mobile homes located within these areas should meet design standards to ensure compatibility with other single family, detached housing.

Residential Development – High Density. The high density residential development land use category includes single family detached and attached housing, townhomes, duplexes, patio homes, and zero-lot line developments. This category is characterized by small lots with densities no greater than five dwelling units per acre. This would allow for lots no less than 8,500 square feet. High density residential areas are proposed for areas with water and sewer infrastructure as densities of these types of development are dependent upon public infrastructure.

Commercial Development – Neighborhood. Neighborhood-related commercial areas are a transition between residential areas and commercial areas that allow for a mixture of uses that serve neighboring residential areas. This land use category allows for select small-scale retail uses such as gift stores, florists, salons, barber shops, boutiques, coffee shops, restaurants (without drive-thrus), and neighborhood stores. Professional offices such as dentists, orthodontists, attorneys, and accountants are encouraged. Allowances for single family detached residential would also be allowed along with home-based businesses. Most of these areas are located on the southwest side of US Highway 1, Emanuel Street, and Pine Street.

Commercial Development – General. General commercial areas are utilized to conduct business, trade, administrative, and professional activities along with service-oriented businesses. These uses are related to automobile access and include typical land uses found along major highways. Examples of these businesses include establishments for wholesale or retail sale of goods and services, banks, restaurants, drive-thru restaurants, entertainment facilities, gas stations, convenience stores, grocery stores, furniture stores, clothing stores, car sales, automotive repair and automotive parts sales, construction product sales, hotels, and nursery and garden centers. Most of the areas identified within this category are along US Highway 1 on the eastern and western sides of the Town of Elgin and a block bounded by Rose Street, White Pond Road and Pine Street.

Commercial Development – Downtown. Downtown commercial development areas are those that are specifically tailored to an urban environment – one that is representative of the center of the community. Uses within this land use category include professional offices including medical offices and professional services like accountants, architects and attorneys, banks and financial institutions, retail uses that include clothing and specialty retail, restaurants (without drive-thrus) and coffee shops, and cultural uses like museums, galleries and government services. Special development guidelines are proposed for this area so that the construction of buildings is oriented toward Main Street and is within 20 feet of the road right-of-way. This area is roughly bounded by Bowen Street, Branham Street, Rose Street, and the CSX rail line with US Highway 1 serving as the primary corridor where these land uses are clustered.

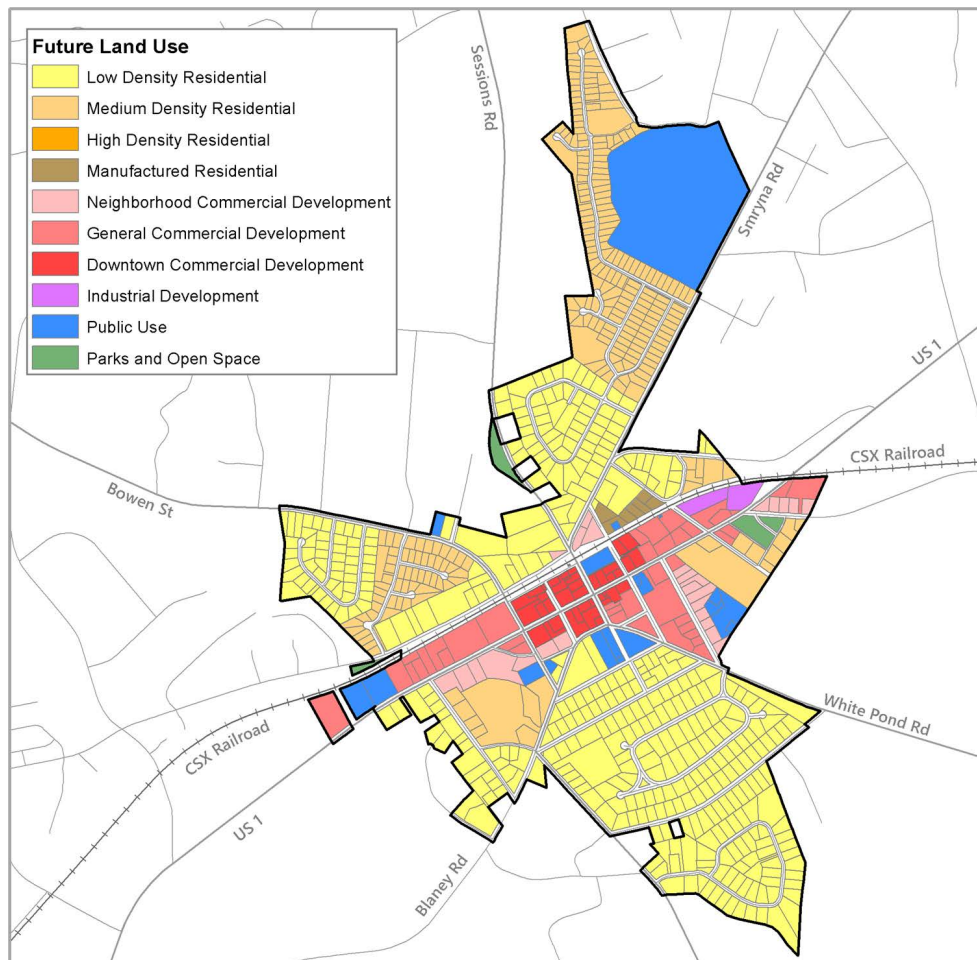
Industrial Development. Areas designated for the manufacture of goods are identified as industrial development. Due to the size of the town and the acreage necessary for manufacturing and warehousing, industrial development is limited. This land use category is also a major center for

employment opportunities and job creation. This land use category encourages industrial development along with commercial development that is complementary to industrial uses.

Public Uses. Public uses are areas primarily for private, public, quasi-public, religious, or other community activity that provides for the social, cultural, educational, health, or physical betterment of the community. This category also includes governmental uses and infrastructure. Examples include county, municipal, state and federal offices, schools, churches, hospitals, nursing homes, utility offices, libraries, cemeteries, and community centers. Uses within this land use category should be accessible to the general public and within proximity of a variety of other uses including residential areas, and should be protected from incompatible development.

Parks and Open Space. The Parks and Open Space category includes all public areas for active and passive recreation opportunities including parks, playgrounds, ball fields, golf courses, and activity centers. This category also includes open space preservation, public gardens, conservation areas, nature preserves, greenways, trails and sports complexes, and related facilities. These areas should be protected from adjacent development with related noise, light, and traffic impacts.

Figure 11.3: Future Land Use Map



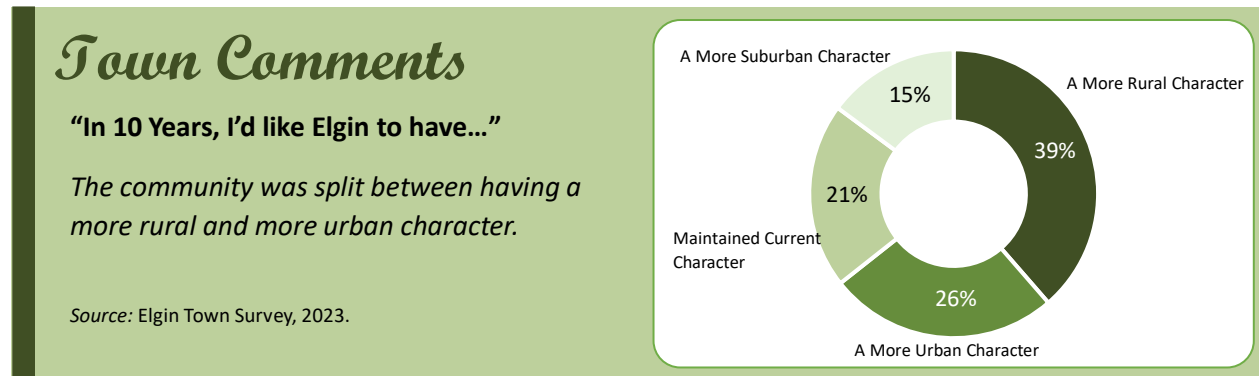
Source: Lindler Planning Consultants, 2023.

Figure 11.4: Future Land Use Area Calculations

Land Use Category	Acreage	Percentage
Residential – Low Density	318.3	48.5%
Residential – Medium Density	142.0	21.6%
Residential – Manufactured	4.4	4.4%
Residential – High Density	0.0	0.0%
Commercial – Neighborhood	22.0	3.4%
Commercial – General	51.3	7.8%
Commercial – Downtown	19.8	3.0%
Industrial Development	5.3	0.8%
Public Use	85.8	13.1%
Parks and Open Space	6.8	1.0%
TOTAL	655.7	100.0%

Source: Lindler Planning Consultants, 2023.

The future land use pattern identified for the Town of Elgin promotes commercial uses along US Highway 1 utilizing three different types of commercial. Downtown Commercial is established at the core of the community with General Commercial extending along US Highway 1. Pockets of Neighborhood Commercial are included in areas within close proximity to residential uses.



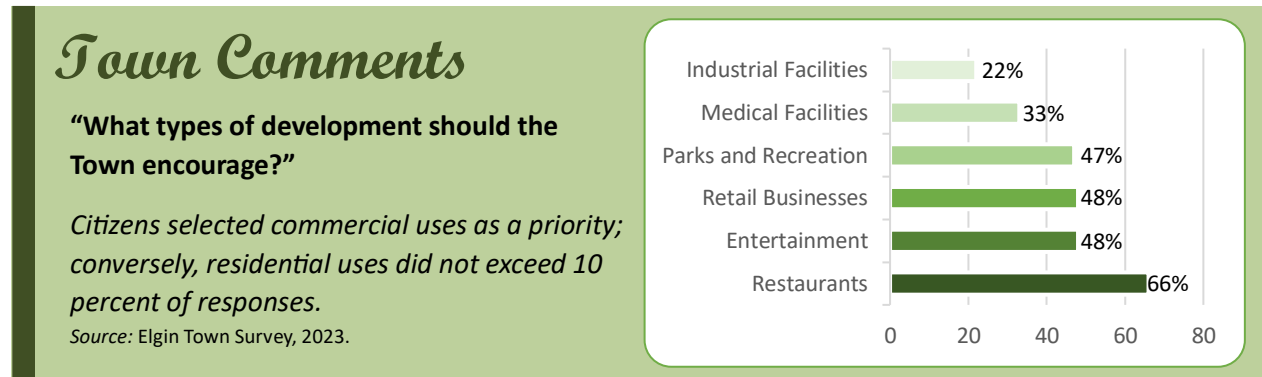
Public uses are identified throughout the town limits and include the Elgin Branch Library, Blaney Elementary and Stover Middle schools, Elgin Town Hall, the US Post Office and various churches. Parks and open spaces were identified on three parcels which include Potter Park, the United Way community garden and a vacant parcel on Watson Street.

Industrial development is located in eastern Elgin along the CSX rail line and US Highway 1 near the US Highway 1 overpass. Due to the limited amount of existing industry within the town and large industrial sites promoted by Kershaw County Economic Development near the town limits, the need for industrial space within the town is not as essential as in similar-sized communities.

The majority of the Town of Elgin’s land area has been devoted to residential uses. The Elgin area is a traditional residential community serving metropolitan Columbia and the City of Camden in a suburban setting. Residential land use categories are divided into four levels – high density, medium density, low density and manufactured. These levels are distinguished by maximum number of dwelling units and type of residential. The majority of the town designated for future residential uses is characterized as

low density. Medium density residential is found in areas with pre-existing lot sizes around quarter-acre lots and nearby community facilities such as schools and parks.

The Town has determined that higher density developments such as duplexes, attached dwellings, and townhouses aren't feasible due to the limited amount of vacant land available for such uses and the demands these types of uses place on the surrounding infrastructure. However, high density residential may be appropriate for properties being considered for annexation and where infrastructure is available. As improvements are made to the local highway system to better manage traffic flows throughout the town, this land use decision may be modified in future updates and revisions to the Town's comprehensive plan.



Future Land Use Compatibility

Zoning regulations play a crucial role in maintaining a functional level of development in urban areas. These regulations determine the types of land uses allowed, as well as the design and location of buildings on individual properties. By managing the density of development, zoning helps to ensure that public services are available and traffic is within a functional level.

In order to distinguish between the future land use categories and the town's existing zoning districts, a compatibility chart has been developed to assist the Planning Commission and Town Council with identification of recommended zones based on the future land use pattern identified within the Future Land Use Map.

Figure 11.5: Generalized Future Land Use Designations

Future Land Use Category	Compatible Zoning Districts
Residential – Low Density	RS-1
Residential – Medium Density	RS-3, RS-1
Residential – Manufactured	RS-2, RS-1
Residential – High Density	RG, RS-3, RS-1
Commercial Development – Neighborhood	OC, RG, RS-3, RS-1
Commercial Development – General	GC-2, OC
Commercial Development – Downtown	GC-1
Industrial Development	LI, GC,
Public Uses	GC-2, GC-1, OC, RS-3, RS-1
Parks and Open Space	GC-2, GC-1, OC, RG, RS-3, RS-2, RS-1

Source: Lindler Planning Consultants, 2023.

Proposed Land Use Changes

The Town of Elgin has developed under the current version of the Elgin Zoning Ordinance since 2013. This ordinance has been amended as the town’s needs have changed and trends in land use have occurred. This process should continue into the future to meet ever growing changes within the community. Based on the growth trends and projected needs, changes to the zoning ordinance are recommended for consideration.

Modify Densities of Residential Zones. The development parameters for the town’s zoning districts are established in Section 2.1-4 of the zoning ordinance and are identified below.

Figure 11.6: Minimum Lot Size Standards

Lot Size	RS-1	RS-2	RS-3	RG	OC	GC-2
Minimum First Unit	20,000	20,000	10,000	10,000	10,000	10,000
Minimum Each Additional	N/A	N/A	N/A	5,000	5,000	10,000
Minimum Residential Density	2.18	2.18	4.36	4.36	4.36	4.36
Residential Density (5 ac site)	2.18	2.18	4.36	9.31	9.31	4.36
Proposed Changes						
Minimum Lot Size	20,000	20,000	10,000	8,500	8,500	-- *
Residential Density	2.18	2.18	4.36	5.12	5.12	-- *

Source: Town of Elgin Zoning Ordinance, 2023.

The residential lot sizes for the RS districts have set minimum lot sizes. However, the RG, OC and GC-2 districts allow residential uses with variable lot sizes. There is a larger lot size for the first unit and a reduced minimum lot size for additional units. Based on the ordinance standards, residential densities fluctuate based on the size of the property; the larger the development site, the higher the residential density per acre. In order to calculate the maximum density of the site, developers and property owners have to utilize the following formula:

$$\text{Density} = (\text{Site Area (sqft)} - \text{Minimum First Unit}) / \text{Minimum Second Unit} + 1 \text{ First Unit}$$

This can be confusing for developers and for staff enforcing the ordinance. Many ordinances have a minimum lot size without modified provisions for additional units. This reduces the density formula to the site area divided by the minimum lot size and the residential density standard is consistent within each zone.

Additionally, the minimum lot sizes for residential should be modified to conform to future land use densities within the town. This provides deviation in lot sizes between the zones that balances each zoning district.

Allow for Master Planned Developments

A tool that many communities utilize for land use planning is master planned developments and planned development districts. Planned development districts are a mixed use development with residential and commercial incorporated together where a master planned development is primarily residential only. These districts allow a developer to create a development based on their own standards as detailed within a master site plan and related documents. This proposal would be well-defined as to how the site would be developed, reviewed by the Planning Commission, open to public comment and potentially approved by Town Council. This allows for flexibility for the design of the site, the density of the

development and allows for community input into the final product. The town is also able to work with the developer to encourage construction of amenities or public uses in exchange for higher densities or infrastructure improvements. This type of development also allows the Planning Commission and Town Council to determine the ability for a particular section of the town to handle the additional services needed to meet the demands of the development and work with local partners to mitigate these concerns.

Removal of Residential from the General Commercial District

The General Commercial (GC-2) Zone allows for a number of commercial, service and public uses within the district. The GC-2 allows for single family detached and modular homes along with accessory residential uses within the district. The GC-2 zoning district is typically identified along major highway corridors and has some of the most expensive land values based on the proximity to the roadway. Encouraging residential uses on prime commercial lots and mixing single family residential uses with commercial uses which operate in the evenings, with noise and light on adjacent properties can be problematic. The Town should consider removal of single family detached, modular homes and accessory residential from the GC-2 zone.

Encourage Residential Uses Above Businesses within the Downtown Commercial District

As the development of the downtown begins, residential uses should be encouraged within the downtown area to allow for a mixture of uses. Adding residential into a downtown area promotes a downtown that is full of activity and vibrant past 5:00 pm. The GC-1 zoning district does not currently allow for residential uses. By allowing residential uses as a conditional use in upper stories of commercial buildings, people are engaged with the downtown and see it as a commercial district but also a neighborhood.

Identify Properties within the Design Overlay District

The Town of Elgin has adopted an overlay district along US Highway 1 for its entirety throughout the town limits. The Design Overlay District (DOD) “imposes requirements and standards over and above, or in addition to, those imposed by the primary or underlying zone district, and in all instances shall be satisfied in full prior to the issuance of a building or use permit.” The ordinance specifies the depth of the zone is one lot deep or a distance of 300 linear feet, whichever is less. This district should be designated on the town’s Official Zoning Map to ensure that the district is promoted on town maps and appropriately managed by town staff. This will allow for the consistent enforcement of the ordinance and clearly identify which properties are subject to the design guidelines.

Overlay District Standards and Scope

Proposed modifications to US Highway 1 are planned for the near future. Additionally, the 2012 Comprehensive Plan, this document, and public comments highlight the need for investment in Downtown Elgin. As these changes occur, the town needs to be positioned to have an established concept for what it wants the downtown to look like. This concept is promoted through design standards specifically geared toward a downtown character. Even though the DOD zone is established along the US Highway 1 corridor, it does not detail structural characteristics, structural location, orientation, or design styles for development.

It is recommended that an additional overlay zone be created to specifically detail standards that will encourage development that meet the town's vision for its downtown. This district should also be included on the town's Official Zoning Map. A consultant should be engaged to develop a concept based on the West Wateree Transportation Plan and town input. Development proposals within the district should be reviewed by the Design Review Board. Design standards should include structural materials to be used, colors to be encouraged, and build-to lines established. Parking should be placed at the rear of the structure and include on-street parking within the right-of-way. The town should also invest in street furniture, landscaping, pedestrian amenities, bike racks, banners, and street lights to promote and encourage additional development.

Update Zoning Ordinance and Land Development Regulations

The Town's zoning ordinance and land development regulations are fluid documents and ones that change over time. Amendments made to these codes reflect changes in the policies and desires within the community. Amendments of these ordinances should be made by the Planning Commission and Town Council as needs arise. However, an annual review of these documents is necessary to identify any issues or conflicts within the documents. At least every ten years, these codes should be updated and reformatted to include amendments made since the last update. The Town of Elgin Zoning Ordinance has not been updated since 2013. This document should be reformatted and readopted by Town Council within twelve months of adoption of this plan.

Specific Land Use Concerns and Opportunities

The Town of Elgin is a thriving community that is growing at a rapid pace. With this growth comes challenges and opportunities. Residential growth necessitates the provision of services and amenities that must expand at least at the same rate as the growth or advance of it. For commercial development, infrastructure and services have to be in place to entice development. Further plans for expansion of infrastructure and services need to be reviewed on an annual basis to ensure that the town is meeting the community's needs.

Elgin has grown around the railroad. The CSX rail line is a divider between the northern and southern sections of the town. Additionally, US Highway 1 parallels the CSX rail line which serves as a secondary north-south boundary. The downtown is located along both of these transportation corridors and could serve as a connection between the two portions of the town by providing linkages, both pedestrian and bicycle.

Furthermore, Elgin's downtown is a prime site for development opportunities. This includes commercial development, transportation and public uses. Revisions to the town's development standards and recruitment of business opportunities would enhance the downtown area and encourage private investment. Elgin serves as the commercial center for the West Wateree area and improvements to the downtown area will provide an alternative to the car-centric commercial businesses found elsewhere in West Wateree.

With all of this growth that is occurring within Elgin, traffic is a major concern and one in which is reflective of the popularity of the community. The amount of traffic has not gone unnoticed by SCDOT and plans are in place for improvements to US Highway 1 and its intersections with major roads like Church Street. It is imperative that the town and its elected officials work closely with SCDOT in the

implementation of this work and ensure that the end result includes the needs of pedestrians, bicyclists, business owners and property owners. Additional funding sources should be explored for the inclusion of streetscaping and improvements along the roadway. The proposed modifications, along with enhancements, will make Downtown Elgin a destination rather than a pass-through along US Highway 1.

Housing, specifically the accommodation of additional housing units, provision of diverse housing types and at affordable price points, is an immediate concern to meet the growing needs of the community. Increasing residential densities and promoting attached single family housing into the community would be beneficial. This can be addressed with changes to town zoning standards and rezoning of property designated for high density residential housing as the town limits expand and infrastructure improvements are made.

Annexation and County Development

As a community grows, so too must the town’s area to meet the growing needs of the population. Communities in South Carolina are enabled to increase their town limits through annexation. South Carolina Code Section 5-3 outlines the process for annexation. Basically, the law allows for three types of annexation.

Figure 11.7: Annexation Methods

Annexation Type	SC Code Section
100% freeholder petition and ordinance method	5-3-150(3)
75% freeholder petition and ordinance method	5-3-150(1)
25% elector petition and election method	5-3-300

Source: Annexation Handbook, MASC, 2022.

Annexation must occur through a contiguous means where the property being considered for annexation is adjacent to the town limits. This can occur as simply as a property adjacent to the town limits requesting to be annexed. In situations where a property is outside the town limits, but not immediately adjacent to the town boundary, some communities have worked with property owners to annex via a ten-foot strip of property which would connect the town with the property wishing to annex. This provides contiguity and meets the conditions of state law.

Figure 11.8: Potential Annexation Opportunities

Area	Direction	Benefits
US Highway 1 East	Toward West Kershaw County West Complex	Additional commercial, residential and public uses toward Lugoff
US Highway 1 West	Toward Richland County Line	Additional commercial and residential areas toward Pontiac
White Pond Road	Toward Interstate I-20	Additional commercial, residential and public uses
Smyrna Road	Toward Lake Wateree	Additional residential communities and developable property
Watson Road & Bowen Street	Toward Lake Carolina	Additional residential communities and developable property

Source: Lindler Planning Consultants, 2023.

County properties can benefit from annexation including additional police service and household garbage collection that is met with no increase in property tax. These benefits should be summarized and promoted to the public and provided on the town’s website so that annexation is encouraged and the process is easily understood.

If Elgin does not actively annex property, the town could be boxed in and unable to increase its size. This limits the ability for the town to provide services as well as meet the financial demand for these services. If unable to expand, Elgin is not able to plan and manage this growth appropriately and is subject to the growth policies and standards adopted by Kershaw County. Without direct review and management, areas around Elgin will develop in a pattern that may not be in the best interests of the town or its citizens.

As the growth within the West Wateree area continues, the Town of Elgin should discuss options for cooperative management with Kershaw County of a designated area outside of the town limits. This cooperative arrangement could allow for the Elgin Planning Commission and/or Town Council to review and make comment on proposed developments in the neighboring County to ensure consistency between the jurisdictions. Another option would be to petition Kershaw County for a town representative on the County Planning Commission to serve in this role.

The Land Use Planning Process

The South Carolina Code of Laws establishes the local planning process for local governments in South Carolina. The law includes guidelines for comprehensive plans, zoning ordinances and land development regulations. It also identifies the process for modifications to land use requirements. It is important that the Town and its boards and commissions follow guidelines for due process with advertising, posting of property, and holding public hearings on local planning matters within the town limits. Town administration should ensure that these procedures are followed.

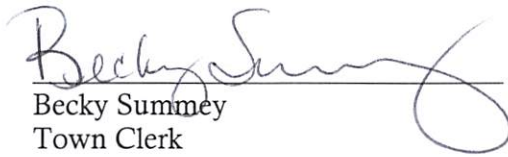
South Carolina law also requires boards and commissions of towns, cities, and counties to receive annual training as part of their continuing education. The Town administration should ensure that appointed officials to the Planning Commission, Board of Zoning Appeals and Design Review Board receive their initial and annual training requirements and record these certifications for future reference. Annual planning education training sessions are provided through various outlets including Santee-Lynches Council of Governments, the South Carolina Chapter of the American Planning Association, the Municipal Association of South Carolina, and the South Carolina Association of Counties.

Goals and Objectives

LAND USE	
GOAL 1.0: Develop and maintain the local planning process.	
	Objective 1.1: Utilize the Future Land Use Map in the land use development and rezoning process.
	Objective 1.2: Update the zoning ordinance and land development regulations to incorporate concepts and ideas from the comprehensive plan.
	Objective 1.3: Ensure appointed planning officials receive annual training in planning procedures and land use concepts.


	Objective 1.4: Partner with Kershaw County for joint planning reviews, cooperative management of areas outside of the Town of Elgin and/or representation on the County Planning Commission.
GOAL 2.0: Modify existing standards to encourage a planned, harmonious development pattern.	
	Objective 2.1: Modify the residential density values within the zoning ordinance to maintain consistent units per acre for parcels regardless of size.
	Objective 2.2: Incorporate master planned residential districts and planned development districts as an option for the town to utilize with the development community.
	Objective 2.3: Remove residential uses from the General Commercial zone to promote consistency in the development pattern.
	Objective 2.4: Encourage upper-story residential uses in the Downtown Commercial zone to encourage vibrancy in the town’s commercial core.
	Objective 2.5: Identify the overlay district within the town’s zoning map to clearly define the boundaries of the district.
	Objective 2.6: Revise current overlay districts or create an additional overlay district to incorporate design standards for the urban core which conform to the West Wateree Transportation Plan.


Attest:


Becky Summey
Town Clerk

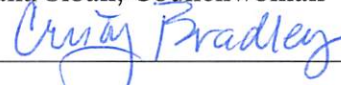
Date of First Reading: Sept 5, 2023

Date of Second Reading: Oct 3, 2023


Melissa Emmons, Mayor


Brad Hanley, Councilman


Dana Sloan, Councilwoman


Cristy Bradley, Councilwoman