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Development Plan

Abbeville County

TITLE: Abbeville County Development Plan
AUTHOR: Vismor, McGill and Bell, Inc., Columbia, South Carolina
SUBJECT: Land Use and Thoroughfare Plan for Abbeville County, South Carolina.
DATE: June 30, 1973
LOCAL PLANNING AGENCY: Abbeville County Planning Commission

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ty.

ABBEVILLE COUNTY
DEVELOPMENT PLAN

Prepared For:

The Office of the Governor, Division of Administration
State of South Carolina

On Behalf of the Abbeville County Planning Commission

by

Vismor, McGill and Bell, Inc.
Columbia, South Carolina

June 30, 1973

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in part through a comprehensive planning grant
from the Department of Housing and Urban
Development.

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SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

This study concerns itself with Abbeville County, South Carolina, with special emphasis on six potential "growth" areas: the Towns of Calhoun Falls, Due West, Donalds, Lowndesville, Ware Shoals (those portions lying within the county), as well as the unincorporated Lake Secession -- Antreville area. The Plan is designed to tie into planning efforts previously completed for the City of Abbeville and its immediate surroundings.

...Abbeville is not well located in relation to Interstate highways and other transportation facilities. This will affect future growth.

...Nonetheless, growth trends, based primarily on past experience, indicate that the County will realize modest population gains during the current decade.

...The biggest question mark in terms of the county's future development is the proposed Trotters Shoals dam and impoundment project. If it happens, its impact will be enormous. For purposes of this report, it was assumed that the Trotters Shoals project would materialize.

...Although manufacturing dominates the economy, the character of land use in Abbeville County is predominately "open": agricultural, timber, etc. Little change is foreseen in this pattern in the future. Indeed, much of the county's land area, due to topography, soil conditions, flooding, etc., is not ideally suited to "urban-type" development.

...The present roadway network is satisfactory to serve present needs. However, major improvements will be required to enhance the county's overall accessibility (internal and external). This will become an increasingly critical need if Trotters Shoals is built. The present network does not appear to have been planned as a system; it just "happened."

...The most significant land use problems and prospects in the county are summarized on pages 44 through 54. They include housing conditions, mobile homes, accessibility, and Trotters Shoals.

From a land use and thoroughfare planning standpoint, the uncertainty of the latter is the biggest problem. It will be a major influence

on both IF it happens.

...The recommended Plan for the County is presented on Figure 13 (page 57). Priorities for thoroughfare improvements are listed on pages 58 through 62. Plans for the six "growth" areas under consideration appear on Figures 14 - 19 (pages 63 through 68).

...Recommended policies regarding land use development in the county are presented on pages 69 through 79. The key among them: control, through land use regulations, particularly zoning, subdivision controls, and codes.

...It is recommended that such controls be applied uniformly and cooperatively throughout appropriate sections of the county by the several local governmental jurisdictions.

...Finally, the degree of success in implementing the Plan and supportive regulations will depend on citizen awareness, acceptance and participation throughout the county.

INTRODUCTION

The objectives of this study are to:

1. Analyze Abbeville County from the standpoint of general and land use characteristics;
2. Evaluate prime impact features which will affect the county's long-range growth (Target year: 1980); and
3. Present a proposed land use and thoroughfare plan to guide future development within the County, with particular emphasis on urbanizing areas where growth is considered most likely.

Data and information for the study was obtained from a number of sources. Base map and land use information was secured from aerial photography made available by the U. S. Soil Conservation Service, the Abbeville County Tax Assessor's Office, and a field survey conducted by Vismor, McGill and Bell, Inc. in February and March, 1973.

Within the overall objectives set forth above, this Development Plan is intended to provide the basis for implementing the following goals:

1. Preserving the unique natural environment and historical heritage of Abbeville County.
2. Establishing a pattern of land uses which will promote the highest degree of health, safety, efficiency and well-being for all segments of the community, while, at the same time, assuring that such development will be compatible with the natural environment.
3. Developing a transportation system (with a primary emphasis on highways) which will provide for the safe and convenient movement of people and goods within and without Abbeville County.

Thus, the logic behind a Development Plan of this nature is clear. It provides an opportunity to make the county's future happen, rather than let it happen. If properly used in this capacity, it can, among other things, help promote a stable and diversified economy (with a reasonable balance between the industrial, agricultural and service sectors), as well as the efficient (and economical) provision of necessary urban services to developing areas of the county.

Structurally, the study consists of two parts: a Land Use Survey and a Development Plan.

The Land Use Survey is limited to selected portions of the county, concentrating particularly on the municipalities (with the exception of Abbeville) and the Lake Secession area. Abbeville was omitted since similar studies have already been conducted for that community. The Land Use Survey presented herein is intended to supplement the work already done for Abbeville and apply it to other areas of the county.

In addition, it has been designed in such a fashion that it can be expanded to even more areas of the county not presently surveyed if and when future growth in such areas is sufficient to justify it.

The Development Plan, however, is county-wide in scope, although special emphasis, as before, is given the municipalities and the Lake Secession area. Again, for the same reasons cited above, Abbeville was omitted from the detailed analysis.

It is hoped that this report will provide the basis for better local decision making in Abbeville County, particularly related to the future use of land.

As a prelude to the Survey and Plan, the next section evaluates some of the more significant characteristics of the county which have, in the past, and will, in the future, affect land development patterns.

GENERAL CHARACTERISTICS

In any area, there are certain factors or characteristics which, invariably, are certain to influence local patterns of land development. Abbeville County is no exception. Following is an evaluation of some of those which have proven most influential in the past and are likely to continue as such in the future within the county.

I. LOCATION

Abbeville County is situated in the designated six-county substate district of the state which is generally known as the Upper Savannah Region (see Figure 1). Other counties in the district include Laurens, Greenwood, McCormick, Edgefield, and Saluda. The County lies at the western edge of the region and, indeed, the state. In fact, one of its boundaries, the Savannah River, also serves as the border between South Carolina and Georgia. The County is bounded on the north by Anderson County, the northeast and east by Laurens and Greenwood Counties and on the south by McCormick County. Major highways passing through Abbeville County include S.C. Highway 72, U.S. 178, S.C. 20, S.C. 185 and S.C. 28.

Yet, as Figure 1 indicates, the County, particularly in terms of Interstate Highway construction in South Carolina, is somewhat off the beaten path. Indeed, the only federal and primary route traversing the County, as noted above, is U.S. 178.

Particularly in this sense, location has been a significant factor in the rate and nature of the county's growth in recent years.

II. PEOPLE

People use land so it is a "given" that population trends will always be a basis influence on whatever development patterns occur. This is especially critical in a "growth" situation. Obviously, as more people come to occupy a given territory, more of that territory must be "used."

It is for this reason that population trends projected for the County through 1980 are briefly analyzed below.

According to the last official census in 1970, Abbeville County's population was 21,112. This represented a 1.4 percent decline over the 1960



- Abbeville County
- ▨ Other Upper Savannah Counties

Generalized Location of Abbeville County within South Carolina and the Upper Savannah Region

figure of 21,417. However, current estimates on the part of the Upper Savannah Regional Planning and Development Council project a reversal of the decline. The Council anticipates a 1980 population for the county of 21,492, as well as a further increase to 22,179 by 1990.¹

Thus, despite the mild decline of recent years, the Regional Planning Council looks for an upward trend in Abbeville County's growth throughout the next two decades.

That Abbeville County's growth patterns have indeed reversed is further borne out by the fact that, according to provisional figures recently released by the U.S. Bureau of the Census, the county's population, as of July 1, 1972, was estimated to be 21,200, a 0.3 percent gain over the 1972 count.

Further, it should be noted that these estimates are based primarily on past trends and do not account for the potential impact of possible new influences, such as the Trotters Shoals project (discussed later in the report).

Even so, the county's prospects for a gain in population look good. And, while the presently projected growth must be classified as "moderate", it does emphasize the need for intelligent planning with regard to land use development, particularly in the expected "growth areas" of the county.

Where are these growth areas likely to be? The Regional Council expects the municipalities to serve, as they have in the past, as the county's primary growth centers. Population projections for the various incorporated portions of the county, as anticipated by the Regional Planning Council, are reflected on Table I on the next page.

¹Upper Savannah Regional Planning and Development Council, Regional Land Use Guide, April, 1972, Greenwood, South Carolina, p. 39.

Table I

PROJECTED POPULATION FOR INCORPORATED AREAS
Abbeville County, South Carolina
1970, 1980 and 1990

<u>Location</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>
Abbeville County	21,112	21,492	22,179
Abbeville	5,515	5,692	5,872
Lowndesville	219	176	151
Calhoun Falls	2,234	2,134	2,059
Donalds	392	392	442
Honea Path (Part)	12	22	38
Ware Shoals (Part)	316	356	431
Due West	1,380	1,630	1,755

Source: 1. Upper Savannah Regional Planning and Development Council, Greenwood, South Carolina.
2. 1970 U.S. Census

As the table indicates, all or portions of seven municipalities are located within the county (see Figure 2). Most of Honea Path is actually in Anderson County while a large area of Ware Shoals is located within Greenwood County. According to Table I, Abbeville, Donalds, Honea Path (part), Ware Shoals (part), and Due West are expected to experience mild population increases through 1990. Calhoun Falls and Lowndesville are expected to suffer slight decreases. The future of these latter two communities, however, is presently difficult to predict since they will feel the full impact of the proposed Trotters Shoals project (should it materialize). If and when Trotters Shoals becomes a reality, present projections may have to be reconsidered for this could well be dominant "growth" area of the county. The heaviest population concentration within the county has been in and around the County Seat, Abbeville. The City's 1970 population was 5,515, a figure which the Regional Planning Council expects to increase to 5,692 in 1980 and 5,872 by 1990. Thus, Abbeville is expected to continue as the principle population center of the county.

The only unincorporated areas for which the Council expects growth are in the immediate outskirts of the municipalities, especially Abbeville, Donalds, Due West, Ware Shoals, and Honea Path. Again, these projections do not attempt to predict what might happen in the vicinity of Trotters Shoals... or for that matter, what is happening along the shores of Lake Secession.



**ABBEVILLE COUNTY
SOUTH CAROLINA**

PREPARED FOR THE
ABBEVILLE COUNTY PLANNING COMMISSION

BY
VISMAP, MCGILL & BELL, INC.
COLUMBIA, SOUTH CAROLINA

SCALE OF MILES
0 1 2 3 4 5 6 7 8 9 10

1972

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT



Figure 2

444 1960000 1:250000
LOCATION OF
ABBEVILLE COUNTY IN SOUTH CAROLINA



STATE OF SOUTH CAROLINA, STATE ENGINEER, COLUMBIA, SOUTH CAROLINA

Thus, many factors related to past trends and future growth "influences" (many yet unknown) affect population trends. This, in turn, will have a great bearing on the county's future land use patterns. Consequently, to the extent that they can be isolated and foreseen, all of these factors must be taken into account in the design of the Development Plan.

III. ECONOMY

Most "influences" on population patterns are a reflection of economic trends. Economic opportunity (or the lack of it) directly affects the movement of people (and their use of land). This is certainly true in Abbeville County's case where past and present land use can be viewed as a direct reflection of the County's economic characteristics.

What is the nature of the Abbeville County economy? The following assessment is extracted from a recent report prepared by the Upper Savannah Regional Planning and Development Council:

"Abbeville County's economy is primarily manufacturing oriented. While textile and apparel industries provide the major employment opportunities, other types of industries are becoming important. Manufacturing is expected to remain as the dominant sector in Abbeville County's economy.

The service sector in Abbeville County is next in importance as a contributing influence to the economy. Modest increases in employment opportunities and dollar value added are expected. However, major trade centers within close proximity will provide an influence on limiting such growth.

The agricultural sector for Abbeville County has experienced a steady decline in economic importance. However, with the consolidation of farms and greater mechanization by farm operators, a pattern of stability is expected in the foreseeable future. An increase in dollar value added to the economy should be experienced by the agricultural sector. However, this growth is not likely to keep pace with the manufacturing and service sectors."²

Using employment as a yard stick, Table II (on the next page) further demonstrates the past, present, and projected dominance of manufacturing

² Upper Savannah Regional Planning and Development Council, Population and Economic Studies, February, 1972, Greenwood, South Carolina, pp. 2-3.

Table II

PAST, PRESENT, PROJECTED EMPLOYMENT BY CATEGORIES
ABBEVILLE COUNTY, SOUTH CAROLINA

Category	Years							
	1960		1969		1980		1990	
	No.	%	No.	%	No.	%	No.	%
Total Employment	7,450	100.0	8,350	100.0	8,640	100.0	8,990	100.0
Manufacturing	2,940	39.5	4,300	51.5	4,770	55.2	5,200	57.8
Food and Kindred	-----	-----	-----	-----	-----	-----	-----	-----
Textile	2,360	31.7	3,200	38.3	3,640	42.1	4,040	44.9
Apparel	-----	-----	-----	-----	-----	-----	-----	-----
Lumber and Wood Products	-----	-----	-----	-----	-----	-----	-----	-----
Printing and Publishing	-----	-----	-----	-----	-----	-----	-----	-----
Transportation Equipment	-----	-----	-----	-----	-----	-----	-----	-----
Stone, Clay and Glass Products	-----	-----	-----	-----	-----	-----	-----	-----
Other Manufacturing	580	7.8	450	5.4	670	7.8	870	9.7
Non-Manufacturing	3,300	44.3	3,350	40.1	3,220	37.3	3,190	35.5
Consturction	90	1.2	150	1.8	100	1.2	100	1.1
Transportation, Communication & Public Utilities	230	3.1	250	3.0	210	2.4	190	2.1
Wholesale and Retail	460	6.2	500	6.0	525	6.1	545	6.1
Finance, Insurance & Real Estate	50	0.7	100	1.2	125	1.4	145	1.6
Service	430	5.7	450	5.4	570	6.6	680	7.6
Government	700	9.4	650	7.8	690	8.0	730	8.1
Miscellaneous:								
Self-Employed, Unpaid Family Workers & Domestics	1,340	18.0	1,250	14.9	1,000	11.6	800	8.9
Agriculture	1,210	16.2	700	8.4	650	7.5	600	6.7

Source: Upper Savannah Regional Planning and Development Council, Population and Economic Studies, pp. 73, 74, 76.

(particularly textile-related) in the Abbeville County economy. Between 1969 and 1990, more than 600 new jobs are expected to be added in the County. Nearly 500 will go to Manufacturing, the only major employment category expected to show an increase during that time. Declines are anticipated both for Non-Manufacturing and Agriculture.

The diminishing role of Agriculture as a major employer is not surprising. It is a trend found everywhere. At the same time, there are fewer farms but farm acreages are on the increase, thus suggesting that the smaller, less efficient farms are finding it more and more difficult to survive economically. Dominant farm products in Abbeville County, in addition to timber, are cotton, soybeans, and livestock.

Nor is the expected decline in Non-Manufacturing employment surprising. These are "service" oriented activities which generally expand in an urbanizing economy, which, to date, is uncharacteristic of Abbeville County. Further, a dramatic trend in this direction is not foreseen in the future. Transportation plays a key role in developing an "urban" character in an area. As noted previously, Abbeville County is somewhat "off the beaten path" in relation to the Interstate system. This may have contributed somewhat to the relatively weak position of Non-Manufacturing activities in the county's economy. This situation could change markedly, though. There are many economic questions regarding the county's future. Answers to these questions could have significant influence on the growth of service functions common to the Non-Manufacturing category.

The biggest unanswered question is, of course, the Trotters Shoals project to be discussed in more detail later. It could produce enormous impact on the county's economy, enhancing its growing popularity as a recreation and historic attraction. Growth around Lake Secession has already shown, on a smaller scale, what significance a water-oriented recreational resource can have on the use of land in its immediate vicinity. The county already is a popular recreational and historic attraction. Waterways and public timberlands are especially attractive to hunters, fisherman, campers, etc.. However, nothing the county presently offers can hold a candle to the recreation potential that would be introduced by the proposed Trotters Shoals project from an economic and land use standpoint. The lake's influence would be considerable.

To sum up, then, Abbeville County's land use patterns are not likely to change too much in future years if current and projected economic trends follow their predicted course. Much of the county will remain in woodlands and croplands (although fewer people will be needed to farm it). There will

be demand for a limited amount of acreage for new industry. This will produce modest growth in the county, concentrated around existing municipalities. The biggest "unknown" regarding the county's future economy is related to recreation, particularly if Trotters Shoals becomes a reality. Otherwise, significant changes in the county's economic structure are unforeseen, unless major improvements occur in the transportation system to make the area more accessible.

IV. PHYSICAL CHARACTERISTICS

No "influence" on land use development is more basic than the characteristics of the land itself--its contours, the nature of its soils, drainage patterns, etc.

The physical characteristics of the land in Abbeville County, with its rolling terrain and numerous streams, have exercised a restraint on past development patterns and can be expected to do so in the future.

A. Soils

Generalized soil characteristics for Abbeville County are reflected on Figure 3. The eight general soils classifications which are indicated on the map are described as follows:

1. Iredell-Mecklenburg-Davidson association: Moderately well to well drained soils with friable surface layers and plastic, slowly permeable subsoils.

This association, comprising about 3 percent of the county or approximately 15 square miles, occurs in the vicinity of Calhoun Falls, and in the extreme southern portion adjoining McCormick County, and in some small discontinuous areas widely scattered throughout the southern portion of the county. Slopes are long and range to 10 percent. Steeper and shorter slopes occur adjacent to permanent streams.

Iredell, Mecklenburg, and Davidson are the most extensive soils. Iredell soils, comprising about 45 percent, have very dark grayish-brown sandy loam surface layers 4 to 8 inches thick, and olive brown to dark grayish-brown very plastic subsoils which are very slowly permeable. They have a high available moisture capacity and are slightly acid. Mecklenburg soils, comprising about

SOILS, MAJOR STREAMS

- 1- IREDELL-MECKLENBURG-DAVIDSON ASSOCIATION
- 2- CECIL-LLOYD-MADISON, SEVERELY ERODED, ASSOCIATION
- 3- CONGAREE-MIXED ALLUVIAL LAND ASSOCIATION
- 4- CECIL-LLOYD-MADISON ASSOCIATION
- 5- CECIL-APPLING-DURHAM ASSOCIATION
- 6- CATAULA-LLOYD, COMPACT SUBSOIL, -LLOYD ASSOCIATION
- 7- VANCE ASSOCIATION
- 8- CATAULA-LLOYD, COMPACT SUBSOIL, -LLOYD SEVERELY ERODED, ASSOCIATION



ABBEVILLE COUNTY SOUTH CAROLINA

PREPARED FOR THE
 ABBEVILLE COUNTY PLANNING COMMISSION
 BY
 VISMOR, MCGILL & BELL, INC.
 COLUMBIA, SOUTH CAROLINA

SCALE IN MILES
 1972

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Figure 3

35 percent, have grayish-brown sandy loam surface layers 4 to 8 inches thick and yellowish-red plastic subsoils which are slowly permeable and slightly acid. Davidson soils, comprising about 10 percent, have dark red friable loam to fine sandy loam surface layers 3 to 7 inches thick, and dark red clay, friable to firm, slightly sticky subsoils. These soils have formed in residuum from the weathering of basic rocks. Depth to hard rock ranges from 3 to 12 feet.

Minor soils are Wilkes and Elbert, which comprise about 10 percent of the association. Wilkes soils have dark gray to dark grayish-brown friable sandy loam surface layers 8 to 11 inches thick. They have little to no subsoil development. Subsoils where developed, are yellowish-brown and reddish-brown clay mottled and streaked with gray and light olive brown; its composition is about half saprolite and half clayey material. The clay is hard, firm and plastic. It is medium acid, and shallow to bedrock. Elbert soils, which are in depressions, are poorly to somewhat poorly drained, having black to dark grayish-brown loam to sandy loam surface layers 3 to 12 inches thick. The subsoils are pale brown to light brownish-gray very slowly permeable plastic clay.

Most of these soils are used for crops or pastures. Farms average 80 acres and a high percentage is owner-operated. Farms are diversified with the main crops being cotton, small grain, corn and forages.

This association is suited to mechanized farming. Erosion is a moderate hazard and conservation measures are necessary to control it. The soils in this association have slight limitations for impounding water. The association has severe limitations for building sites and residences that require septic tank disposal areas. These soils are well suited to management practices for upland wildlife species, particularly quail and doves. Productivity of these soils for pines is low to medium, and littleleaf disease and "die-out" are serious hazards.

2. Cecil-Lloyd-Madison, severely eroded association: well drained, deep soils with severely eroded surface layers on moderately steep slopes, and with red to dark red firm subsoils.

This association, comprising about 4 percent of the county or

approximately 20 square miles, is in the extreme northeastern portion of the county. Slopes are long and gradients range from 2 to 30 percent, but chiefly 12 percent. However, some smoother areas occur on broad ridges between streams.

Cecil soils, comprising about 40 percent of the association have red sandy clay loam surface layers about 4 inches thick, overlying red friable to firm sandy clay subsoils. Lloyd soils, comprising about 35 percent, have dark red sandy clay loam surface layers about 4 inches thick and red to reddish-brown firm clay loam or clay subsoils. Madison soils, comprising about 20 percent, have red sandy clay loam surface layers, overlying red micaceous friable clay loam subsoils. On some of the milder slopes where erosion is moderate, these soils have dark gray to dark brown surfaces.

Appling and Durham are minor soils comprising about 5 percent of the association. Appling soils have grayish-brown surface layers 4 to 10 inches thick, overlying brownish-yellow to strong brown, firm sandy clay or clay subsoils. Durham soils have dark gray surface layers 6 to 12 inches thick and yellowish-brown friable sandy clay loam subsoils.

About 85 percent of the soils in this association are in forest, about 5 percent are pasture, and 10 percent are cropland. Farms average 60 acres and only a few are owner-operated. Erosion is a severe hazard and conservation measures are necessary to control it. These soils have moderate limitations as foundation material for roads and buildings and for impounding water. They have moderate limitations for residences that require septic tank disposal areas. Some less eroded areas on the gentler slopes are suitable for wildlife food plantings. However, because of the roughness of the terrain and the steep slopes, this association does not provide desirable hunting conditions. Productivity of these soils for pines is medium. Use of equipment is restricted moderately to severely. Site preparation may be needed to establish tree seedlings.

3. Congaree-Mixed alluvial land association: Deep, nearly level, well drained to poorly drained soils on floodplains.

The soils in this association make up approximately 4 percent of the county or 20 square miles. They occur on narrow first bottoms

along the larger streams, and are subject to occasional flooding.

Congaree soils and Mixed alluvial land are dominant. Congaree soils make up about 50 percent of this association and have medium textured dark grayish-brown surface layers that are underlain by yellowish-brown fine sandy loam to silty clay loam. Mixed alluvial land, about 30 percent, consists of recent alluvium of various textures, but is mostly silt loam to sandy loam.

Chewacla and Mixed alluvial land, wet, are minor soils in the association. Chewacla soils, comprising about 15 percent, occur in the somewhat poorly drained areas. Mixed alluvial land, wet, comprising about 5 percent, is in the poorly drained areas on the flood plains.

More than 80 percent of the acreage is cleared. Most of it is used for the production of corn. Moisture conditions are favorable for most crops. These soils have severe limitations as foundation materials for roads or building sites and for residences that require septic tanks. For wildlife management, annual food plantings are better suited than perennials. Some sites for duck fields occur. These soils are highly productive for pines and bottomland hardwoods. Pines require adequate drainage. Use of equipment is restricted by overflow or poor drainage.

4. Cecil-Lloyd-Madison association: Deep, well drained soils on gentle slopes with very friable dark brown to reddish-brown sandy loam surface layers, and red to dark red firm subsoils.

This association makes up about 15 percent of the county or 76 square miles and is the best agricultural area in the county. It is in the upper part of the county on smooth, gently sloping areas with slopes ranging from 2 to 10 percent. Steeper and shorter slopes occur adjacent to permanent streams.

Cecil soils, comprising about 40 percent of the association, have dark gray friable sandy loam surface layers and red firm sandy clay subsoils. Lloyd soils, comprising about 35 percent, have dark brown friable loam to sandy loam surfaces overlying reddish-brown firm clay loam or clay subsoils. Madison soils, comprising about 20 percent, have gray sandy loam surface layers and red micaceous friable clay loam subsoils.

Appling and Durham are minor soils comprising about 5 percent of the association. Appling soils have grayish-brown surface layers 4 to 10 inches thick, overlying brownish-yellow to strong brown, firm sandy clay or clay subsoils. Durham soils have dark gray surface layers 6 to 12 inches thick and yellowish-brown friable sandy clay loam subsoils. Depth to bedrock is generally deeper than 20 feet.

This is an intensively farmed area. Farms average 70 acres in size and are owner-operated. Farming is diversified and the main crops are cotton, small grain, corn, peppers, and forage crops. Acreage of pasture has increased in recent years and is used to support small herds of beef and dairy cattle.

This association is well suited to mechanized farming. Erosion is a moderate hazard and conservation measures are necessary to control it. These soils have moderate limitations as foundation material for roads and buildings, for impounding water, and residences requiring septic tank disposal areas. This association is well suited for management practices for upland wildlife species. Productivity of these soils for pines is medium.

5. Cecil-Appling-Durham association: Deep, well drained soils on gentle slopes, with very friable, dark brown, dark gray, or yellowish-red surface layers, and red, yellowish-red and yellowish-brown subsoils.

This association, approximately 71 square miles, represents about 14 percent of the county and extends from northwest to southeast across the northern portion of the county. It is on broad, gentle slopes and on long, side slopes ranging from 2 to 17 percent, but chiefly about 6 percent. The steeper and shorter slopes occur adjacent to permanent streams.

Cecil soils, comprising about 65 percent of the association, have dark gray friable sandy loam or loamy sand surface layers and red firm sandy clay subsoils. Appling soils, comprising about 30 percent, have grayish-brown loamy sand or sandy loam surfaces and yellowish-brown to strong brown firm sandy clay loam subsoils. Durham soils, comprising about 5 percent, have light gray loamy sand to sandy loam surface layers and yellowish-brown friable sandy clay loam subsoils. These soils have developed in residuum

from weathering of granites and gneisses. Depth to bedrock is generally more than 30 feet.

Farms in this area average 70 acres and are generally owner-operated. Diversified farming is practiced and the main crops are cotton, small grain, corn, peppers and forage crops. Acreage in pasture has increased in recent years and is used to support small herds of beef and dairy cattle.

This association is well suited to mechanized farming and is intensively farmed. These soils respond to good management, are medium to low in organic content, and have moderate available moisture capacity.

Erosion is a moderate hazard to these soils and conservation measures are necessary to control it. These soils have moderate limitations as foundation materials for roads and buildings, and for impounding water. They have moderate limitations for residences that require septic tank disposal areas. This association is well suited for management practices for upland wildlife species. Productivity of these soils for pines is medium.

6. Cataula-Lloyd, compact subsoils, -Lloyd association: Moderately deep and deep, well drained soils that have very firm, dense, compact, red to dark red subsoils that are slowly permeable.

This is the most extensive association, making up about 34 percent of the county or 172 square miles, and relatively continuous from the western to the eastern part of the county. The soils occur on a wide range of slope grades ranging from 2 to 25 percent, with an average slope of about 7 percent. Most slopes are generally long but steeper and shorter slopes occur adjacent to permanent streams.

Cataula soils, comprising about 35 percent of the association, have dark gray to brownish-gray sandy loam surface layers and red mottled with brown very firm, compact clay subsoils which have very slow permeability. Lloyd, compact subsoil soils, comprising about 35 percent, have reddish-brown sandy loam surface layers and dark red, very firm clay subsoils with few mottles of strong brown. Water moves very slowly through these soils. Lloyd soils, comprising about 30 percent, have dark grayish-brown to dark brown

friable sandy loam to loam surface layers and red firm clay to clay loam subsoils.

Many areas of these soils have been severely eroded and now have clay loam surfaces. Many of the steeper areas have gullied land as a result of very severe erosion. Depth to bedrock is generally more than 20 feet.

This area has been farmed intensively in the past. At present more than half of the area is woodland. Farms average 80 acres and are generally owner-operated. Many of the more eroded fields have been planted to loblolly pines. Diversified farming is practiced and main crops are small grain, grain sorghums, cotton, corn, and forage crops. A large acreage has been converted from cropland to pasture and is being used to support herds of beef and dairy cattle.

This association is fairly well suited to mechanized farming. Erosion is a moderate to severe hazard and conservation measures are necessary to control it. These soils have moderate limitations as foundation material for roads and buildings. They have slight limitations for impounding water. They have severe limitations for residences that require septic tank disposal areas. Some less eroded areas on the gentler slopes are suitable for wildlife food plantings. These soils are not well suited to production of commercial wood crops. Littleleaf disease and "die-out" are severe hazards.

7. Vance association: Well drained, deep soils with very friable surface layers, and strong brown to yellowish-red very firm clay subsoils through which water moves slowly.

This association is southwest of the City of Abbeville and is about 4 percent of the county or approximately 20 square miles. It is on relatively smooth, broad upland slopes with gradients ranging from 2 to 10 percent, but mostly 6 percent. Steeper and shorter slopes occur adjacent to permanent streams.

Vance soils comprise 95 percent of the association. They have friable sandy loam surface layers, generally from 4 to 10 inches thick, overlying strong brown to yellowish-red very firm clay subsoils which are commonly mottled. Water moves very slowly through these soils. Minor soils, comprising about 5 percent, are Appling, which has firm yellowish-brown subsoils, and Cecil, which has firm red clay subsoils. Depth to bedrock is generally more than 20 feet.

This area is not intensively farmed. Farms average 70 acres in size and are partially owner-operated. Diversified farming is practiced. Common crops grown are cotton, small grain, corn, peppers, and forage crops. Pasture acreage has increased in recent years and is being used to support small herds of beef cattle.

This association is fairly well suited to mechanized farming. Erosion is a moderate hazard and conservation measures are necessary to control it. This association is well suited for foundation material for roads and buildings and for impounding water. However, it is poorly suited for septic tank disposal areas. These soils are well suited to management practices for upland wildlife species. Productivity for pines is medium.

8. Cataula-Lloyd, compact subsoil, -Lloyd, severely eroded association: Moderately deep, well drained, severely eroded soils that have very firm, dense, compact, red to dark red subsoils that are slowly permeable.

This association comprises about 22 percent of the county in two areas or approximately 112 square miles. One area occurs in the northwestern portion of the county and extends south almost to the McCormick County line. The other area is in the southeastern portion of the county and is the major portion of the Sumter National Forest.

The soils occur on a wide range of gradients ranging from about 6 to 40 percent, with the average slope being about 15 percent. The slopes are generally long. This association is severely eroded and commonly has clay loam surface horizons with red to dark red very firm, compact, dense subsoils through which water moves very slowly. Runoff is rapid to very rapid. Many areas are deeply gullied and in some places large areas of gullied land occur.

Cataula soils comprise about 35 percent, Lloyd, compact subsoil about 30 percent of this association, Cataula subsoils are red, whereas Lloyd compact subsoils phase, and the Lloyd severely eroded commonly have dark red subsoils.

These soils have been farmed very intensively in the past and because of severe erosion are generally not suited for cultivation.

they are poorly suited for recreation and most wildlife. However, these rough lands afford some hunting for rabbits.

Site indices of trees are very low on these soils. Littleleaf disease and "die-out" of pines are very severe. Commercial production of forest products frequently is not feasible.³

In terms of urban-type development, Categories 1, 2, 4, 5, 6, and 7 are most appropriate. Between them, they cover about 74 percent of the county's land area. Most ideal are Categories 5 and 7 which make up about 18 percent of the total county. Category 5 soils generally exist in a line running south-east across the county in and around Donalds and Due West. Category 7 soils are concentrated in a pocket southwest of Abbeville.

Most of the county's soils are classified as Category 6, which are also suitable for urban development. Less desirable for such development are Categories 1, 2 and 4. Category 2, which is generally found in the upper part of the county around Ware Shoals, is characterized by rough terrain and severe erosion which complicates, but does not eliminate, its potential for urban development. Category 4, found around Due West, is also vulnerable to erosion. Category 1 is generally good soil but is not considered conducive to development dependent on septic tanks. Calhoun Falls, the second largest municipality in the county, falls completely within a Category 1 classification.

Categories 3 and 8 are, for the most part, not considered appropriate to urban-oriented development. Category 3 soils, for example, are usually found near or under the two major rivers which bound the county, the Savannah and the Saluda (the larger stream systems in Abbeville County are reflected on Figure 3). As such, these soils are especially subject to flooding. Category 8 soils are probably the least desirable in the county. Interestingly, much of the Sumter National Forest area falls in this category. It is also quite common to the western portions of the county near the Savannah River. Much of this land would be inundated by the proposed Trotters Shoals project. Category 8 soils suffer from severe erosion problems.

In general, then, the majority of the county's soils are potentially developable for urban or agricultural purposes. The biggest obstacles are in the form of rugged terrain, erosion, and flooding problems. For the most part, though, the developer who plans and builds within the capabilities of the soil he has, will not have problems. Proper consideration of soil conditions is felt to be vital to the future of the county. It is a valuable

³ Descriptions of the 8 soil types and their applicability for agricultural uses generally extracted from General Soil Map of Abbeville County, South Carolina, published in 1965 by the S.C. Agricultural Experiment Station, Clemson University in cooperation with the U.S. Soil Conservation Service.

resource which no one can afford to waste. Thoughtless development can lead to severe erosion, waste treatment problems, and drainage difficulties which serve no one's purposes.

For this reason, developers are urged to conduct detailed analysis of soils characteristics on their properties prior to construction. Technical assistance in this area is available from local representatives of the Soil Conservation Service. In this regard, it is emphasized that the soils conditions reflected on Figure 3 are necessarily general. For more specific information on individual properties within the county, it is essential that the S.C.S. District Conservationist be contacted.

B. Topography

Topographic characteristics, particularly steep slopes, will indeed limit development in a number of areas throughout the county. Generally, elevations vary widely, ranging from about 250 feet about sea level to 800 feet.

The previously cited report, Regional Land Use Guide (published in 1972 by the Upper Savannah Regional Planning and Development Council), classified slopes of 25 percent or greater as economically unsuitable for development of any kind.⁴ The study singled out lands along various waterways (especially the Savannah River, Rocky River, Little River and Long Cane Creek) as being representative of the most critical topographic problems (in terms of development potential) in the county. Of course, the future prospects for development along the Savannah and Rocky Rivers will be affected by the Trotters Shoals project, if it becomes a reality.

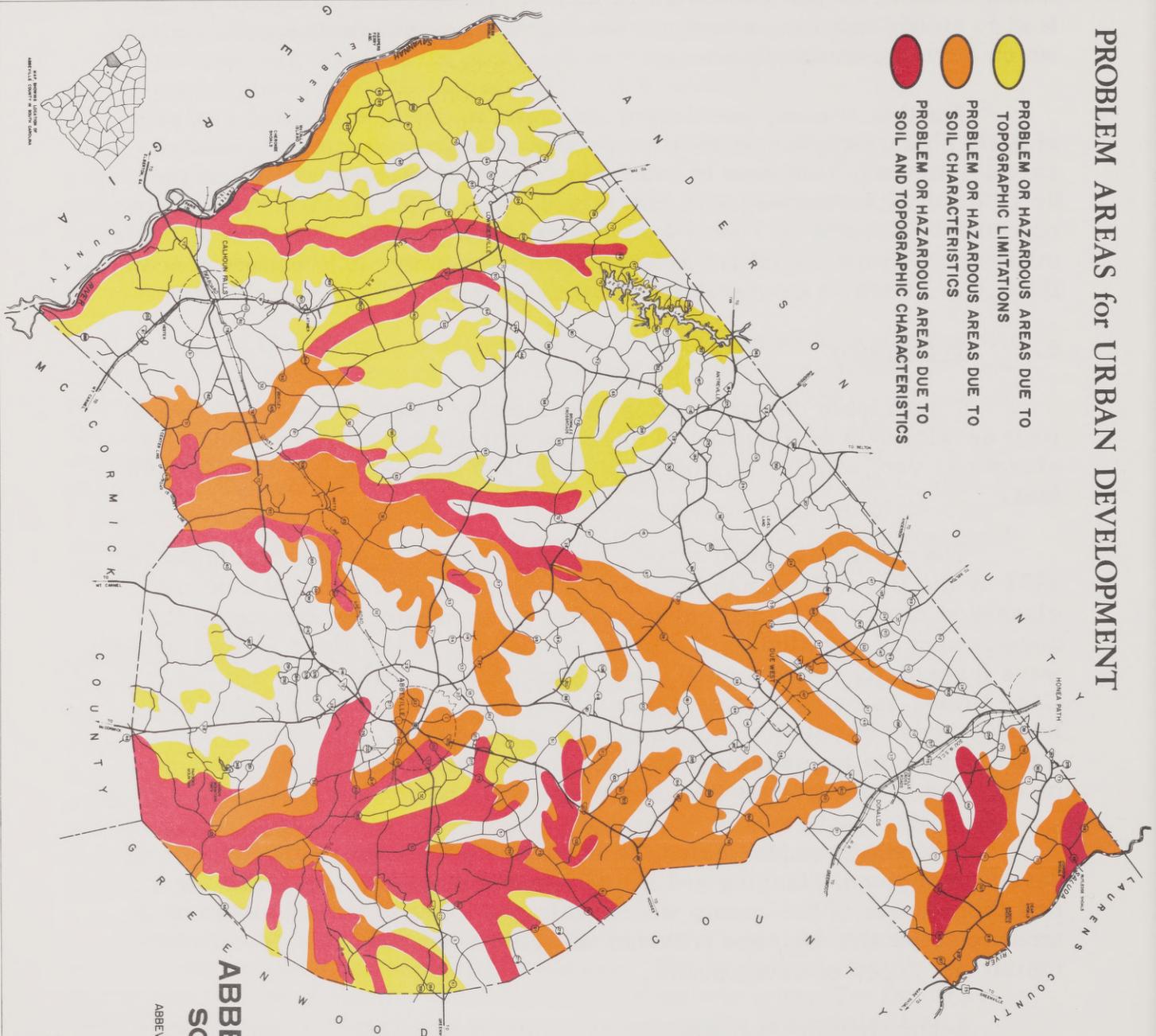
Figure 4 attempts, using the standards developed by the Upper Savannah Regional Planning and Development Council, to generally define those areas of the county where soils and topographic characteristics produce slope and drainage problems of sufficient proportions to seriously inhibit any hopes of development.

Acknowledging that the map is highly generalized, roughly 60 percent of the county's land area is so affected. However, much of this land may not be considered "usable," anyway. For example, the proposed Trotters Shoals project would cover much of the area along in the vicinity of the Rocky and Savannah Rivers which has been classified as posing development problems. Further, a large portion of similar lands in the Long Cane

⁴ Page 26.

PROBLEM AREAS for URBAN DEVELOPMENT

- PROBLEM OR HAZARDOUS AREAS DUE TO TOPOGRAPHIC LIMITATIONS
- PROBLEM OR HAZARDOUS AREAS DUE TO SOIL CHARACTERISTICS
- PROBLEM OR HAZARDOUS AREAS DUE TO SOIL AND TOPOGRAPHIC CHARACTERISTICS



ABBEVILLE COUNTY
SOUTH CAROLINA

PREPARED FOR THE
 ABBEVILLE COUNTY PLANNING COMMISSION
 BY
 VISMOR, MCGILL, & BELL, INC.
 COLUMBIA, SOUTH CAROLINA

SCALE OF MILES
 1972

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT.

Figure 4

Creek drainage area are in the National Forest and, consequently, unavailable for urban-oriented development. Assuming that the Trotters Shoals project is carried out, this leaves only those properties along the Little River drainage basin (which are generally reflected on Figure 4 as "unsuitable") as the principal areas of the county where future development may well be inhibited by the natural characteristics of the land.

C. General Characteristics - A Summary

Modest population growth is expected for Abbeville County concentrating in and around existing municipalities and lake facilities. In the economic sector, manufacturing will continue to dominate and agricultural activities will remain strong (although fewer people will be employed).

There is a real need for prospective developers to be aware of the constraints inherent in the county's land, particularly from the standpoint of soils and topography. While much of the county's vacant land is potentially developable, other areas offer significant obstacles in terms of extreme slope, inadequate drainage, flooding tendencies, poor percolation, etc. It is essential that new development be compatible with the capabilities of the land.

The biggest question mark, in terms of development potential, is the prospective Trotters Shoals project which, if it materializes, could significantly influence the future course of all general characteristics discussed in this section...population and economic trends, land availability and suitability... and, as a result, the use of land in Abbeville County in coming years.

The next section---The Land Use Survey---more thoroughly explores past patterns of land use within the county, attempts to isolate present and potential land use problems, and explores, in detail, potential uses of land (particularly Trotters Shoals) which may have significant impact on the future growth of the County.

LAND USE SURVEY

The impression one gets when driving through Abbeville County is that of a rolling countryside, dotted with croplands and pastures amidst extensive timber forests. The only variation to this theme are the seven municipalities, all comparatively small, and the strip development which has settled sporadically along the county's highways. The image is not one of "land use," but of "land non-use." It is basically a rural, sylvan, "open" atmosphere. It is a pleasant environment...one worth protecting.

But...the county is growing. The growth is occurring without benefit of plan or design. Consequently, as might be expected, certain problems are beginning to emerge as a result of this unplanned growth. One of the principal objectives of a development plan for the county, as proposed in this study, is to provide a framework for physical growth on a planned, intelligent basis in order that the natural amenities which now make the county so attractive can, to the greatest possible extent, be retained. The next section will propose such a plan (for land use and thoroughfares) to aid in guiding the county's future growth. As a prelude, this section analyzes present land use characteristics in the county in an effort to isolate present and potential land use problems and trends which should be considered in the Plan. Specific attention will be paid to the county's potential growth areas including the municipalities (except Abbeville) and the Lake Secession area.

The Survey consists of four parts:

1. A general assessment of land use characteristics on a county-wide basis;
2. A more detailed analysis of the land use characteristics of the county's designated growth areas (excluding the City of Abbeville);
3. An evaluation of the county's existing highway system; and
4. A discussion of significant problems and potential developments within the county which will have impact on future growth.

In this fashion, the Land Use Survey sets the stage for the Development Plan which follows. Following, then, is the first stage: a general appraisal of existing land use characteristics in the county.

A. General Land Use Characteristics

Current land use characteristics for Abbeville County are illustrated, in broad terms, on Figure 5. It can be said that these patterns are a direct reflection of the General Characteristics (location, population economy, soils, topography, etc.) discussed in the preceding section.

Five general land use categories are defined, including the National Forest, Other Managed Forest, Woodland (unmanaged), Agriculture, and Growth Areas. The actual land use characteristics within each of the designated growth areas, except Abbeville, are presented in a subsequent section. Similar surveys were completed for Abbeville in 1968.⁵

Despite the fact that no "urban" characteristics are shown on the map, it visually reflects the previously described "non-use" character of the county's land. Timberlands (managed and unmanaged) are in abundance. Agriculture properties (cropland and pasture) are also plentiful. Thus, in terms of actual land area used, agriculturally-related uses are still predominant in Abbeville County, although, from an economic standpoint, it now takes a back seat to manufacturing.

Land use by acreage in the county is reflected on Table III. Figures on the table are derived from data compiled in 1972 by the Upper Savannah Regional Planning and Development Council. Although the definitions of the various land use categories vary somewhat from those used on Figure 5, the preeminence of agriculturally-related activities as the county's major uses of land is still quite evident.

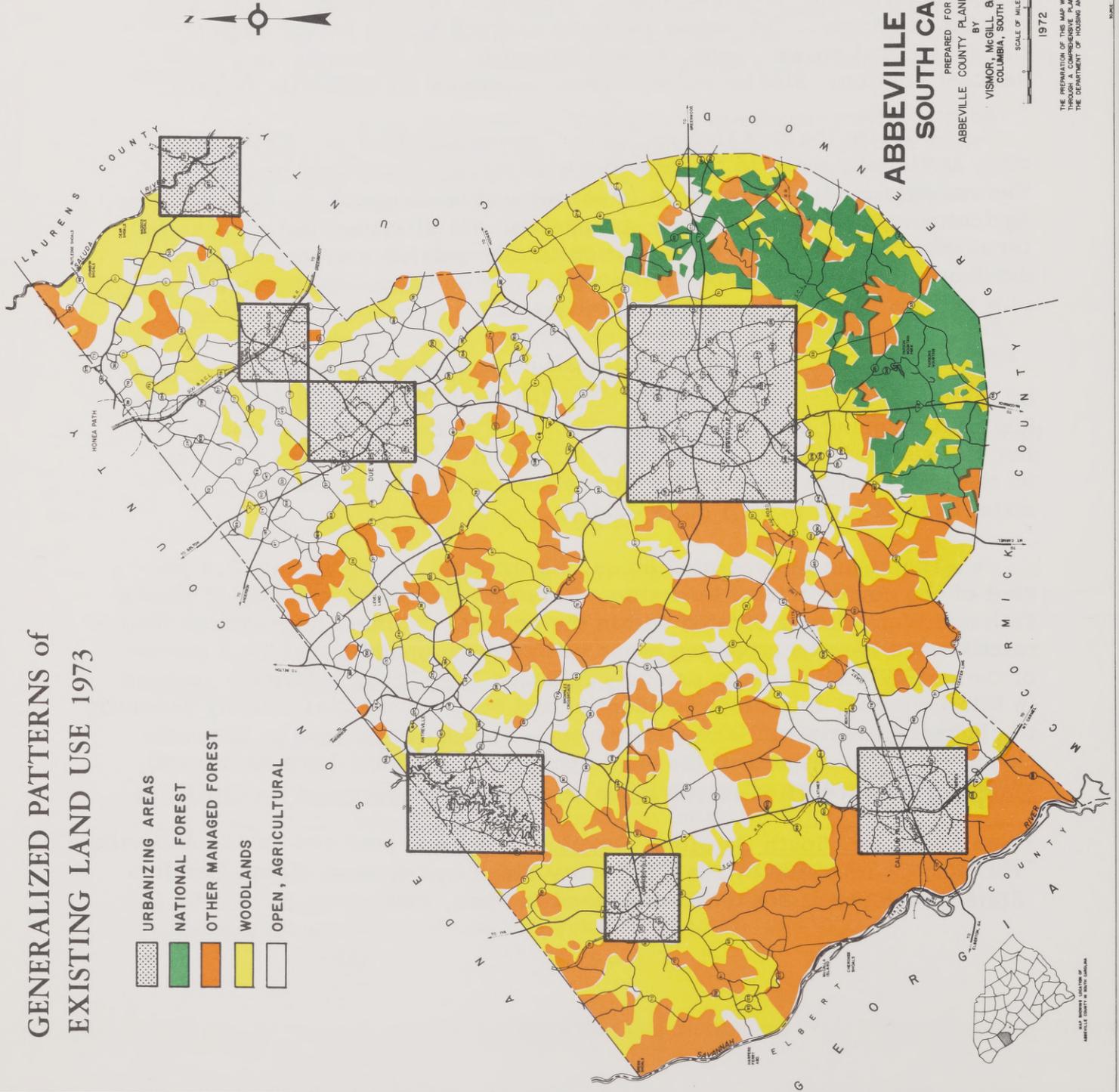
The seven incorporated areas, for example, make up only 2.4 percent of the county's total land area. This includes those portions of Honea Path and Ware Shoals located within the county. Further, non-agriculturally-related uses in unincorporated areas utilize only an additional 10.2 percent of the county's land. This category includes Non-Urban activities (defined, in this instance, to include residential and strip commercial activity generally in clusters comprising 100 acres or more... much of this land in Abbeville County is on the fringes of the municipalities and around Lake Secession), Manufacturing (on sites of 100 acres or more), Transportation and Utilities

⁵ See Abbeville, South Carolina, Development Plan, prepared for the Abbeville Planning Commission by the Community Planning Division, South Carolina State Development Board and published in April, 1968.

Figure 5

GENERALIZED PATTERNS of EXISTING LAND USE 1973

- URBANIZING AREAS
- NATIONAL FOREST
- OTHER MANAGED FOREST
- WOODLANDS
- OPEN, AGRICULTURAL



ABBEVILLE COUNTY SOUTH CAROLINA

PREPARED FOR THE
ABBEVILLE COUNTY PLANNING COMMISSION

BY
VISMOR, MCGILL & BELL, INC.
COLUMBIA, SOUTH CAROLINA

SCALE OF MILES
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1972

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Table III

ABBEVILLE COUNTY
GENERALIZED LAND USE PATTERNS - 1972
(In Acres)

<u>Type</u>	<u>Acreage</u>	<u>% of Total Acreage</u>
1. <u>Incorporated Areas</u>	7,876	2.4
2. <u>Unincorporated Areas</u> <u>(excluding Agriculture)</u>		
Non-Urban	1,959	0.6
Manufacturing	512	0.2
Transportation and Utilities	5,402	1.7
Public, Semi-Public	22,250	6.8
Water, Wetlands	2,960	0.9
<u>Total Unincorporated Areas</u> <u>(excluding Agriculture)</u>	33,083	10.2
3. <u>Unincorporated Areas</u> <u>(Agriculture)</u>		
Cropland	54,582	16.8
Pasture	35,000	10.8
Managed Forest	77,640	23.9
Woodlands	113,210	34.9
Other Land	3,089	1.0
<u>Total Unincorporated Areas</u> <u>(Agriculture)</u>	283,521	87.4
4. <u>Total County Area</u>	324,480	100.0

Source: Upper Savannah Regional Planning and Development Council,
Regional Land Use Guide, p. 15.

(including highways, railroads, airports, major power plants, etc.),
Public and Semi-Public (a major land use since, in Abbeville County's
case, it includes the National Forest acreage) and Water and Wetlands
(rivers, lakes, ponds, swamps, marshes, etc.).

This means that agriculturally-oriented activities use 87.4 percent of the county's total area. It should, however, be noted that, unlike Figure 5, the table includes all Managed Forest and Other Woodlands as Agricultural functions (except the National Forest, which, as indicated above, was classified as Public, Semi-Public land under the Non-Agriculture Unincorporated Areas category). Thus, combining the National Forest area with other timberlands, croplands, pasture lands, etc., it is fair to say that such land uses take up almost 95 percent of the county's land.

Woodlands (unmanaged) occupy the most area (113,210 acres or 34.9 percent). Combined with Public, Semi-Public (primarily the National Forest) and Managed Forest, this means that a total of approximately 213,100 acres or 65.7 percent of the county is devoted to trees. This is the single most significant characteristic of land use in Abbeville County. Here are some others:

---Although the second largest county (Laurens is first) in the Upper Savannah region in terms of total land area, Abbeville County is small (ranking 33rd) when compared to all counties in the state.

---In terms of land area, Abbeville, which covers 3,096 acres, is the largest municipality in the county; third largest (behind Greenwood and Laurens) in the Upper Savannah region.

---"Suburban" development in the county is most notable around Abbeville.

---Abbeville County ranks third in the region (behind Greenwood and Laurens) in total unincorporated lands used for industrial purposes.

---The county ranks second to Laurens in total acreage in croplands within the region. On a percentage basis, it is also second (with 16.8 percent) behind Saluda County.

---In terms of Managed forest lands (excluding the National Forest), Abbeville County ranks second only to Greenwood within the region in percent of area devoted to such purposes.

---The largest category of land use within the six-county region is unmanaged Woodlands.⁶ The county rates third (behind Laurens and Edgefield Counties) in total acreage in such usage.

⁶ As the names imply, the basic distinction between "Woodlands" and "Managed Forests" is the fact that timber resources in the former are not cultivated on the organized basis that they are in the latter case.

Thus, most of Abbeville County is still in a natural or agricultural state. Timber, in one form or another, continues to be the principal use of land. Yet, the influence of modern man is being felt on the County's land more and more. Its impact is primarily to be seen in the designated growth areas of the county. With the exception of Abbeville, land use characteristics of each of these growth areas will be discussed in the next section.

B. Land Use Characteristics of the Growth Areas

Those portions of the county designated as primary growth areas (to date) are defined on Figure 6. All will be evaluated in this section, from the standpoint of existing land use characteristics, except the City of Abbeville. As noted previously, a Comprehensive Development Plan for land use and thoroughfares was prepared for the County Seat in 1968, generally encompassing the area in and around Abbeville as defined on Figure 6. For more detailed information on that program, readers are referred to the report entitled Abbeville, South Carolina, Development Plan, previously cited.

Nor does this analysis evaluate potential growth areas in the county, such as the shoreline of the Trotters Shoals project. Due to the questionable status of this particular project and the general absence of "urban" land use activity (with the exception of the Calhoun Falls and Lowndesville areas) in the vicinity of the proposed lake, such an analysis was considered to be premature at this time. Thus, the "growth areas" under consideration have been limited to those currently showing "urban" development tendencies (except, of course, Abbeville).

There did not seem to be much to gain out of duplicating work already prepared for Abbeville. Therefore, this effort attempts to expand on the survey performed for Abbeville in 1968. By the same token, as additional areas in the county begin to urbanize, they can be surveyed and added to the growing inventory of land use knowledge about the county.

This same concept was applied to the base mapping program, which accompanies this report. Base maps, at a scale of one inch equals 400 feet, had been completed for the general Abbeville area (as outlined on Figure 6) in 1968. Additional base mapping (at the same scale) was carried out in conjunction with this study for the other growth areas indicated on Figure 6: Calhoun Falls, Lowndesville, Due West, Donalds, Ware Shoals, and Lake Secession. Again, as other areas of the county urbanize,

Figure 6

AREAS of the COUNTY for which BASE MAPS are COMPLETE

NOTE: THE BASE MAPPING AND LAND USE SURVEY FOR
CITY OF ABBEVILLE WERE COMPLETE IN 1968.



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the base mapping program can be expanded. Ultimately, using this system, the entire county would be mapped at a uniform scale, thus providing an invaluable resource for a multitude of purposes.

The most recent base mapping program, completed in Spring, 1973, added 17 plates to the total, at the one inch equals 400 feet scale, done for the county. Generally coinciding with the growth area boundaries defined on Figure 6, four were done for the Calhoun Falls area, four for Due West, two for Lowndesville, two for Ware Shoals, one for Donalds, and four for the Lake Secession area. In all, the area mapped encompassed 35,877.7 acres or 11.1 percent of the overall county.

A corresponding set of detailed land use maps showing actual use by individual property was also prepared and accompanies this study. The data on these maps was compiled as part of a survey conducted in March, 1973. The results are graphically presented in reduced form on Figures 7 through 12 and are summarized, in tabular form, on Table IV.

Again, it was considered necessary to vary the land use classifications somewhat from those previously used in order to make them more applicable to the "urban" influences which are characteristic of these areas. For example, residential and commercial categories appear on the table and on the accompanying maps. Street and rail Rights-of-Way were separated from the Transportation, Communications, and Utilities category in order to more precisely reflect the significant share of land absorbed for such purposes in urban areas. For example, in Calhoun Falls, only residential activities exceed Rights-of-Way in land area utilization. "Vacant" and "agricultural" properties have been grouped for purposes of this analysis. In addition, the Lake Secession area is separated into two distinct portions on the table -- Lake Secession and Antreville -- in order to provide a more detailed look at land use patterns within this general region.

Perhaps the most significant fact revealed on the maps and the table is that, even in the urbanizing growth areas, the dominant use of land (vacant or agricultural) has a distinctly open character. Thus, Abbeville County, within and without the urban areas under consideration in this study, remains predominately undeveloped. In terms of developing plans for each growth area, as well as the overall county, there is no more appropriate time than the present.

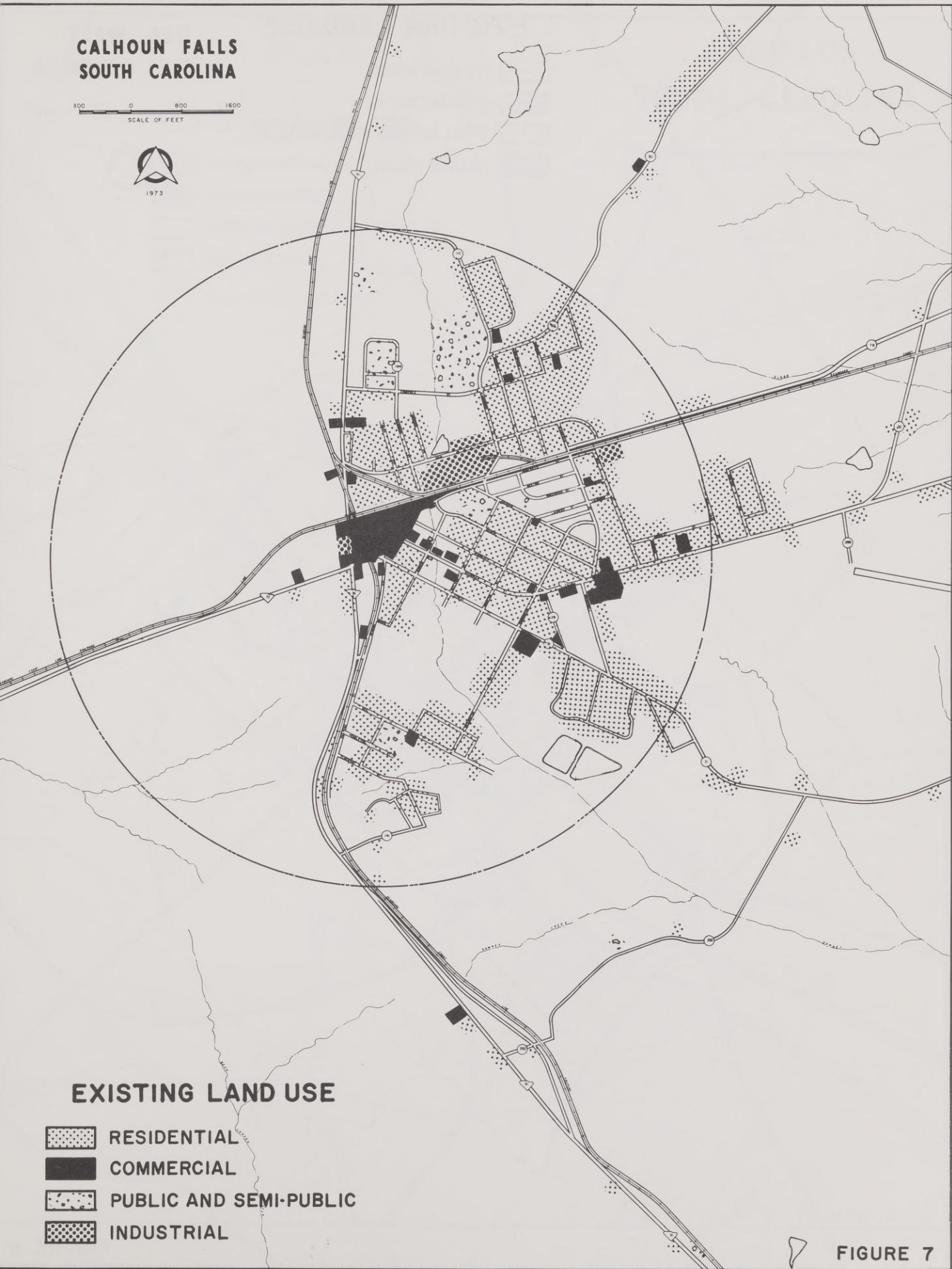
TABLE IV
 LAND USE PATTERNS BY ESTIMATED ACREAGE
 SELECTED ABBEVILLE COUNTY GROWTH AREAS, 1973

	Calhoun Falls		Due West		Donalds		Lowndesville		Ware Shoals		Lake Secession		Antreville		Lake Secession- Antreville Combined
	Inside Limits	Outside	Seession	ville	ville	Combined									
Residential	255.1	56.0	225.9	91.5	33.0	35.0	75.1	27.0	74.8	75.5	110.0	34.5	144.5		
Commercial	26.8	2.6	6.2	2.2	3.6	-	4.0	2.7	6.3	3.9	2.1	4.3	6.3		
Industrial	18.3	-	4.6	-	2.0	-	5.1	-	-	-	3.0	3.0	6.0		
Trans., Comm., & Util.	3.1	.4	.5	.2	1.4	0.2	.2	.7	-	-	2.0	-	2.1		
Public, Semi- Public	38.6	1.5	92.8	9.3	23.9	4.3	11.7	.5	-	3.7	6.0	5.4	11.4		
Rights-of-Way	144.2	121.7	59.8	158.0	30.2	63.8	30.4	69.4	20.6	35.4	135.6	55.2	190.8		
Vacant or Agricultural	1,523.5	6,992.2	634.2	7,898.8	408.3	1,690.3	375.9	3,989.3	242.3	2,353.2	5,254.2	2,193.6	7,447.8		
TOTALS	2,009.6	7,174.4	1,024.0	8,160.0	502.4	1,793.6	502.4	4,089.6	344.0	2,471.7	5,510.0	2,296.0	7,806.0		

Source: Field Survey, Vismor, McGill and Bell, Inc., March, 1973.

CALHOUN FALLS SOUTH CAROLINA

300 0 800 1600
SCALE OF FEET



EXISTING LAND USE

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL

FIGURE 7

EXISTING LAND USE

DUE WEST
SOUTH CAROLINA

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL

800 0 800 1600
SCALE OF FEET



FIGURE 8

DONALDS SOUTH CAROLINA

EXISTING LAND USE

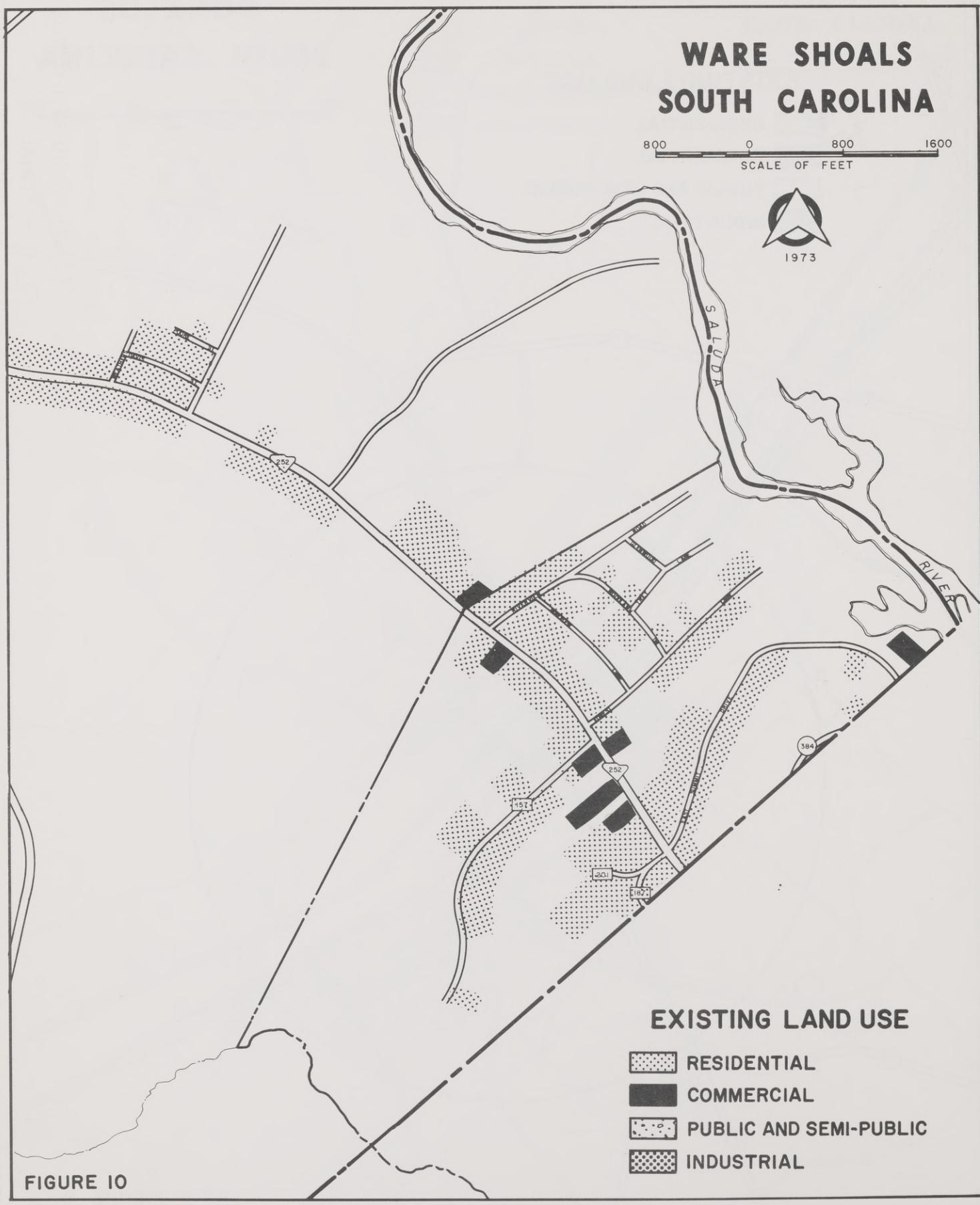
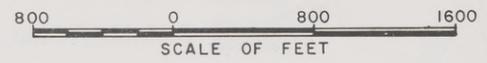
-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL

800 0 800 1600
SCALE OF FEET



FIGURE 9

WARE SHOALS SOUTH CAROLINA



EXISTING LAND USE

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL

FIGURE 10

LOWNDESVILLE SOUTH CAROLINA

800 0 800 1600
SCALE OF FEET



EXISTING LAND USE

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL

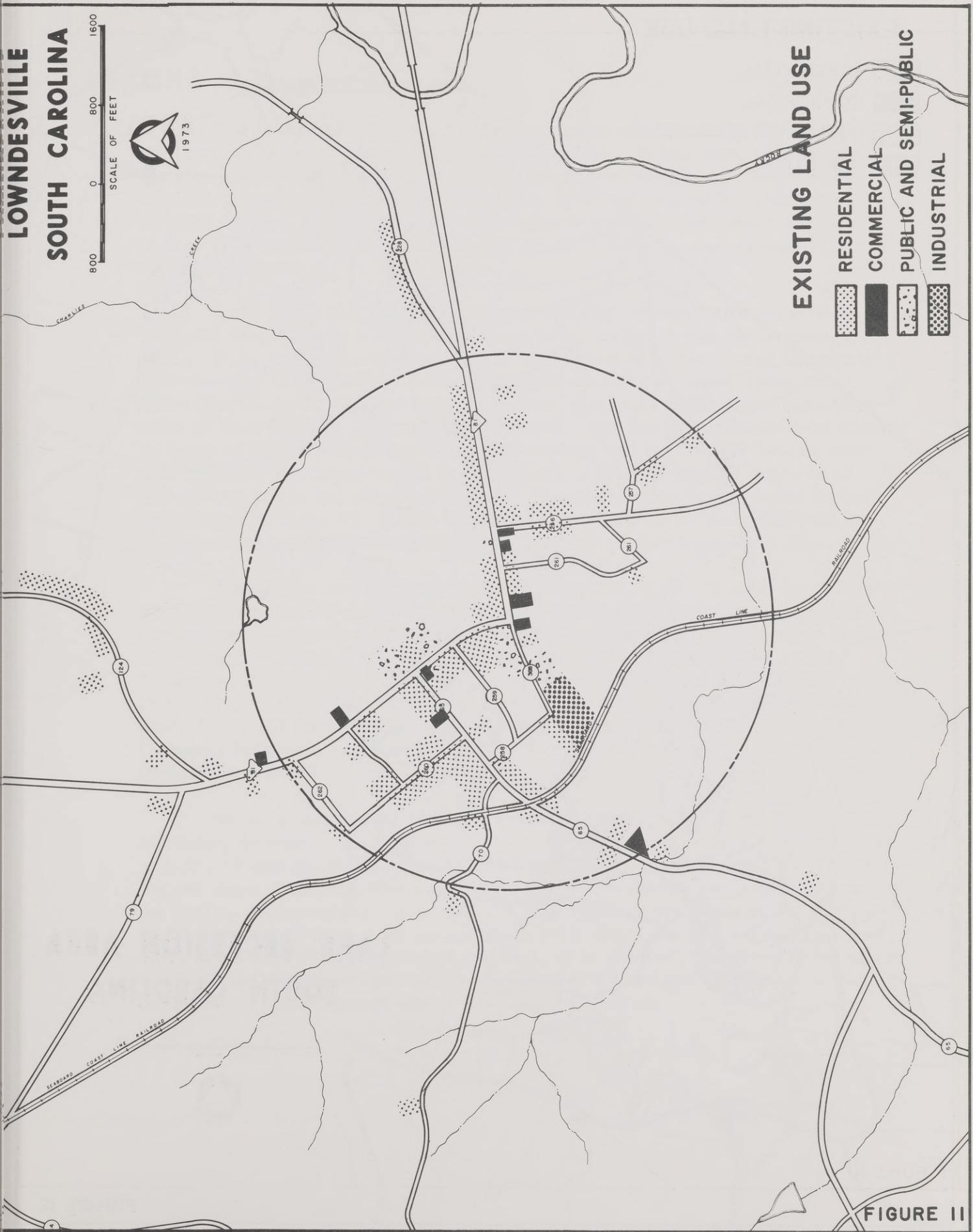


FIGURE II

EXISTING LAND USE

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL

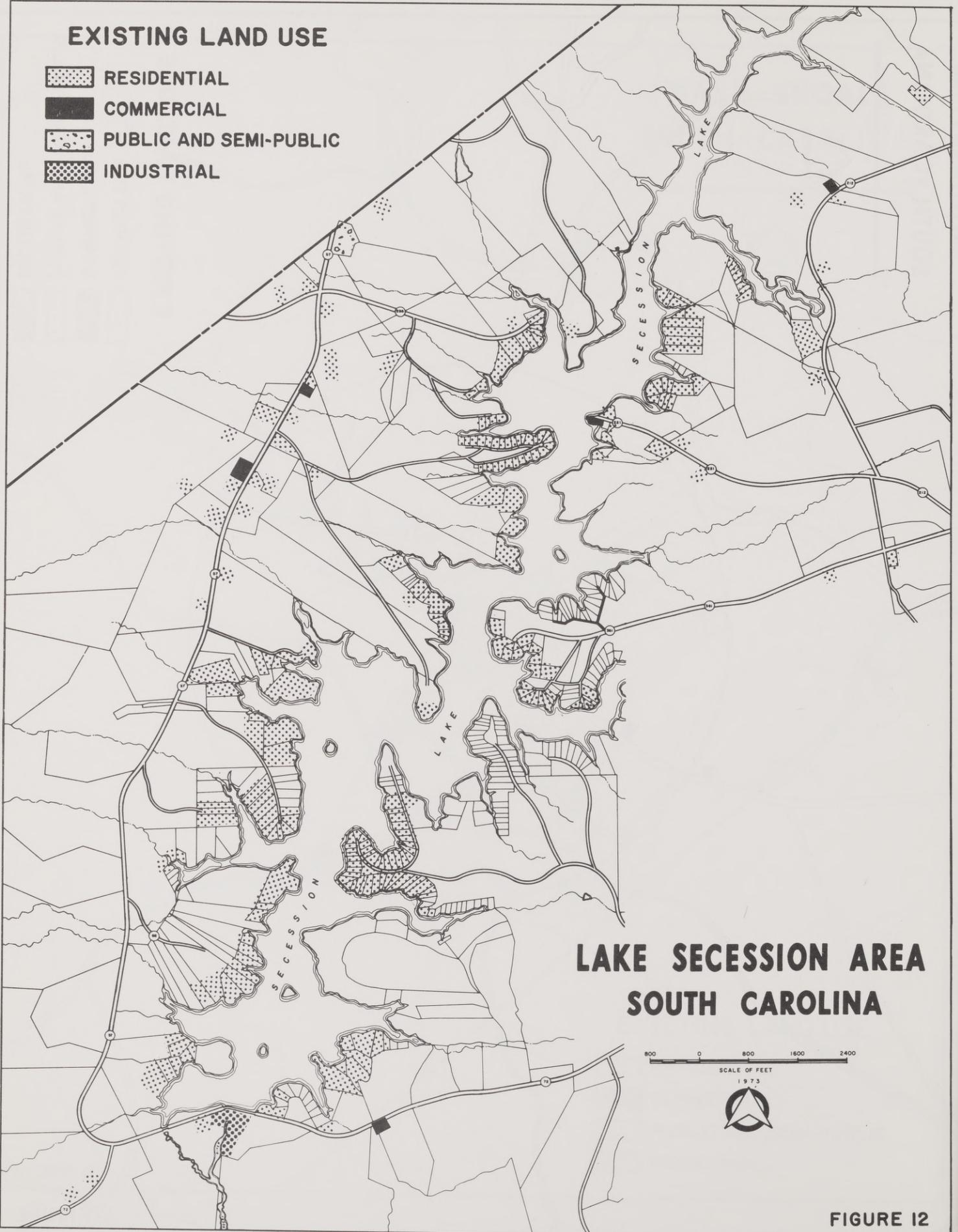


FIGURE 12

C. The Existing Highway System

The influence of an area's transportation network (and, resultingly, its land use patterns) cannot be overemphasized. It has been previously observed that Abbeville County, from a locational standpoint, has not fared well in terms of highway development. This has certainly contributed, to some degree, to the generally undeveloped state of land which exists today. The generalized pattern of the county's present road system is reflected on Figure 2.

Only one U.S. numbered highway passes through the county (U.S. 178) and that for only a stretch of about seven miles in the northeastern neck. U.S. 178 connects Honea Path to Greenwood. The closest Interstate interchanges are at I-85 in Anderson, approximately 48 miles away from Abbeville via S.C. 28, and I-26 at Clinton, about 47 miles away from Abbeville by way of S.C. 72 through Greenwood. The position of Abbeville County in terms of road development is further emphasized by the fact that no four-lane highway presently exists in the county (although several projects of this nature are in the planning stage). Foremost among these would be the four-laning of S.C. 72, which traverses the county on an east-west alignment and connects Calhoun Falls and Abbeville to the Greenwood area.

Within the present county highway system, S.C. 72 must be considered the principal arterial. This is borne out by data from the State Highway Department. According to its most recent annual average daily traffic volume counts (unfortunately, the latest counts, on a county-wide basis, were conducted in 1966), S.C. 72 is the busiest road in the county. Ranking second is U.S. 178, followed closely by S.C. 28 (from Abbeville toward Anderson), S.C. 252 (especially in the vicinity of Ware Shoals), and S.C. 20 (between Abbeville and Due West). Traffic is also reasonably heavy between Donalds and Due West on S.C. 184.

More recent counts (1969) are available within the City of Abbeville. According to these, the peak traffic point in the county is at the intersection of S.C. 72 and South Main (S.C. 28, 20) where counts averaged 6,800 vehicles per day. This was four years ago so traffic volumes are very likely heavier today. Nonetheless, compared to other areas of the state (it is, for example, projected that some points along I-95 near Lake Marion may, in time, carry more than 40,000 vehicles per day), it is obvious that there is no place in Abbeville County which can be considered, by modern standards, a traffic generator of major proportions.

There has been much recent interest in improving the county's accessibility (via roadway) and, consequently, its growth potential. Most of this interest is reflected in a series of plans which, to date, have resulted in little action. The most significant of them are summarized below:

1. 1990 Projected Statewide Rural Arterial System. This plan, made public in 1970 by the State Highway Department, is statewide in scope. It is extremely long-range and highly conceptual.

The most significant aspect of the plan, in terms of Abbeville County, is the proposal for a more direct high speed route than presently exists between Greenville and Augusta, Georgia (probably along the general alignment of U.S. 25).

U.S. 25 does not presently traverse any portion of Abbeville County. It passes through the Greenwood County portion of Ware Shoals. However, the plan concept (admittedly very generalized and hardly considered to reflect, at this early date, firm Highway Board policy) shows the proposed route passing west of the Saluda River in the northeastern neck of the county near Ware Shoals on its way to Greenwood. Whether or not the suggested route would actually follow this alignment is probably questionable. Indeed, it is somewhat premature to suggest that there will, indeed, be a "new route." Nonetheless, regardless of its final location, this route will be important to the county and its future development and should receive high priority in the county's thoroughfare planning efforts.

2. Regional Land Use Guide, Upper Savannah Regional Planning and Development Council. The above report, which has been cited several times before in this study, makes several recommendations regarding roadways in Abbeville County. Among them were the designation of S.C. 203 and 195 between Abbeville and Hodges, S.C. 28 between Abbeville and Anderson, S.C. 823 between Abbeville and Mount Carmel, and S.C. 28 and Roads 251 and 33 southward into Greenwood County toward Troy, as Historic and Scenic Highways.

This plan also reflected the location of the proposed I-30 corridor east-west through the southern portion of the county below Abbeville and Calhoun Falls. The I-30 concept is the dreamchild of a number of local groups in several states interested in providing

more direct roadway connections between Memphis, Tennessee, and Charleston. The proposal was presented publicly with much fanfare several years ago, but little has been heard of it since. Indeed, the prospects of such a roadway ever being programmed into the Interstate System are presently extremely remote (so much so that it is debatable that serious consideration should be given this highway concept in the county's transportation planning effort). The likelihood that such a highway would ultimately materialize on some sort of toll road basis is more reasonable, but still highly doubtful. In short, this roadway must be considered a "long shot", at the very least.

More realistic (although still far from becoming reality) are hopes for establishing some sort of Interstate-quality link between Greenwood and I-26. This, in essence, represents a substantially limited variation of the old I-30 corridor idea. This idea has recently been advanced and is being encouraged by the Greenwood Chamber of Commerce and other leaders in that community.

Realistically, Greenwood County's chances of getting such a connector must be considered slim. Nonetheless, better access between points in Abbeville County (particularly Abbeville and Calhoun Falls) and Greenwood is essential and should be a top priority in the county thoroughfare plan. Then, should Greenwood be able to get its connector, Abbeville County's access to the Interstate system (specifically I-26) will be substantially improved as well. In this respect, what's good for Greenwood County would also be good for Abbeville County.

3. Traffic Demands and Recommended Thoroughfare Plan, Abbeville, South Carolina. This plan was prepared for the City of Abbeville and its immediate environs by the State Highway Department in conjunction with that community's planning program in 1968. At that time, no action was taken on this plan locally and, consequently, since then it has been dormant.

However, interest in the plan on the part of the City's leadership was recently revived and meetings have been held with Highway Department officials regarding its possible implementation. Before any of the planned recommendations can be considered by the State Highway Commission for inclusion in its work program, the plan must be reviewed and adopted by city and county officials.

Among the proposals recommended in the plan are the following:

- a. Several downtown improvements including a connection between Green and Cherry Streets, Spring and Poplar Streets, and McGowen and Whitehall Streets.
- b. A SC 20-SC 72 by-pass and Southern Loop.
- c. An extension of Harrisburg Street to the proposed SC 20-SC 72 by pass.

With minor variations, local officials have adopted these proposals. They are included, as altered, in the plan presented later in this study.

4. Development Plan, Abbeville, South Carolina. At about the same time, this plan, which was cited previously in this report, contains recommendations which, in the main, mirror those proposed in the Thoroughfare Plan (see above) prepared for the City by the Highway Department. The major differences seem to be in the downtown area where the Highway Department version goes into more detail. In addition, the Development Plan shows an extension of the McGowen-Whitehall connector northward to Greenville Street, a connector between McGowen and Main Streets east of Henry Street, and some minor interior connectors between Main Street, Sunset Drive, and Harrisburg Street.

In view of the many plan proposals regarding Abbeville County thoroughfares and highways, it is interesting to note what activities are actually in the programming stage. The following projects in Abbeville County are presently scheduled on the Highway Department's six year program for Engineering District 2:

- a. SC 252 from the Abbeville-Greenville County line to Honea Path, 8.0 miles, Work Proposed: reconstruct to good two-lanes, Estimated Cost: \$700,000, District Priority: 11, Remarks: study to be made through Ware Shoals to eliminate hairpin turn, Status: project to be advanced to R/W plans.
- b. SC 72 from SC 81 in Calhoun Falls to the Georgia State

Line, 3.1 miles, Work Proposed: minor rebuilding including bridge, Estimated Cost: \$1,250,000, District Priority: 15, Remarks: hold for Trotter Shoals, Status: Deferred for consideration at a later date.

c. SC 72 from S-33 (South Main Street) in the City of Abbeville to the Abbeville-Greenwood County Line, 7.8 miles, Work Proposed: widen to four lanes, bridge over Long Cane Creek, estimated Cost: \$1,075,000, District Priority: 7, Status: deferred for consideration at a later date.

d. SC 203 and SC 185 from S-133 in the City of Abbeville to the Abbeville-Greenwood County line, 7.8 miles, Work Proposed: minor widening and upgrading, Estimated Cost: \$300,000, District Priority: 10, Status: deferred for consideration at a later date.

Thus, very few of the many ambitious highway plans for Abbeville County are presently programmed. Of the four currently listed on the six-year schedule, the two most significant, from the overall county's standpoint, are those pertaining to S.C. 72. One (b. above), would consist of minor improvements in the highway from Calhoun Falls to the Georgia Line. Trotters Shoals, however, would cover this area. Thus, action on these improvements is being delayed pending final decisions regarding the construction of the proposed impoundment. Indeed, Trotters Shoals, if built, would require major bridging (or possible even a rerouting) along S.C. 72 not presently scheduled.

The other improvement (c. above) would fulfill an important need in terms of improving access toward Greenwood from Abbeville and certainly deserves high priority consideration. At this time, though, action on it has been "deferred."

Certainly, improving Abbeville County's accessibility, in general, to other points in the region and the state, must rank as a most vital objective in local efforts to plan for future growth. Improving access within the county is extremely important, too. Trotters Shoals, if it becomes a reality, could produce a demand for a vastly improved roadway network in its vicinity, to make the lake readily accessible to visitors from points within and without the county. The future of Trotters Shoals will directly affect a number of Abbeville County's roads; among them S.C. 72, S.C. 71,

S.C. 184, S.C. 284, and 81. Major improvements, bridging, and/or rerouting will be necessary along most, if not all, of them if the lake is constructed.

To sum up, the present roadway system, with relatively modest improvements, appears sufficient to meet the county's current traffic needs. However, major improvements are required to improve the county's overall accessibility. This will become an increasingly critical need if Trotters Shoals is built. The plan must take this into account.

D. Land Use Problems and Prospects

Based on the preceding survey, following is a summary of what are believed to be the most significant problems and prospects related to past, present, and prospective land use development in Abbeville County.

1. Condition of Residential Structures. A visual assessment of the condition of residential structures was undertaken as part of the field survey completed in March. The results are reflected on Table V. The areas surveyed generally coincide with those reflected on Figures 7 through 12 for those localities listed.

All known residential structures were evaluated, including mobile homes. Among other things, the survey indicated a low density of housing units per acre. Apartment development was practically non-existent and duplexes occurred in only a few scattered pockets, primarily in Calhoun Falls and Lowndesville.

The survey further served to pinpoint the county's principal land use problems: the poor condition of residential structures. Although the evaluation of housing must be considered somewhat subjective, it suggests that poor housing conditions are the rule, rather than the exception, throughout the area surveyed. Specifically, 2,638 residences were rated. Of these, 398 were mobile homes. Of the remaining 2,240, 441, or 19.7 percent, were considered to be dilapidated to the point that they were totally unfit for human occupancy and economically unrepairable. Thus, almost one permanent residence out of five in the survey area should be torn down.

Nearly as many (429, or 19.2 percent) were felt to be deteriorated to a level where major repair would have been required

TABLE V
 CONDITION OF PERMANENT RESIDENTIAL STRUCTURES AND NUMBER OF MOBILE HOMES
 SELECTED AREAS IN ABBEVILLE COUNTY, 1973

Structures	Calhoun Falls		Due West		Donalds		Lowndesville		Ware Shoals		Lake Secession	Antreville	Lake Secession - Antreville Combined
	In City	Outside	In City	Outside	In City	Outside	In City	Outside	In City	Outside			
1. Permanent Structures													
Sound	135	56	114	50	22	25	11	9	92	32	77	21	98
Minor Repair	224	15	59	36	46	20	31	14	19	46	46	13	59
Deteriorating	165	10	37	39	29	9	18	6	5	25	27	16	43
Dilapidated	175	34	21	45	17	5	15	23	1	29	23	15	38
2. Number of Mobile Homes	75	10	27	25	9	11	11	4	10	20	96	2	98
TOTAL	774	125	258	195	123	70	86	56	127	152	269	67	336

Source: Field Survey, March, 1973, Vismor, McGill and Bell, Inc.

to make them habitable. Combined with the "dilapidated" category, nearly 40 percent of the housing surveyed was in such poor condition that their fitness for human habitation is most questionable.

Of the remainder, 742 (33.1 percent) were judged as completely sound and 628 (23.0 percent) needed only minor repair.

Following is a brief housing analysis by individual community. The analysis is limited to permanent housing. Mobile home conditions were not evaluated.

a. Calhoun Falls. The largest of the communities surveyed, it also has one of the most serious housing problems. An estimated 25.1 percent (more than one out of every four) permanent residential structures within the city rated as dilapidated. An additional 23.6 percent was considered to be in a deteriorating state (or in need of major repair). Thus, almost one-half of Calhoun Falls housing supply is in very poor condition.

Conversely, only 19.3 percent has judged to be of sound condition. Most of the housing (32.0 percent) was felt to need minor repair.

A high rate of dilapidated housing also exists outside the city limits (29.6 percent out of 125 surveyed) but there are significantly more sound structures (48.7 percent). Homes needing minor repair totalled 13.0 percent while the remaining 8.7 percent were classified as deteriorating.

b. Due West. Due West, within its corporate limits, had one of the highest percentages of sound structures (49.4 percent out of 115 permanent houses surveyed). An estimated 25.5 percent were in need of minor repair, 16.0 percent deteriorating and 9.1 dilapidated.

Outside the city, however, conditions were generally much worse. Only 29.4 percent of the 170 structures evaluated were found to be sound, 21.2 percent needed minor repair, 22.9 percent were deteriorating, and 26.5 dilapidated.

Thus, Due West is somewhat of an irony. Ordinarily,

poorer quality housing is found toward the central part of a municipality. In Due West's case, the reverse is true. Its principal housing problems are found in its suburbs.

c. Donalds. Almost the reverse is true in the case of Donalds. Only 19.3 percent of the 114 homes rated in this community were classed as sound, whereas, on the outskirts, 42.4 percent out of 59 surveyed were so judged.

Most of the housing in Donalds (40.4 percent) rated as in need of minor repair, 25.4 percent was deteriorating, and 7.3 dilapidated.

Outside the town, 33.9 percent needed minor repair, 15.2 percent was deteriorating and 15.7 percent was dilapidated.

d. Lowndesville. Generally, housing conditions in the Lowndesville area are below average. In the town, an estimated 44 percent of the 75 rated were considered to be marginal for occupancy (24.0 percent deteriorating, 20.0 percent dilapidated). Of the rest, only 14.7 percent were considered sound while the largest number (41.3 percent) were in need of minor repair.

The housing problem was especially critical outside of the town where 44.2 percent of the 52 structures surveyed were dilapidated. This was the highest percentage of dilapidated housing in any of the areas surveyed. Only nine structures (17.3 percent) were sound, 26.9 percent needed minor repair, and the remaining 11.6 percent were deteriorating.

e. Ware Shoals. Within those portions of Ware Shoals located in Abbeville County, the quality of housing was the best of all areas surveyed. In the incorporated area, 78.6 percent of the 117 structures evaluated were judged to be sound, 16.2 percent were in need of minor repair, 4.3 deteriorating, and 22.0 percent dilapidated.

f. Lake Secession. The Lake Secession area, as surveyed, included Antreville. Neither of those areas is, of course, incorporated. Of the two, housing is generally better in the immediate vicinity of Lake Secession. This is not too surprising since much of the residential development in this area is reasonably new.

There is, however, substantial evidence of poor housing, a particularly unfortunate circumstance since it detracts from the desirability of this recreational resource. Near the lake, 44.5 percent of the 173 houses classified are sound, 26.6 percent in need of minor repair, 15.6 percent deteriorating and 13.3 percent dilapidated.

In and around Antreville, 23.1 percent of the 65 structures rated were dilapidated, an extremely high percentage, and 24.6 percent deteriorating. Together, this accounts for near half of Antreville's housing. Of the remainder, 32.3 was sound and 20.0 was in need of minor repair.

In summary, there is a high percentage of substandard housing in Abbeville County. It is a trend which must be checked since blight has a way of spreading. Of perhaps greater concern is the fact that neither the county nor any of the towns surveyed have any means of controlling the problem. Adequate codes and regulations, as well as enforcement capabilities, simply do not exist.

2. Mobile Homes. Perhaps one of the most dramatic trends in recent years nationally has been in the form of the mobile home. Its popularity as a modern mode of living is clearly apparent in Abbeville County. In the area surveyed, 398 or 15.1 percent of all residential structures surveyed were mobile homes. As might be expected, the largest concentration (96) was around Lake Secession, but they were prevalent elsewhere, too. There were 75 in Calhoun Falls, making up 9.7 percent of that community's total housing supply. Over 10 percent of the housing in Due West and Lowndesville is made up of mobile homes.

Mobile homes serve a valuable purpose by providing low-cost housing to many people who can't otherwise afford them. But, from a land use standpoint, they can cause problems, too. There are very few mobile home parks in Abbeville County. Most of these facilities are located on individual lots. This is all right as long as neighbors don't object but, invariably, sooner or later, neighbors do object.

Nonetheless, it is a problem that won't disappear. Mobile home production is increasing. There will be more of them in the county. Consequently, the need for Abbeville County (and the various

towns surveyed) to establish and administer sound policies regarding mobile homes and their location is immediate.

This need is further compounded by the prospect of the Trotters Shoals project.

As the Lake Secession experience proves, mobile homes are attracted to water-oriented recreational resources. From an economic and recreational standpoint, Trotters Shoals would be much more significant to the future of Abbeville County. It, consequently, behooves Abbeville Countians to decide soon what sort of land development they want around the proposed lake and move quickly, in conjunction with the Corps of Engineers, to implement the protective measures necessary to assure proper growth.

3. Accessibility. The fundamental objective of a transportation system is to expedite the movement of people and goods between destination points as safely and efficiently as possible.

Abbeville County's system, as it has developed to date, falls short of this objective. In fact, it has many inherent deficiencies which have affected the County's development.

First of all, it is not really a "system" in the true sense of the word. As has been the case in many areas, the highway network simply happened...it developed over the years in response to the needs of the moment. As a result, it suffers from shortcomings both in terms of moving traffic internally (within the county) and externally (to points outside of the County and to points in the county from the outside).

The classic example is the poor relationship of the county to the Interstate System, the vital limited access high-speed highway network which connects key areas throughout the nation. Nor is accessibility between major traffic generators within the county considered optimum.

Should the Trotters Shoals project be carried out, the accessibility problem would be compounded. If, for example, the facility lives up to its potential as a major recreational attraction, it could draw substantial numbers of visitors, thus creating a greater need to improve access to the county from points outside. This

will, in turn, likely necessitate the elevation, in status, of the roads needed to provide principal access to the lake, particularly S.C.81 which would become the major service artery paralleling the eastern shore of the impoundment. Further, the need for expensive improvements, such as bridges and, in the case of S.C 72, possibly even a rerouting, will be generated by the lake project.

In view of the prospective impact of Trotters Shoals, the biggest concern, to date, in terms of highway development is the fact that little, if any, transportation planning for the county seems to take into account the possibility that Trotters Shoals might happen. Of all the roadway "plans" and "programs" previously described, only one project acknowledges Trotters Shoals (improvements on S.C. 72 west to the Georgia Line from Calhoun Falls). This project has been deferred pending a final decision on the proposed facility.

In sum, the general accessibility of Abbeville County via highways and thoroughfares is a problem which must be dealt with in the Plan. Particular attention must be paid to Trotters Shoals and its prospective relationship to the county's roadway network. Its potential is too great to be treated as lightly, in terms of highway planning, as it has been to date.

4. Trotters Shoals. Trotters Shoals is a dam and reservoir project proposed for construction on the Savannah River by the U.S. Corps of Engineers. Following are some significant facts provided by the Corps on the proposal:

a. <u>Proposed Location</u>	<u>Miles</u>
Distance above mouth of Savannah River	275.1
Distance above Savannah, Georgia	262.0
Distance above Augusta, Georgia	63.0
Distance above Clark Hill Dam	37.4
Distance below Hartwell Dam	29.9
b. <u>Drainage Area (Proposed)</u>	<u>Square Miles</u>
Above mouth of Savannah River	10,579
Above Augusta, Georgia	7,245
Above Clark Hill Dam	6,144
Above Trotters Shoals damsite	2,900
Above Hartwell Dam	2,083
Between Trotters Shoals and Hartwell Dams	812

c. <u>Other Facts</u>			
1.	Stream Bed (excluding islands)		2,400 Acres
		<u>Georgia</u>	<u>South Carolina</u>
2.	Stream Bed Shoreline (approx.)	75 miles	65 miles
3.	Lake Acres @ 475' Elevation	11,800 acres	14,800 acres
4.	Lake Shoreline	248 miles	292 miles
5.	Land Acres	13,700 acres	11,800 acres
6.	Recreation Land Acres	2,900 acres	4,100 acres
7.	Total Land	16,600 acres	15,900 acres
8.	Total Land Required for Project (includes 2,400 acres of river bed)	28,400 acres	30,700 acres
9.	Area Inundated (Lake area less stream bed)	10,100 acres	13,200 acres
d. <u>Project Cost</u>			
	Total project cost (March 1971 base)		\$142,000,000 ⁷
e. <u>Annual Benefits</u> (estimated by the Corps of Engineers)			
1.	Hydroelectric power		\$7,974,000
2.	Flood control		55,000
3.	General recreation		2,767,300
4.	Fishing		1,037,700
5.	Area redevelopment		720,000

The dam would be specifically located on the river near the Abbeville-McCormick County line. The top of the dam would be approximately 495 feet above sea level while the streambed would be at 300 feet. The spill way crest is presently set for 436 feet. Thus, the lake's depth would be well in excess of 100 feet. A concrete gravity and earth embankment structure, the dam would be more than a mile long (1,639 feet of concrete section, 4,696 feet of earth).

While the Corps cautions that the above figures are subject to change (construction estimates have already risen sharply),

⁷More recent estimates suggest that the cost would be closer to \$162 million.

it is obvious that, in many respects, Trotters Shoals would pose significant ramifications for Abbeville County. Most of the lake's South Carolina shoreline would, for example, be in Abbeville County. In addition to the Savannah, land areas surrounding the Rocky River will be inundated. Indeed, most of the 11,800 acres of South Carolina land to be flooded would be in Abbeville County.

While the project cost would be expensive, enormous economic benefits, according to the Corps, would accrue annually (many of them, presumably, to the Abbeville County area). Almost every phase of life in the county stands to be affected by Trotters Shoals---people, economy, land use, recreation, thoroughfares, etc.

Obviously, it offers the likelihood of becoming THE major influence on the course of the county's future growth if it becomes a reality.

Therein lies the difficulty. Is Trotters Shoals to be or isn't it? From the standpoint of land use planning, it is most difficult to deal with Abbeville County's potential until the outcome of the project is known. What, then, is the status of Trotters Shoals?

Based on the following newspaper article, which was extracted from the August 27, 1973 issue of the Greenwood Index-Journal, the project's present prospects are doubtful:

"The Nixon Administration appears to be abandoning the controversial Trotters Shoals dam and reservoir project on the Savannah River near Calhoun Falls.

A story in Sunday's State newspaper reported the federal officials displayed very little enthusiasm for the \$162 million project.

No new funds were requested for Trotters Shoals in the Administration's 1974 budget, and the environmental impact statement on the project has been awaiting final clearance by the Secretary of the Army for a year.

Trotters Shoals is a project of the Army

Corps of Engineers. Jack Ford, senior assistant to Secretary of the Army, Howard Callaway, in charge of Army Engineers' projects, said the impact statement was full of 'legal inadequacies,' but declined to elaborate.

Ford also acknowledged the Army is not pushing to get work on the project started. 'Let's face it. There are some problems with Trotters Shoals. There are some problems with support from Georgia.'

Georgia Governor Jimmy Carter has expressed reservations about the project, he said. If either Carter or Governor John C. West were to object outright to Trotters Shoals it would be abandoned.

Ford said Army Engineers policy requires approval from the governors of all states affected by an interstate project before construction can begin.

About \$3.2 million has been allocated for Trotters Shoals since it was proposed in the early 1960's. Of that amount \$800,000 has not been spent.

The cost of the dam was estimated at \$75 million when it was proposed. However, inflation has boosted the cost estimate to \$87 million and the price tag is expected to rise still higher before actual construction starts.

New rules on Army Engineers' projects being drafted by the Federal Water Resources Council could jeopardize the future of Trotters Shoals. The new rules, expected to be forwarded to Congress within the next two weeks, will reportedly result in considerable cutbacks in the \$2.7 billion annual federal outlays for water projects other than sewage plants.

A Water Resources spokesman said all

authorized but unfunded projects will have to be measured against the new guidelines. Agency heads must decide whether such projects need to be re-submitted to Congress for re-authorization, he said.

If Secretary Callaway decides to re-submit Trotters Shoals, Congress could be faced with a long and bitter struggle over re-authorization. When the project was approved for the first time, it took several years to work out a compromise between private and public power interests.

A renewal of the authorization battle would cause the introduction of a new emotional element-- environmental concern. Environmentalists are opposed to Trotters Shoals because they say it would do irreparable harm to the area's ecology.

Their specific claims are that it would flood virgin forest land, destroy trout streams and fish spawning areas and eliminate the last free-flowing link in the Savannah River. The dam would be build between the Hartwell and Clark Hill reservoirs.

Trotters Shoals proponents are hoping the Secretary of the Army will decide the project does not need to be re-authorized so a fierce battle over the environment can be avoided."

The article summarizes many of the problems which have plagued Trotters Shoals almost from its conception.

In short, the problem, from a land use standpoint, that Trotters Shoals presently poses is whether or not it is going to happen. A definite decision on this matter, one way or the other, would make plan formulation efforts much easier.

5. Summary. Like any area which has experienced growth, Abbeville County has developed existing and potential land use problems. Those considered to be most significant--housing conditions, mobile homes, accessibility, Trotters Shoals--have been

briefly evaluated in this section.

Better planning, combined with enforceable land use controls, seem to be the answer to regulating the first two problems. Accessibility is a complex problem as well. It is felt that a plan, which emphasizes the County's road needs as part of a coordinated "system" to deal with present and future needs is essential. This "system" concept has been lacking in past road development efforts.

Almost everything related to the county's future, though, is tied to the one big IF: Trotters Shoals. From a planning standpoint, the biggest problem is the uncertainty of the project. Frankly, chances that the venture will be undertaken (at least in the foreseeable future) seem to be diminishing. Nonetheless, until the issue is definitely resolved, it must be assumed for purposes of developing the Plan presented in the next section, that Trotters Shoals will be fact rather than fiction.

THE PLAN

The proposed Land Use and Major Thoroughfare Plan for Abbeville County is presented, in generalized form, on Figure 13. Recommended plans for the selected "growth" areas of the county given special attention in this report are illustrated in Figures 14 through 19. They can be viewed as integral parts of the overall Development Plan shown on Figure 13.

I. The Overall County Plan

Basic to the plan concept, of course, is the previously stated assumption that Trotters Shoals will become a reality. Should this not be the case, substantial modifications in planning policy, particularly in terms of land use and thoroughfare proposals, will be necessitated. It was, nonetheless, considered more prudent at this point, to develop the Plan on the assumption that the project would be under taken, in order that the county might be prepared for the ultimate in development.

A. Land Use

As reflected on Figure 13, future growth is proposed to be concentrated primarily in and around existing incorporated areas. Recommended land use is shown on a more detailed basis for these areas in Figures 14 through 19. Growth should be encouraged on a concentrated, rather than a scattered, basis. In addition to assuring a more economical use of land, it enables a more efficient provision of public services, such as water and sewer.

Of course, the major potential "land use" growth influence in the county will be Trotters Shoals. Because the project is presently so tentative, little is known in terms of what sort of development the Corps of Engineers will permit along its shoreline. It is reasonable to expect, though, that it will be similar to that found and/or proposed around similar impoundments such as Lakes Hartwell and Clark Hill.

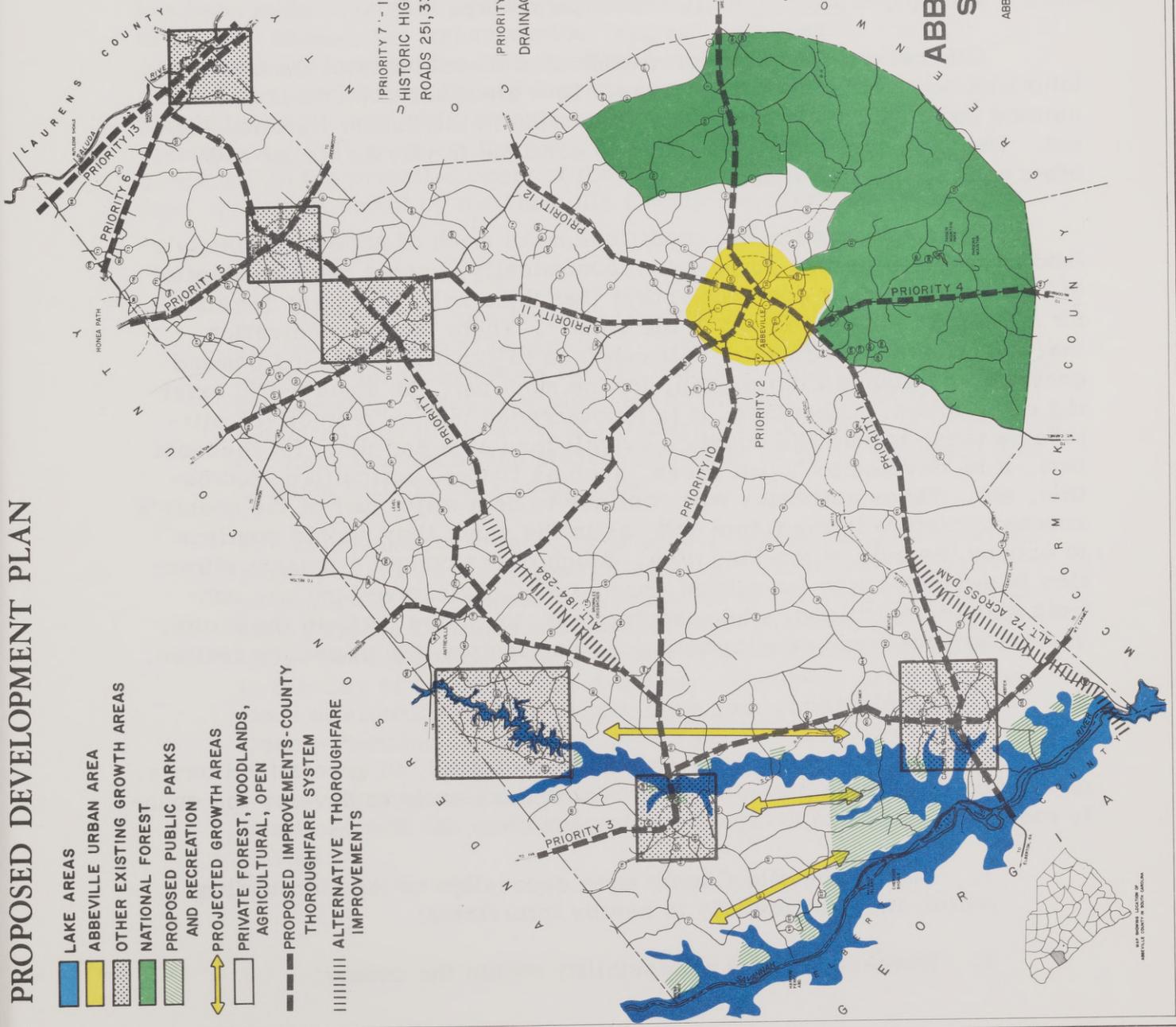
Figure 13 indicates the general location of the proposed lake and suggests that its environs will be the site of a major growth impact. If uncontrolled, land development in the vicinity of Trotters Shoals could be of such a nature that the lake, and its ultimate value to the county as a economic and recreational resource, will not be realized.

Therefore, it is recommended that, if and when, the Trotters

Figure 13

PROPOSED DEVELOPMENT PLAN

- LAKE AREAS
- ABBEVILLE URBAN AREA
- OTHER EXISTING GROWTH AREAS
- NATIONAL FOREST
- PROPOSED PUBLIC PARKS AND RECREATION
- PROJECTED GROWTH AREAS
- PRIVATE FOREST, WOODLANDS, AGRICULTURAL, OPEN
- PROPOSED IMPROVEMENTS - COUNTY THOROUGHFARE SYSTEM
- ALTERNATIVE THOROUGHFARE IMPROVEMENTS



PRIORITY 7 - IMPROVE AND DESIGNATE SCENIC AND HISTORIC HIGHWAYS: S.C. 203-185, S.C. 28, S.C. 823, ROADS 251, 33

PRIORITY 8) - GENERALLY IMPROVE STORM DRAINAGE THROUGHOUT COUNTY

ABBEVILLE COUNTY SOUTH CAROLINA

PREPARED FOR THE
 ABBEVILLE COUNTY PLANNING COMMISSION
 BY
 VISMOR, MCGILL & BELL, INC.
 COLUMBIA, SOUTH CAROLINA

SCALE OF MILES
 1972

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH THE FEDERAL HOUSING AND URBAN DEVELOPMENT ACT, AS AUTHORIZED BY THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT.

DATE SHOWN LOCATION OF ABBEVILLE COUNTY IN SOUTH CAROLINA

SCALE: SOUTH CAROLINA STATE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Shoals project is pursued in earnest, Abbeville County officials join other appropriate public and private agencies in working for the preparation of a detailed Land Use Plan and Policy for the Trotters Shoals shorelines. Among other things, there should be adequate provision for public access to the water facility. Precise ground rules for the use of land, as well as the disposition and regulation of same, should be clearly set forth prior to the project's completion and should be actively enforced. In terms of the county's future, no other planning recommendation in this report is as important. However, until the question of Trotters Shoals is definitely resolved, an extensive expenditure of time and money in such a planning effort presently seems premature.

Otherwise, the plan recommends that the majority of the county's land area be retained in "open" uses. To a great extent, this is assured since a large portion of the county is located in the Sumter National Forest. The remainder is recommended to continue in private timber and other agricultural activities.

Soils and topographic conditions make much of Abbeville County's land unusable for urban purposes. Economically, except for the potential of Trotters Shoals, it does not appear that there will be a great demand for new land for development in the county. There is some indication that the manufacturing sector will continue to expand. The land demand generated by such activities can, for the most part, be absorbed in existing urban areas. Otherwise, it is recommended that a "protective" attitude be taken toward the county's overall land area and that, for the most part, it be devoted to "open" uses, such as timber, agriculture, recreation, etc. These activities will continue to be a major part of the county's economic picture in the future and, as in the past, they should continue to occupy the bulk of the land area. Much of the county's present attraction is attributable to its natural, open state. Aggressive land use controls should be utilized, where appropriate, to assure that, in the future, unplanned, scattered development does not destroy this appealing feature.

B. Thoroughfares

A county-wide thoroughfare plan is indicated, in generalized terms, on Figure 13. The basic philosophy behind the plan is to develop the county roadway network as a "system," designed to:

1. Make Abbeville County more accessible to the surrounding region and, particularly to nearby Interstates;
2. Increase internal accessibility within the county;

3. Provide options and alternates based on the assumption that Trotters Shoals will become a reality, said alternates designed to make that facility and the growth areas in its vicinity more accessible to visitors; and

4. In general, encourage the movement of people and goods on the county's highways as quickly, safely, and efficiently as possible.

Like land use, highway proposals indicated on the plan will be affected by the outcome of the Trotters Shoals project. While an effort has been made to provide options and alternatives whatever happens to Trotters Shoals, the transportation "system" and specific road improvements proposed in the Plan (as listed on a priority basis below) assume that the Trotters Shoals dam and reservoir project will materialize. Should this not occur, adjustments in some of the priorities may well be appropriate. Following are the specific priorities for roadway improvements within the overall concept of the Abbeville County Thoroughfare Plan, as recommended by the Abbeville County Planning Commission.

Priorities:

1. Upgrade and four-lane SC 72 between the Georgia State line and the Greenwood County line. Change completion date to 1980 for SC 72 from Greenwood County line to SC 28 by-pass in the City of Abbeville. Make provisions for an Alternate 72 and bridge across the dam in the event the Trotters Shoals project is carried out (thus inundating the present alignment of SC 72 westward from Calhoun Falls to the Georgia line).

2. Improvements in the City of Abbeville street system generally proposed in the 1968 Highway Department Thoroughfare Plan prepared for the City. Readers are referred to the 1968 Thoroughfare Plan ("Traffic Demands and Recommended Thoroughfare Plan, Abbeville, South Carolina") for a listing of recommendations related to the City of Abbeville street system. However, several variations or amendments to that plan have been recommended by the County Planning Commission, which are listed below:

a. A by-pass from SC 72 to SC 203 near Abbeville High School, combined with the up-grading of Branch Street to Wright Middle School.

b. A widening and improvement of Greenville Street and the storm drain facilities along Greenville Street;

c. A SC 20 - SC 72 by-pass (actually an extension of the SC 203 - SC 72 by-pass previously recommended);

d. An Industrial Park connector from S-271 near Bloomsburg to S-32 (Haigler Street);

e. The cleaning of creeks that flow through the city.

3. Improve and straighten SC 81 in its entirety in Abbeville County between the Anderson and McCormick County lines. In addition to serving existing and proposed industrial plants in this area, this roadway would be a principal artery to and around Trotters Shoals. A bridge across the Rocky River leg of the proposed Trotters Shoals impoundment immediately east of Lowndesville must also be considered. If Trotters Shoals is to be built, this appears to be the only logical point to cross the lake north of the dam. Such a bridge will be essential to make Lowndesville and other points between the Rocky and Savannah River tributaries of the impoundment accessible by land to the remainder of the county. The priority ranking of this project is particularly vulnerable to the outcome of Trotters Shoals. If the lake is built, it must be given high priority. If not, it might well take a back seat to other proposed roadway improvements which might then be deemed more critical.

4. Improve SC 28 and initiate action to have it designated as a federal highway (Tourist Trail). This highway should be up-graded to improve access between the county and Interstate 85 at Anderson, it should also be improved southward towards Augusta and I 20. Ultimately, it should be four-laned. It is already used extensively by tourists, hunters, fishermen, and recreation-seekers headed for the Sumter National Forest, Lake Hartwell, Clark Hill, etc. If Trotters Shoals materializes, additional recreational-oriented traffic will be attracted to this roadway.

5. Four-lane US 178 from the Greenwood to the Anderson County line, through Donalds to Honea Path.

6. Improve SC 252 from the West End - Ware Shoals area to Honea Path, including elimination of hairpin turns in Ware Shoals.

7. Improve and designate the following highways in the county as historic and scenic highways, in accordance with recommendations contained in the Regional Land Use Guide, published in 1972 by the Upper Savannah Regional Planning and Development Council: SC 203 - 185 between Abbeville and Hodges; SC 28 between Abbeville and Anderson; SC 823 between Abbeville and Mt. Carmel; SC 28 and Roads 251 and 33 southward into Greenwood County towards Troy.

8. Improve the county's overall storm drainage system including cleaning out of small streams which are health, safety, and flood hazards.

9. Improve and up-grade SC 184 - 284 between SC 252 and Ware Shoals to its intersection with SC 71 east of Lowndesville. Traveling southwest across the county, this is a principal internal artery connecting many of the county's urban areas including Ware Shoals, Donalds, Due West, and Lowndesville. The importance of this route will be greatly enhanced if Trotters Shoals is built.

As part of this project, a rerouting of SC 184 or 284 to provide for a standard 90-degree intersection between the two where they intersect with SC 28 in the Antreville area is proposed. Another alternative would be a straighter alignment crossing SC 28 further south as indicated on Figure 13.

10. Up-grade and improve SC 71 between Abbeville and Lowndesville. This improvement is also considered important to internal county circulation. If Trotters Shoals is built, it would also provide the main access between Abbeville and points on the upper portion of the Rocky River branch of the Lake. Again, as noted in the discussion of Priority 3 above, a critical element of this improvement would be the bridging of Trotters Shoals immediately east of Lowndesville.

11. Up-grade SC 20 between Abbeville and the Anderson County line. This is another route that is critical to internal county circulation, particularly between the Due West - Donalds area and Abbeville, the County Seat.

12. Improve SC 203 and 185, leading from Abbeville northeasterly to the Greenwood County line.

13. Re-route US 25 through Abbeville County and up-grade to four lanes as proposed on the State Highway Department's 1990 Statewide Arterial System Plan for South Carolina.

In summary, the proposed improvements, as indicated on Figure 13 and listed above by priority, are intended to develop the Abbeville County road network into a "system", designed to meet the goals and objectives stipulated earlier in this section. The improvements and the priorities attached to them are sufficiently flexible to adapt to Trotters Shoals, whatever its outcome. Indeed, this project will exercise great influence on the ultimate location and priorities of a number of the improvements proposed above.

C. The Growth Areas

With the exception of those areas located in the vicinity of the proposed Trotters Shoals project, no drastic changes are recommended in the land use plans for each of the six growth areas under consideration in this study (Figures 14 through 19). The lake, if it becomes a reality, would, of course, be expected to have a major effect on land use and thoroughfare patterns in the vicinity of Calhoun Falls and Lowndesville, in particular.

The key to future land use development in these areas is believed to be control. The patterns are already established. The quality of development that occurs in the future will be a direct reflection of the type of controls instituted and the caliber of enforcement of such controls. Lack of control in the past has already produced certain problems such as poor quality housing (which is evident throughout the county) and scatteration of new development, particularly mobile homes.

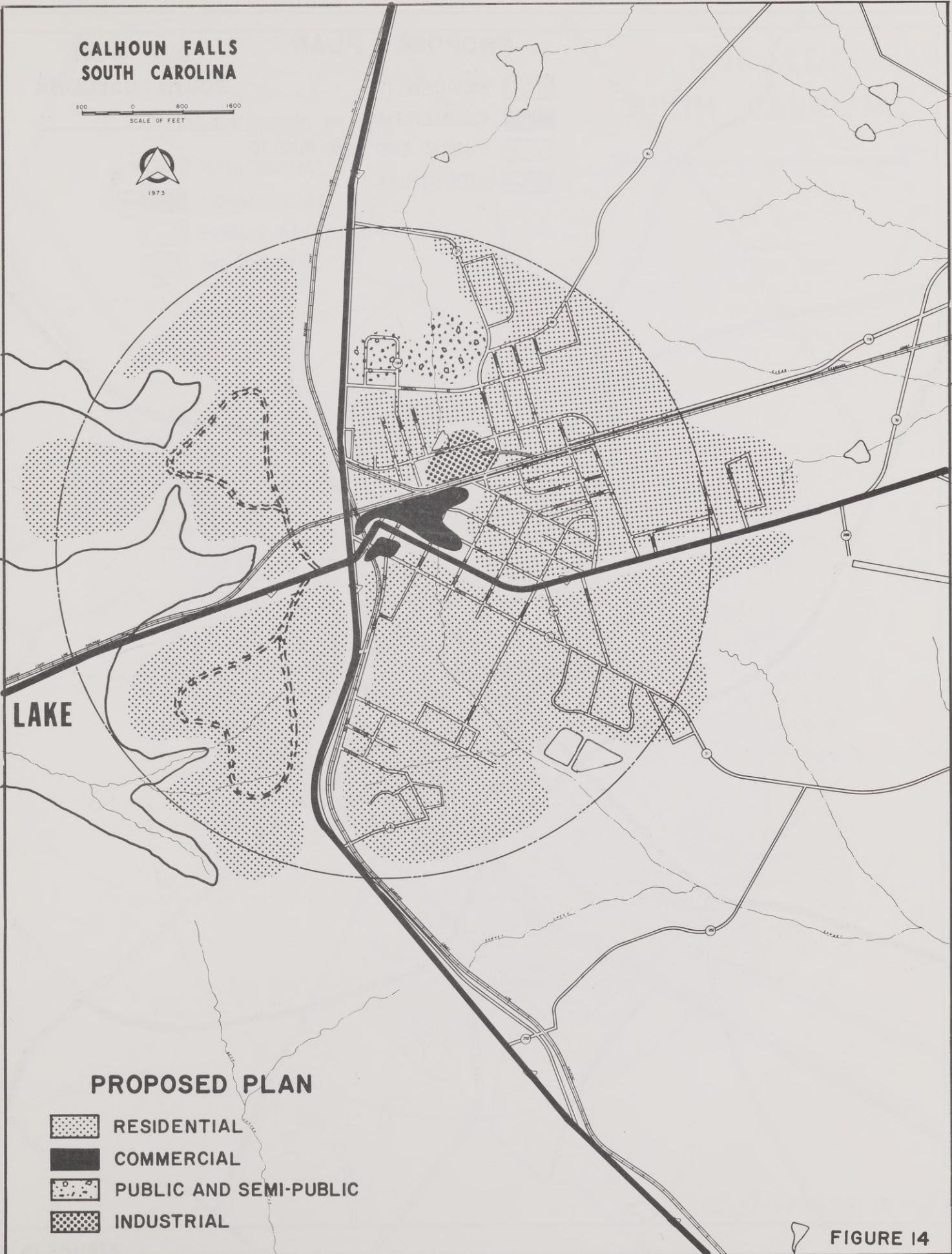
Thus, quality future land use development in Abbeville County and particularly, the six selected growth areas, is believed to be dependent on the establishment of sound development policies and the implementation of these policies. For this reason, the next section sets forth land development policies for the consideration and, hopefully, adoption by appropriate municipal and county officials. The establishment of such policies would, in turn, provide the framework for the adoption and enforcement of certain regulatory measures designed to implement the policies proposed.

CALHOUN FALLS SOUTH CAROLINA

300 0 800 1600
SCALE OF FEET



1973



PROPOSED PLAN

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL

FIGURE 14

PROPOSED PLAN

DUE WEST SOUTH CAROLINA

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL

800 0 800 1600
SCALE OF FEET



1973



FIGURE 15

DONALDS SOUTH CAROLINA

PROPOSED PLAN

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL

800 0 800 1600
SCALE OF FEET

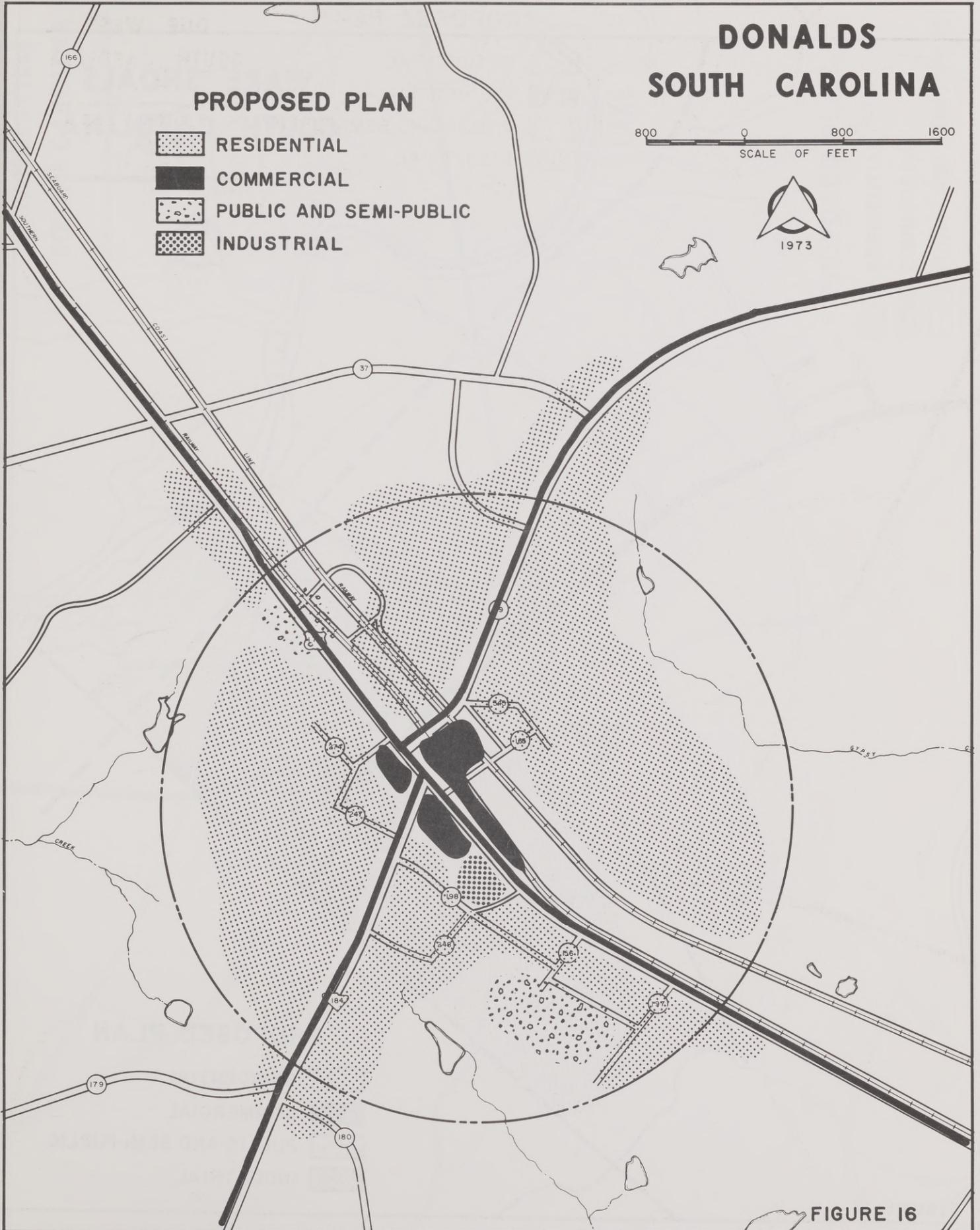


FIGURE 16

WARE SHOALS SOUTH CAROLINA

800 0 800 1600
SCALE OF FEET

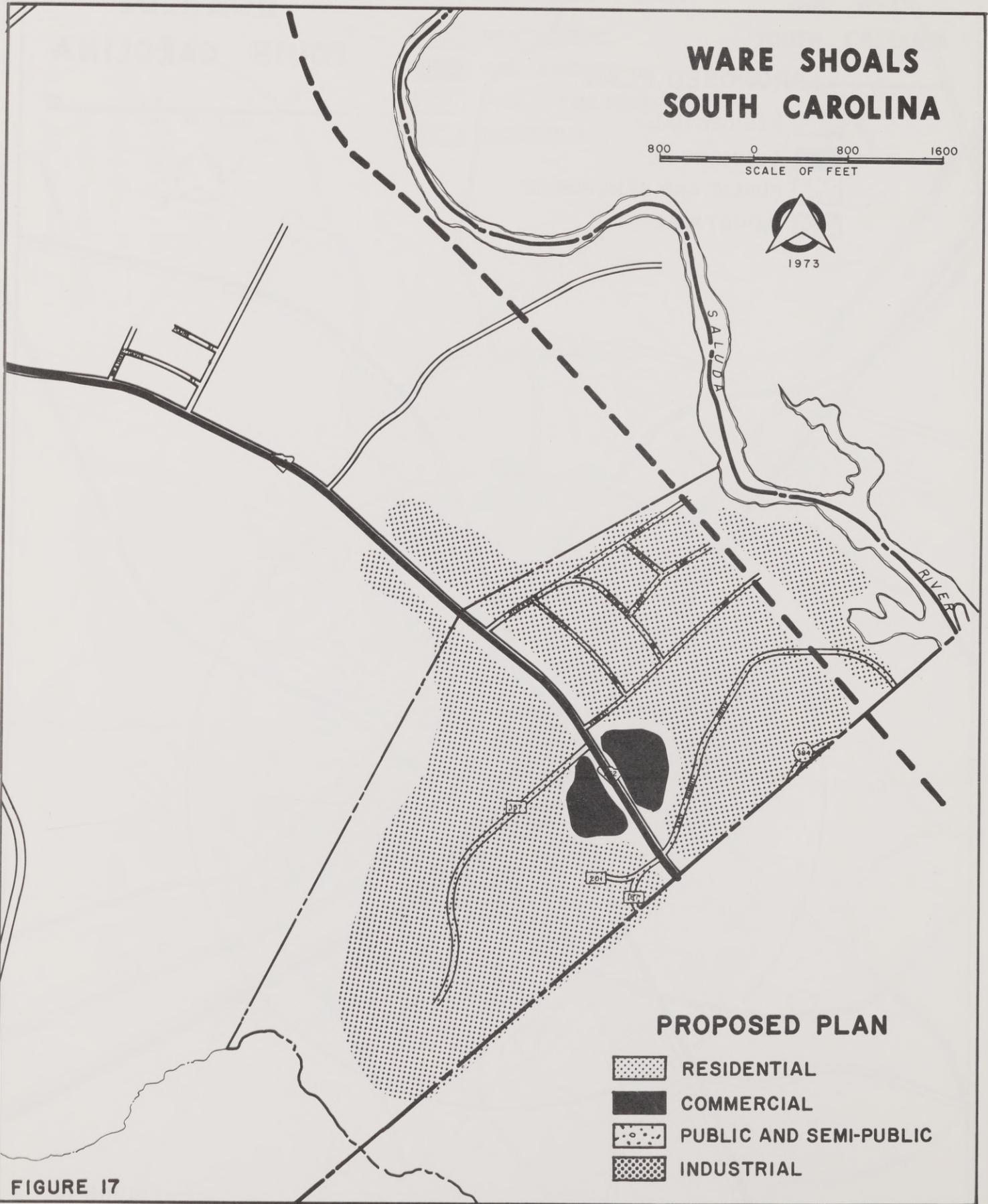


FIGURE 17

LOWNDESVILLE SOUTH CAROLINA

800 0 800 1600
SCALE OF FEET



LAKE

PROPOSED PLAN

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL

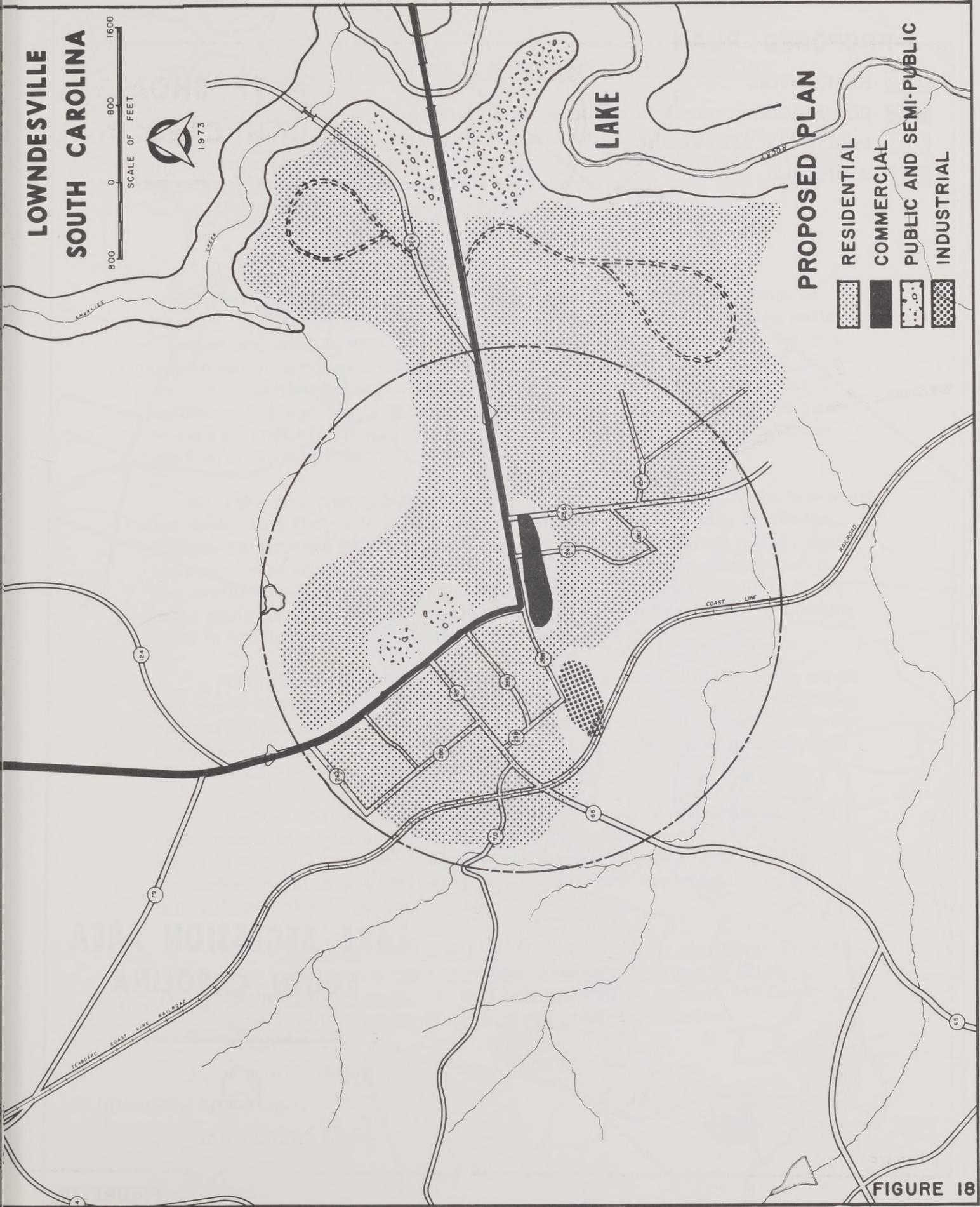
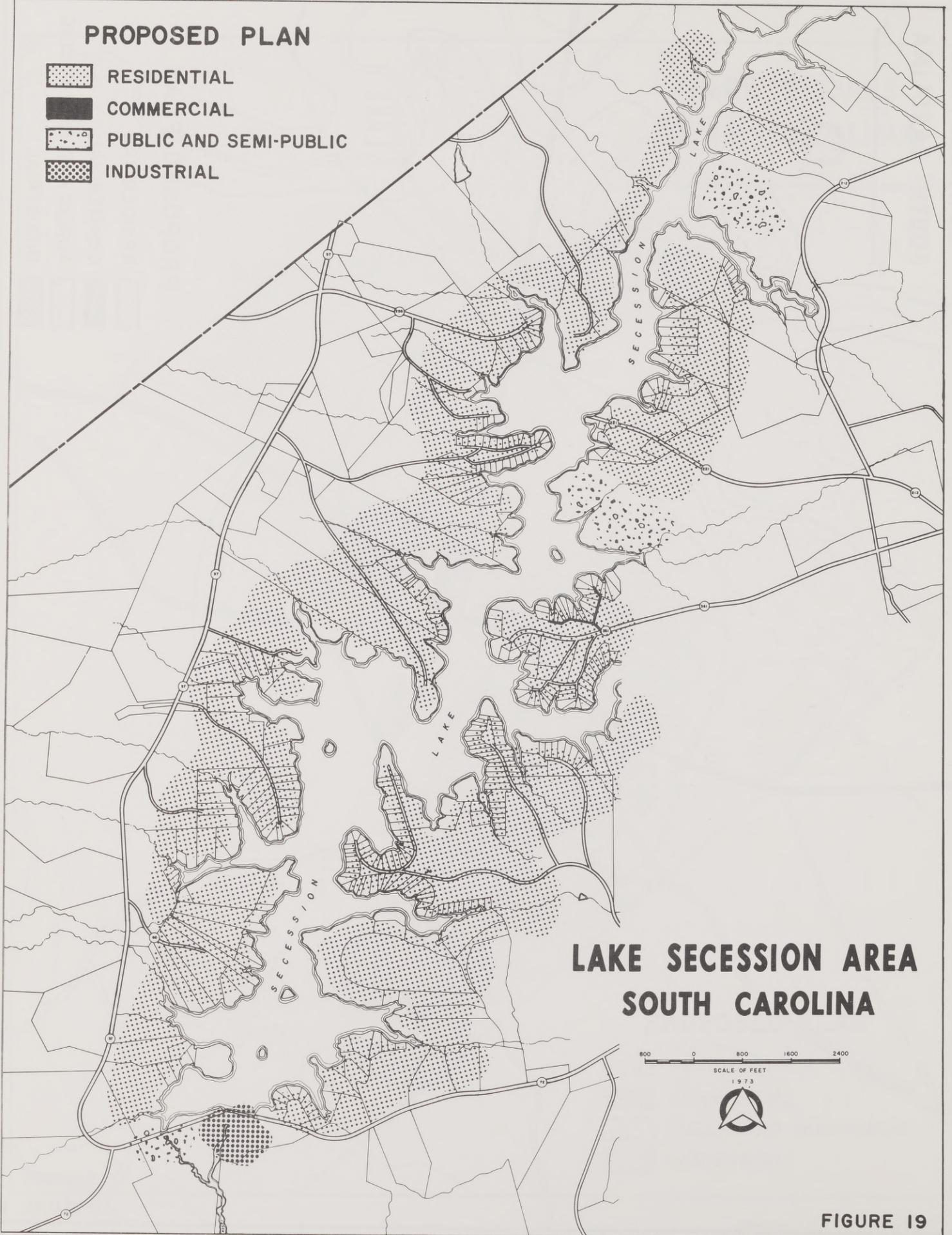


FIGURE 18

PROPOSED PLAN

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC AND SEMI-PUBLIC
-  INDUSTRIAL



LAKE SECESSION AREA SOUTH CAROLINA

800 0 800 1600 2400

SCALE OF FEET

1973



FIGURE 19

LAND DEVELOPMENT POLICIES AND IMPLEMENTATION ACTIONS

The purpose of this section is to develop a statement or series of statements articulating land development policies for Abbeville County and the incorporated areas within the County. These policies are intended to help translate the generalized land development plan into a more meaningful guide to future development.

A. Urban Service Policies

Urban service policies are particularly critical to the future of the county. Abbeville County, like many other counties, is being called on today as never before to provide urban type services -- services that traditionally have been provided by municipalities. Yet, like most counties, it is neither organized nor equipped to do so. It was never the intention of the authors of the State Constitution to give counties the same powers as municipalities. They were viewed as rural entities, without need of urban services.

Time has changed this concept, however. County residents now are demanding the same urban services and facilities as city residents. Such demands have led to city-county consolidation in some areas, and have prompted numerous other counties to modernize and reorganize to the extent necessary to provide urban services. Abbeville County is among many in South Carolina which have recently reorganized its government in order to more efficiently serve its citizens.

There is no question that urban services such as community water and sewer systems, garbage collection, police protection, recreation facilities, etc., are essential to the development of rural areas. The only questions arising over such services are (1) how best provide them, and (2) in which areas of the county?

Recent changes in the State Constitution may require even more adjustments in the structure of the county's governmental format. A study of this question as it relates to Abbeville County is scheduled to get underway shortly. Following this evaluation, the adoption of certain policies should be considered. Among them:

1. Cooperate with municipalities with the capability to provide services beyond their coporate limits and define the future service boundaries of each. In this way, it will be possible to determine how best to service an area when service is needed.

2. Adopt a criteria for evaluating the need for urban services and establish a priority for providing such service based on this need. The criteria should consider the following factors:

a. That the project conforms to local comprehensive development plans.

b. That it increases the potential for safe, healthful housing and blight-free residences and neighborhoods.

c. That it creates orderly development, gradual renewal and rejuvenation of older residential areas.

d. That it encourages private and public housing development to meet the needs of senior citizens, poor and disadvantaged.

e. That it reflects the coordinated development of all utility and public service systems.

f. That it provides for the development of adequate water and sewer facilities in advance of urban growth.

g. That it provides adequate fire services necessary to insure the safety, health and welfare of the public.

h. That it will accommodate sanitary sewerage treatment for public and industrial wastes.

i. That it better insures the elimination of water pollutants from industry, agriculture, and municipalities as means of maintaining clean water.

j. That it reflects cooperative efforts between governmental entities resulting in improved local governmental efficiency and eliminates duplication of effort.

3. Formulate a public facilities plan for the county. This plan should include an inventory and analysis of all public facilities, along with recommendations and policy statements governing the improvement and extension of all urban services.

4. Review all future rights-of-way or easements for railroads, transmission lines for electric and gas utilities, water mains,

sewer outfall lines, and other utilities. Major utility rights-of-way or easements can have a detrimental effect upon the development of nearby land if they are improperly located. Future proposals for such rights-of-way or easements should be reviewed by the County Planning Commission to insure their conformity with all elements of the Comprehensive Plan.

B. Industrial Development Policies

The industrialization of an area does not just happen. It must be sold to a prospective developer on the basis of what it has to offer. And in order for the county to have something to offer, the following action is recommended:

Reserve adequate and suitable space for industrial development so that it will be available when it is needed. The identification and reservation of adequate sites for industrial purposes is critical to the future development of the county. The county contains a comparatively small amount of developable land. In turn, only a small percentage of this property has the characteristics required by industry. Thus, it is especially important that it be protected against encroachment from scattered residential or other incompatible development. Thanks to the hard work of its Development Board, Abbeville County historically has a good record in this area. It must be continued.

Again, the key word here is "control". It's not enough that adequate sites be earmarked. They must be under the control, to the greatest extent possible, of the Development Board in order that they will be available, when needed, for industrial purposes at a reasonable price.

C. Residential Development Policies

Plans for future residential development should provide for a wide range of housing types in areas suitably accessible to employment, recreation, schools, and shopping. Adequate buffering and open space should separate residential neighborhoods from the blighting influence of business, industrial and other incompatible activities. The densities proposed for such areas should be scaled to the capacity of thoroughfares, community facilities and utilities serving them.

Past urban growth has shown that sound residential areas cannot be maintained without constant protection from the intrusion of incompatible uses and heavy traffic. This is certainly true of areas throughout

Abbeville County where the Land Use Survey indicated high degrees of substandard housing already in existence.

Strong, aggressive policies to combat these detrimental influences will be increasingly important to assure the quality of housing in a county where the influx of mobile home development is already evident and the potential exists for additional recreation-oriented residential development of sizable proportions.

Suggested policies governing residential development are as follows:

1. Develop neighborhood unit plans for all developed or developing portions of the county. These plans could follow a variety of patterns. In older areas, sound neighborhoods could be re-established through rehabilitation programs, code enforcement, provision of adequate facilities and services, and re-routing traffic from residential areas. New residential development should be encouraged to follow the neighborhood unit concept in initial design. The following principles should be used as a guide to the development of this concept:

a. Neighborhoods offering a variety of housing types, in terms of price, location, and density, should be provided to meet the varying needs of all families.

b. Major streets may bound, but should not penetrate neighborhoods.

c. Rights-of-ways for major streets bounding neighborhoods should be of sufficient width to permit future widenings without damaging the residential character of adjoining property.

d. Residences along major streets should be buffered from traffic by park strips, deep yards, reverse frontage lots, or other suitable devices.

e. Safe and convenient pedestrian access should be provided to shopping areas and to internally located schools, parks and playgrounds.

f. Internal streets should be designed to minimize through traffic.

g. Open space or other suitable buffering should separate neighborhoods from any nearby incompatible activity.

Subdivision regulations could prove most useful in the implementation of such policies.

2. Protect residential areas from noise, hazards, heavy traffic, air pollution and visual encroachment of commercial or industrial development, through sound zoning practices.

3. Insure the provision of adequate streets and public utilities to all residential areas. This, too, could be accomplished through the adoption and enforcement of proper subdivision regulations.

4. Discourage development of land not suitable to residential use, through proper zoning.

D. Commercial Development Policies

To provide for balanced and healthy commercial growth in the county, the following policies are suggested.

1. Strengthen and rehabilitate central business districts of smaller communities. Rapid changes in the farm economy have caused major changes in the commercial structure of the county's smaller communities during the past twenty years. Increased competition from larger cities, particularly Greenwood, has restricted commercial activities primarily to the sale of convenience shopping goods such as groceries, drugs and gasoline; the provision of financial services by banks and loan companies; and consumer services such as eating and drinking places. Shoppers increasingly are going to Greenwood, Anderson, etc. to buy clothing, shoes, major appliances, and specialty items.

As a result of competition and changing economic conditions, many older commercial buildings are being abandoned or devoted to marginal uses. Newer structures are locating on the edges of central business districts or on major highways, where better access and off-street parking can be provided. These trends have created significant areas of blight in the older commercial centers further reducing their competitive advantage. To strengthen these smaller commercial centers, in-depth commercial planning and re-development programs should be initiated.

2. Control and prevent undue congestion, encroachment into residential areas, and blight from improper commercial development and advertising along major traffic arteries. There are many types of commercial establishments that need or prefer locations in the areas other than the Central Business District or in planned shopping centers. Such establishments may include supermarkets, plumbing and building supply outlets, furniture and appliance stores, offices, service stations, and many others.

Generally, strip commercial development is viewed as an unacceptable alternative to commercial development and most corrective actions have been aimed at the elimination and relocation of such development. This may be possible in some limited cases, but is not practical for many types of businesses. Businesses located along major traffic arteries for the convenience of access and the advantage of exposure to passing motorists.

The congestion of traffic and the spread of commercial and residential blight along such commercial strips is caused primarily by a failure to require sound land use standards or controls for abutting property. Insofar as possible, existing commercial strips should be designed to meet the following standards:

a. The traffic-carrying capacity of major streets must be protected. Along streets where future widenings or the application of access controls is not feasible, commercial activities should be restricted to those which do not generate large traffic volumes. In other instances, effective remedies might include additional lanes, providing frontage roads, controlling access, and requiring adequate building setbacks and off-street parking.

b. Commercial development should be limited to those areas where there is sufficient lot depth and size to permit safe and ample off-street parking and loading. Much of the existing strip commercial development extends only one lot in depth from the major streets. Many of these lots, originally laid out for residential use, are too shallow for modern commercial development.

c. Adequate buffering should be required to shield adjacent residential areas from commercial intrusion. The shallow depth of most strip commercial development does not provide sufficient room for planted buffer strips. As a result, many residential areas have been severely blighted by noise, wind-blown trash,

and the accumulation of trash and junk in the rear of stores. Commercial activities abutting residential property should be visually screened by planting or other suitable means and sufficient space should be required to reduce noise levels.

d. Land zoned for strip commercial development should be limited to an amount for which occupancy can be reasonably expected to take place. Excessive zoning for strip commercial development has too frequently introduced scattered commercial establishments into areas which will remain predominantly residential for many years to come.

All land along heavily traveled streets cannot be converted to commercial use and therefore overzoning can only lead to blight. To protect the residential character of heavily traveled streets, future thoroughfares should have sufficient rights-of-way for buffer planting strips or frontage roads. Residential lots should have deep yards and, where possible, should back onto major thoroughfares.

e. Commercial areas should be limited to those functions which are compatible with surrounding development. Certain heavy or intensive commercial activities which might be appropriate along highways or around the fringe of central business districts, would be inappropriate in locations surrounded by residential development. Similarly, commercial activities common to recreation and amusement areas would be inappropriate in locations around hospitals or other institutions.

3. Encourage the grouping of commercial activities into planned business districts. Many businesses require, or prefer, locations in compact business districts or shopping centers which are pedestrian-oriented. Small retail shops merchandising gifts, books, jewelry, cameras, clothing, and other specialty items, can seldom exist in independent locations. Typically, they must cluster in compact groups around major generators such as department stores. The cumulative attraction of such commercial groupings is the key to the success of the modern shopping center.

E. Open Space and Recreation Policies

Clearly established and enforced policies for open land will be especially critical to Abbeville County's future development. Vacant land, suitable for open space and recreational use, is a constantly diminishing

resource in urbanizing areas. At the same time, expanding populations are demanding more open space and recreational facilities. To meet present and anticipated needs, open space lands should be preserved now, while they are available. Fortunately, Abbeville County has extensive open lands. Indeed, much of the county's land area (see Figure 4) is considered unsuitable for "urban" development. The demand for it, especially from a recreation and open space standpoint, is certain to increase, particularly if the Trotters Shoals project materializes. Toward this end, the following action is recommended.

1. Adopt flood plain zoning regulations. Flood plain zoning restricts the use of land which is subject to flooding. And it is now necessary to regulate the flood plains of rivers and streams if a community wants subsidized flood insurance. According to the 1968 Housing and Urban Development Act, to qualify for the insurance, local governments have to adopt land use regulations which include zoning, subdivision, building, health and other ordinances intended to protect people and property in flood plain areas. For this reason and in the interests of preserving some of the natural areas in the county for open space use, the adoption of flood plain zoning should be considered by the county in conjunction with a comprehensive County Zoning program. Action on this, however, should be withheld pending a final decision on Trotters Shoals.

Some ordinances define flood plains simply as areas extending a fixed number of feet on each side of the center line of a stream. A more accurate basis for the zoning is a mapping of the actual areas that have been flooded or a mapping of alluvial soils from a soil survey. Several restrictions may be placed on land use in the flood plain to reduce flood damage to people and property. Building may be prohibited which would constrict the streamflow in times of flooding, thus causing increased damage downstream; alternatively, building may be limited to structures which would not be damaged by flooding. Regulation of flood plains by zoning, if based upon valid flood data and if reasonably related to prevention of flood damage, is considered a proper use of the police power for the protection of the health, safety, and general welfare of the public. And its use is strongly recommended.

2. Adopt conservation zoning regulations. Zoning can also be used, where appropriate, for conservation purposes. Conservation zoning can and has been used to provide surface water drainage channels, water storage areas, flood damage prevention areas,

greenbelts and wildlife refuges. Permitted uses in such districts are grazing, harvesting of wild crops, hunting and fishing, forestry, dams and hydroelectric stations, utility lines, and non-residential buildings used in the raising of fish and wildlife.

Flood plains and watersheds preserved for conservation purposes also serve other open space uses. If they adjoin bodies of water, they can be desirable for recreation; if they occur where development is heavy, they can be useful as buffers between neighborhoods.

3. Adopt agricultural zoning regulations. Exclusive agricultural zoning has been tried as a method of preventing development of fertile land which a community wishes to keep in farming. Such a program could prove highly valuable to Abbeville County, where a vast majority of the land area is devoted to agricultural pursuits.

However, it must be noted that agricultural zoning is effective only as long as it has the full support of farmers. Although public benefit from the preservation of rich agricultural land located in and around urban areas may be demonstrated, the financial hardships imposed upon the farmer who may be restricted to exclusive agricultural use, subject to urban tax rates, or who may be also forced to provide an urban greenbelt for his neighbor's subdivisions, may prove intolerable. Thus, agricultural zoning, when used, must be applied as fairly and flexibly as possible. Since agricultural and timber uses are expected to continue to occupy the bulk of the county's acreage in the future, the adoption of regulations of this nature is considered especially important to Abbeville County.

4. Adopt subdivision controls. Subdivision controls are useful, to a lesser extent than zoning, in preserving urban open space. In regulating how builders shall lay out development and what public improvements are to be provided by them, subdivision control ordinances sometimes contain open space requirements. These may provide for dedication of a percent of each subdivision as permanent open space or for a choice between dedication of land and its money equivalent.

The right to develop at moderate or high density may be linked to the availability of public sewers and water. Permitting steeper grades for local roads than for arteries can help preserve the natural contours of the land by reducing the need for grading.

Subdivision regulations may control the appearance of development and minimize erosion and water runoff by prohibiting the cutting of trees of more than a specified diameter except where necessary for house construction. In addition, some regulations require developers to plant trees of a minimum-specified size on lots lacking sufficient tree cover.

The reasoning used to justify requiring developers to dedicate open space is that each subdivision swells the demand for community open space and that, therefore, each subdivider should furnish community open space in relation to the demand generated by his development. This is an extension of the reasoning which has led most major cities in the United States to require in their subdivision regulations that builders install and dedicate improvements, such as sewers, water mains, curbs and gutters. Requiring dedication of open space in each subdivision may result in an accumulation of unrelated scraps of land, expensive to maintain and of limited desirability. Therefore, the requirement of dedication of a percent of the land in a subdivision has been modified by some local governments to permit the governing body to choose between the open space offered for dedication and its money equivalent, subject to the proviso that, if money is taken, it must be used for the purchase of open space.

Under the theory of required dedication, the subdivider provides open space to meet the need created by his development.

The State Planning Enabling Act (Act 487 of 1967), allows for the adoption of subdivision controls locally and many communities within the state have already done so.

5. Develop and adopt an official map. In addition to zoning and subdivision controls, Act 487 of 1967 allows for the development and adoption of official maps, which also may be used to preserve open space. Basically, the "official map" is an indication of the intention of a local government, at some later time, to acquire specific sites for public purposes, as authorized by State law. An official map may be enacted following adoption of a future land use plan to provide a more detailed rendering of the location and boundaries of public sites than shown on the plan. It is usually implemented by a prohibition against building in the areas mapped for later public acquisition.

6. Other devices. Other devices that might be considered for preserving open spaces in the county include land acquisition, easements, preferential assessments, tax deferrals, and tax exemptions.

SUMMARY

The preceding section articulated policies relating to land use development in Abbeville County which are recommended for adoption by appropriate municipal and county officials. Means of implementating these policies were also recommended. They are considered especially important since, whatever happens in terms of the future development of Abbeville County (Trotters Shoals, etc.), the key to the quality of such development will be control.

Specifically, it would seem appropriate for local officials to consider seriously the adoption and enforcement of the following types of land use regulations:

- ...a zoning ordinance
- ...subdivision regulations
- ...construction codes (building, housing, plumbing, electrical, etc.)

It is felt that such regulations, if properly enforced, can go far in eliminating past development mistakes and preventing similar mistakes in the future.

Other regulations, such as an official map, etc., could also prove useful but are rather complicated to administer. It is, therefore, recommended that initial efforts be concentrated in the areas of zoning, subdivision controls, and codes.

It is emphasized that the mere adoption of codes and ordinances will not, in itself, assure good development. An active program of administration and enforcement is critical.

In this regard, a joint municipal-county program of land regulation and administration is recommended. Any or all of the above regulations could be adopted by individual communities or the county as a whole (the City of Abbeville, for instance, already has a number of these regulations in effect). Certainly, all governmental jurisdictions in the county have responsibilities in this area. Why not join together and apply such regulations on a cooperative basis? A similar approach is now being attempted in Greenwood County and it offers many advantages. Among them:

- ...Economy, through mutual sharing of costs for administration and enforcement.

- ...The likelihood that better qualified technicians can be obtained (because of better pay scales) to administer County-wide regulations, as opposed to each governmental jurisdiction attempting to hire its own administrative personnel.
- ...Elimination of overlap in regulations, problems with conflicting jurisdictions, etc.
- ...Uniformity in regulations, a major benefit to developers and enforcement officials alike.

As noted, only one jurisdiction in the county (the City of Abbeville) presently has an active program in land use regulation and administration. Thus, the timing seems appropriate to build upon this base by expanding regulatory measures to cover other areas of the county where development problems are most likely to occur in the immediate future (specifically, the six growth areas under consideration in this study). Zoning measures in particular, should be applied to these growth areas. Suitable base maps for such areas now exist, making the establishment of zoning districts for such areas a relatively simple matter. Zoning controls could then be expanded elsewhere in the county as suitable mapping is made available and as growth trends dictate.

In the final analysis, the success of this plan and subsequent implementation efforts will depend on the support provided by the citizens themselves. Citizen involvement and support are essential to the implementation of the land use plan.

The initial step involved in acquiring such support will be taken by the Planning Commission, acting as advocate of the plan, when it makes the necessary presentations and explanations to the Abbeville County Council.

The active support of county and municipal governments, local planning agencies, as well as civic groups and organizations would be established by disseminating copies of the Plan to these agencies and groups and conducting informal public workshops to provide the opportunity for all persons involved to voice their opinions relative to it.

In addition, cooperation and coordination with other decision-making agencies throughout the county and at the state level can spell the difference between success or failure of the implementation process. Interaction with state and federal agencies (particularly the Highway Department) active within the county will help to insure that other planning agencies will be cognizant of the county's efforts which, hopefully, will be

used as a guide for future development.

The final recommendation for stimulating citizen participation in the implementation process deals with the general education of the public at large. Throughout the critical initial years of the Development Plan's existence, news releases should be encouraged and special conferences and workshops held with private groups and civic organizations.

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