

Chapter XII. LAND USE ELEMENT

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*An overview of this Chapter is found in *Chapter 1 – Introduction and Executive Summaries*.

The Land Use Element is the centerpiece of the Comprehensive Plan. As such, it represents a culmination of the issues, information, analyses, goals, and objectives of the other eight required elements of the Plan that address Population, Economic Development, Housing, Cultural Resources, Natural Resources, Community Facilities, Transportation, and Priority Investment, as well as the additional Town and Gown Element. The previous elements influence the Land Use Element and profile the various types of land uses to include single-family and multi-family residential, commercial, public and institutional, parks, open space, agricultural, and mixed-use.

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

The purpose of this Chapter is to profile existing land use patterns and trends and forecast future land use. The Existing Land Use Map was developed using the parcel-based land use data from the City's Geographic Information System (GIS), along with staff knowledge of the area.

The Future Land Use Plan (FLUM) reflects the community's desire to guide and direct the physical growth of the City. The FLUM is supported by goals, policies, and strategies that support and reflect those outlined in the nine previous elements of the Plan. The Future Land Use Map (Map XII-5) included in this chapter is a visual representation of the Future Land Use Plan. Stakeholders included representatives from the previous nine element committees of the Comprehensive Plan, elected and appointed officials, and additional interested individuals. Relevant existing documents were referenced and incorporated where appropriate.

Proximity to Clemson University, abundant natural and recreational resources, and a major transportation route (Interstate 85) have established the City of Clemson as a key center of commerce, recreation, and cultural resources in the region. The City is home to a vital downtown, strong neighborhoods, and unprecedented development. The City of Clemson is also the primary provider of municipal water and sewer services in the Clemson area.

MAP XII-1. REGIONAL LOCATION



The City of Clemson is located near the Interstate-85 corridor that links the fast-growing Charlotte, Greenville-Spartanburg, and Atlanta metropolitan areas. The Greenville-Spartanburg International Airport is within a close drive of the City, with a major seaport available a few hours southeast in Charleston via Interstates 385 and 26. Fast-growing employment centers in Greenville and Anderson Counties are within easy commuting distance, with the popular City of Greenville only 38 miles away.

A. EXISTING LAND USE

To plan for future development in and around the City of Clemson, it is necessary to inventory current land uses, assess development patterns and trends, identify undeveloped properties, examine the impact of existing land use regulation, and evaluate the capability of existing conditions to accommodate the future land use needs of the community. An inventory of existing land uses within the City of Clemson was developed through an extensive geographic information system (GIS) analysis of digital mapping data. Mapping of existing land uses was accomplished by integrating land use category definitions and Pickens County Assessor tax parcel data, as well as City staff knowledge of the area, to reflect the use of the properties at the time of the map development. Public roadways and railroad transportation rights-of-way were not assigned

existing land use classifications and are therefore not included in land use calculations. Table XII-1 illustrates land use distribution by percentage of land area in the City.

TABLE XII-1. EXISTING LAND USE BY AREA

Land Use	Acres	Percentage
Single-family Residential	2,220.4	54.3%
Vacant	754.6	18.5%
Multi-family Residential	368.9	9.0%
Commercial	264.7	6.5%
Public and Institutional	238.6	5.8%
Parks and Recreation	216.39	5.3%
Mixed-Use	22.1	0.5%
Total*	4,085.69	100.0%

* Total does not include roads and rights-of-way for roads and railroads

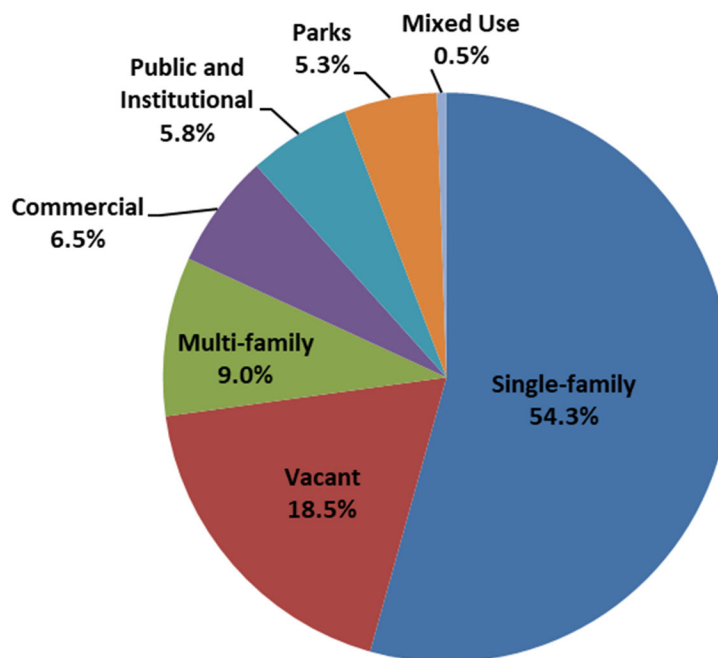
Source: City of Clemson, November 2021

Land uses were classified and mapped under the following seven categories as depicted in the *Existing Land Use Map* (Map XII-2):

- **Single-family Residential** – Land area used for residential single-family, detached, site-built structures, including zero lot line and patio homes. Single-family residential uses are located throughout the City of Clemson and comprise nearly half (54.3%), or 2,220 acres, of the City’s land use.
- **Multi-family Residential** – Land area used for residential structures other than those included in the single-family residential district, including duplexes, manufactured homes on individual lots, town homes, and multi-family structures. All parcels with multiple dwelling units on one parcel and attached single-family dwellings such as townhomes are included in this category. Higher density multi-family residential uses account for 9% of all land use (368.9 acres) in the City. These uses are primarily located along or near major transportation corridors, with many located within close proximity to Clemson University.
- **Commercial** – Land area used to conduct business, trade activities, administrative activities, professional activities or services, or personal services. Examples of uses include establishments for retail sale or wholesale of goods and services, restaurants, entertainment facilities, administrative or professional offices, gas stations, grocery stores, hair stylists, dry cleaners, furniture stores, clothing stores, car sales, law offices, doctor offices, CPAs, real estate offices, hotels/motels, lumber sales, private gyms, post offices, and nursery or garden centers. The classification also includes developments that house a mixture of commercial and residential uses on one parcel. Commercial land uses account for a smaller portion of the City’s land use at 6.4% (264.7 acres). Commercial land is primarily concentrated along U.S. Highway 123, College Avenue, S.C. Highway 93, and U.S. Highway 76, with a few sites in outlying areas.

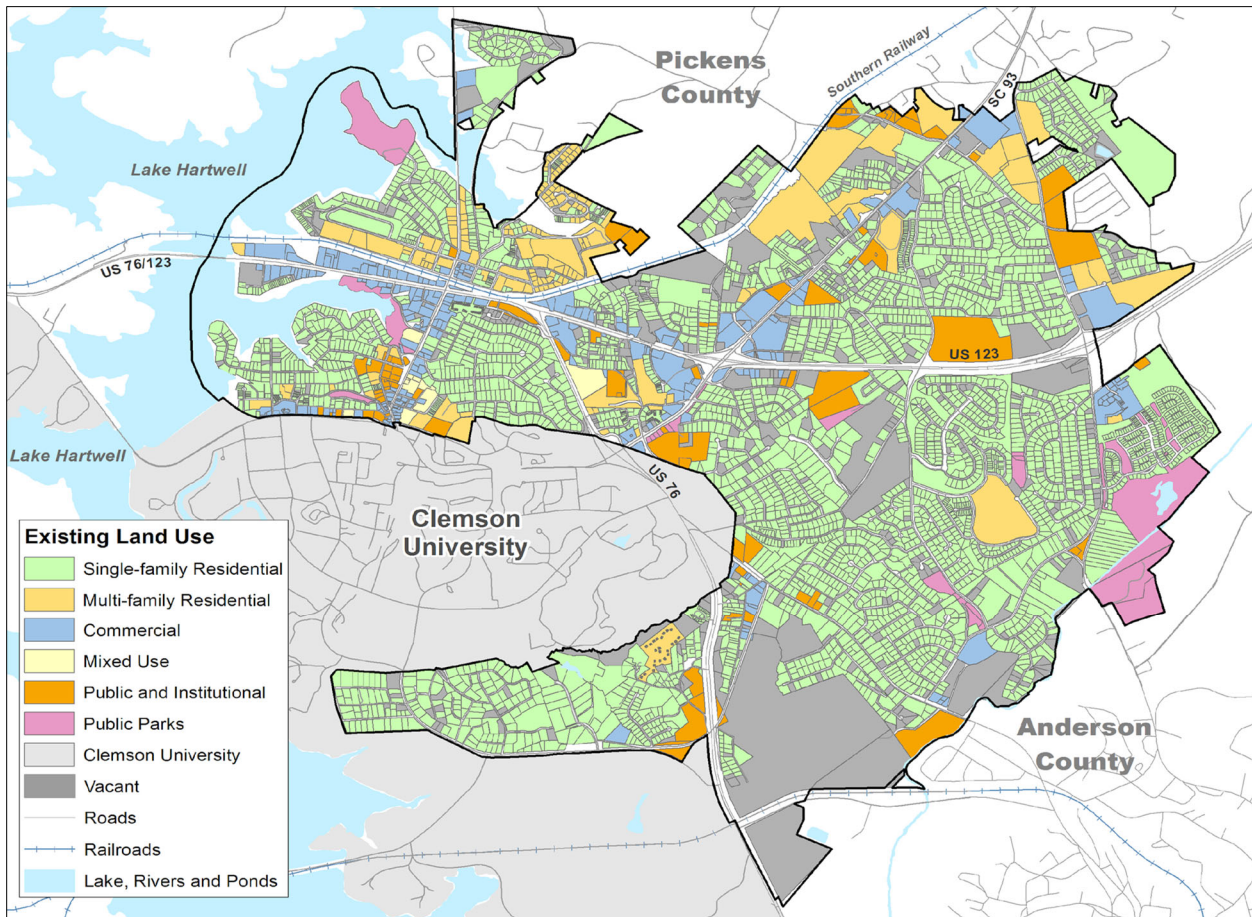
- **Parks, Open Space and Agricultural** – Land area used for public active and passive recreation, to preserve open space, or for agricultural purposes. Examples of uses include parks, private recreational spaces and trails within subdivisions, ball fields, greenways, public gardens, playgrounds, conservation areas, and nature preserves. More than 216 acres in the City (5.3% of all land) are classified as Parks and Recreation. Major parks include the 26-acre Mountain View Park on Lake Hartwell and 30-acre Nettles Park in the southeast area of the City. Additional parks and recreation areas are scattered throughout the City.
- **Public and Institutional** – Land area used primarily for private, public, quasi-public, religious, philanthropic, or other activity undertaken for providing for the social, cultural, educational, health, or physical betterment of the community and public governance. Examples include City and other government offices and land, School District of Pickens County properties including schools, properties owned by Clemson University, churches, cemeteries, congregate care facilities (nursing homes), utility offices, and libraries. Nearly 6% of all land uses (238.6 acres) in the City of Clemson are Public and Institutional uses.
- **Mixed Use** – Land that includes a mixture of land uses. Less than one percent (0.5%) of land in Clemson (22.1 acres) is included in this category.
- **Vacant Land** – Land area not developed for a specific use or assigned a land use classification. Almost 755 acres (18.5%) of land in the City are currently vacant, including the 226-acre Pacolet-Milliken site. However, the percentage of vacant land in the City falls to 12.9% if the Pacolet-Milliken master planned site is not included in the total for this land use category.

FIGURE XII-1. EXISTING LAND USE BY AREA PERCENTAGE FIGURE



Source: City of Clemson, April 2019

MAP XII-2. EXISTING LAND USE

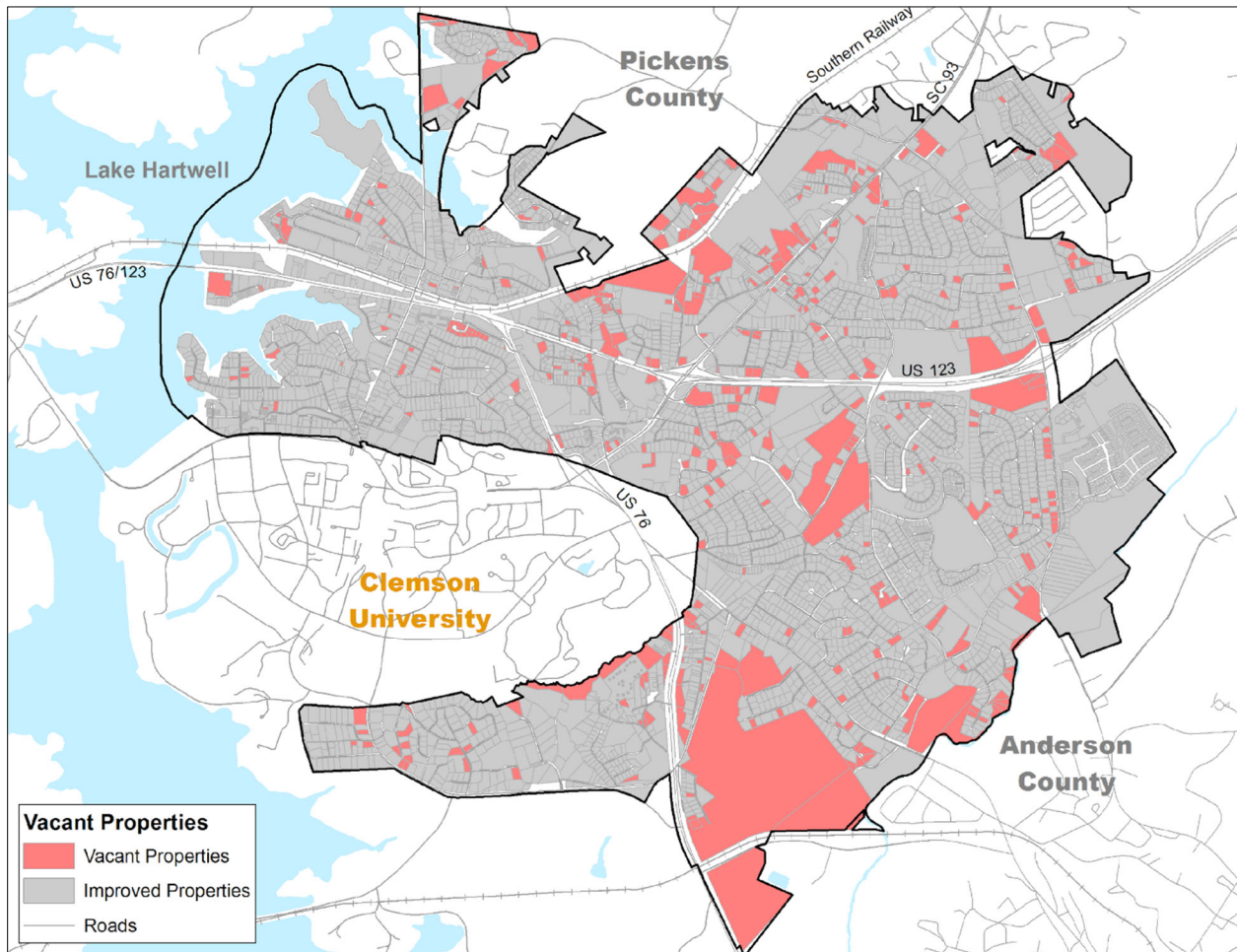


Source: City of Clemson, April 2019

1. VACANT LAND

Less than 19% of all land area (754.6 acres) in the City of Clemson is currently classified as vacant (Map XII-3). Conversely, 81.3% of the City’s land has been developed or is currently in use in some manner. Relatively few larger-sized parcels are included among the 404 vacant properties in the City. There are 17 properties that are larger than five acres, which collectively comprise nearly 63% of the vacant land area of the City. Some of these undeveloped parcels are land-locked, making access for development purposes difficult. Most of the remaining vacant parcels are individual lots scattered throughout established low density neighborhoods or lands owned by Clemson University. The latter are, with few exceptions, unlikely to develop because they were gifts to the University with deed restrictions that impose development limits. Many of the undeveloped properties have environmental and topographical limitations of varying degrees, with most related to slope or flood plain.

MAP XII-3. VACANT PROPERTIES



Source: City of Clemson, March 2019

The Pacolet Milliken Enterprises property on U.S. Highway 76 in the southern area of the City is the largest tract of undeveloped land remaining in the City. Pacolet Milliken Enterprises partnered with the City of Clemson and the Town of Pendleton to develop a master plan for 226 acres of the tract, which stretches from Clemson into unincorporated Anderson County and the Town of Pendleton. The tract, including the acreage outside the City limits, totals approximately 354 acres. The planning process included charrettes and public input sessions that led to the master plan adoption in 2016.

Six additional larger properties range in size from 13.3 to 55.32 acres, with the two of the largest parcels located on or near U.S. Highway 123, three in the southern area of the City, and two in the north central area of the City adjacent to the South Railway line.

While currently used for other purposes, there are also a few larger lots that have development potential. A 33-acre lot on Vickery Drive currently includes only one single-family home. There are also several agricultural properties that have the potential for development if the owners so desire. Most of these agricultural parcels are zoned for low density single-family residential use,

which is unlikely to change as the properties are not suitable tracts for a mixed-use planned development or for up-zoning to a higher density classification. A larger tract located on the northern side of Pendleton Road behind Mac’s Drive-in is currently in use for timber production, but much of the property is in one of the City’s largest flood plains. The current zoning of the property allows a mix of neighborhood commercial and low density residential and includes a planned development district that surrounds an historic site.

The zoning of an undeveloped area can be a significant indicator of future land use options if zoning remains relatively unchanged. As detailed in Table XII-2, nearly two-thirds (487.7 acres) of the undeveloped land in the City currently carries a residential zoning designation. Of this residentially zoned vacant land, three-fourths (75.6%) is zoned for low density single-family residential uses, 20.9% is zoned for medium density residential uses including duplexes and patio homes, 10.69 acres is zoned for medium density multi-family development, and 6.2 acres are zoned for high density multi-family development. Residential development is also possible on many of the properties zoned as Planned Development. Map XII-4 provides current zoning designations for the City’s vacant properties.

TABLE XII-2. CURRENT ZONING OF UNDEVELOPED PARCELS

Zoning Classification	Zoning District Type	Parcels	Acres	Percentage
R-20	Single-family Residential (low density)	199	338.11	44.80%
PD	Planned Development	7	238.55	31.61%
RM-1	Two-family Residential (medium density)	39	60.63	8.03%
RM-2	Two-family Residential (medium density)	64	41.37	5.48%
R-12	Single-family Residential (low density)	36	30.71	4.07%
CP-2	Community Business	20	17.32	2.30%
RM-3	Multi-family Residential (medium density)	14	10.69	1.42%
CP-1	Neighborhood Business	9	10.55	1.40%
RM-4	Multi-family Residential (high density)	13	6.20	0.82%
CM	Commercial Mixed-Use	2	0.51	0.07%
Total		403	754.64	100.00%

Source: City of Clemson, April 2019

Nearly 45% of the City’s undeveloped land (338.1 acres) is zoned for *R-20 Single-family Residential* development. The R-20 zoning district is intended for individual dwellings on relatively large lots where lower density is appropriate. Thirty-six vacant properties totaling 30.7 acres (4% of vacant land) are zoned R-12, which is intended for individual dwellings on medium-sized lots in areas where densities greater than allowed in the R-20 district are desired.

Nearly 61 acres are zoned RM-1. The RM-1 zoning district is intended for conventional residential development, patio homes, zero-lot-line housing, and duplexes on small lots where it is appropriate to increase density while maintaining a neighborhood scale that serves as a transition between higher density multi-family districts and traditional lower density residential districts. Approximately 41 acres are zoned RM-2, which is designed to provide areas that integrate

medium-density conventional residential development, patio homes, zero-lot-line housing, and duplexes, while also permitting manufactured homes on individual lots. Vacant properties in the RM-1 and RM-2 districts are primarily located within proximity of Clemson University and along major transportation corridors including U.S. Highways 123 and 76 and S.C. Highway 93.

Among vacant properties, almost 17 acres are zoned for multi-family development. Fourteen parcels totaling 10.69 acres are zoned RM-3, which is intended to offer a range of housing types from single-family to moderate density multi-family developments that serve the needs of a multi-generational housing market. Only 6.2 acres (13 parcels) are zoned RM-4, which is intended to maintain and promote medium to high density residential development as appropriate for multi-unit, patio home, and zero-lot-line housing.

Seven parcels totaling more than 238 acres are zoned for *Planned Development (PD)*. PD districts are intended to give developers opportunities for flexibility and creativity, while also giving the City adequate control over the development of its limited developable or re-developable land. Planned Developments are established individually, with each having specific requirements. Included in the vacant PD land is 226.5 acres of the Pacolet Milliken property located in the southern area of the City on U.S. Highway 76. This acreage is a planned development, with an adopted regulating master plan that directs future development.

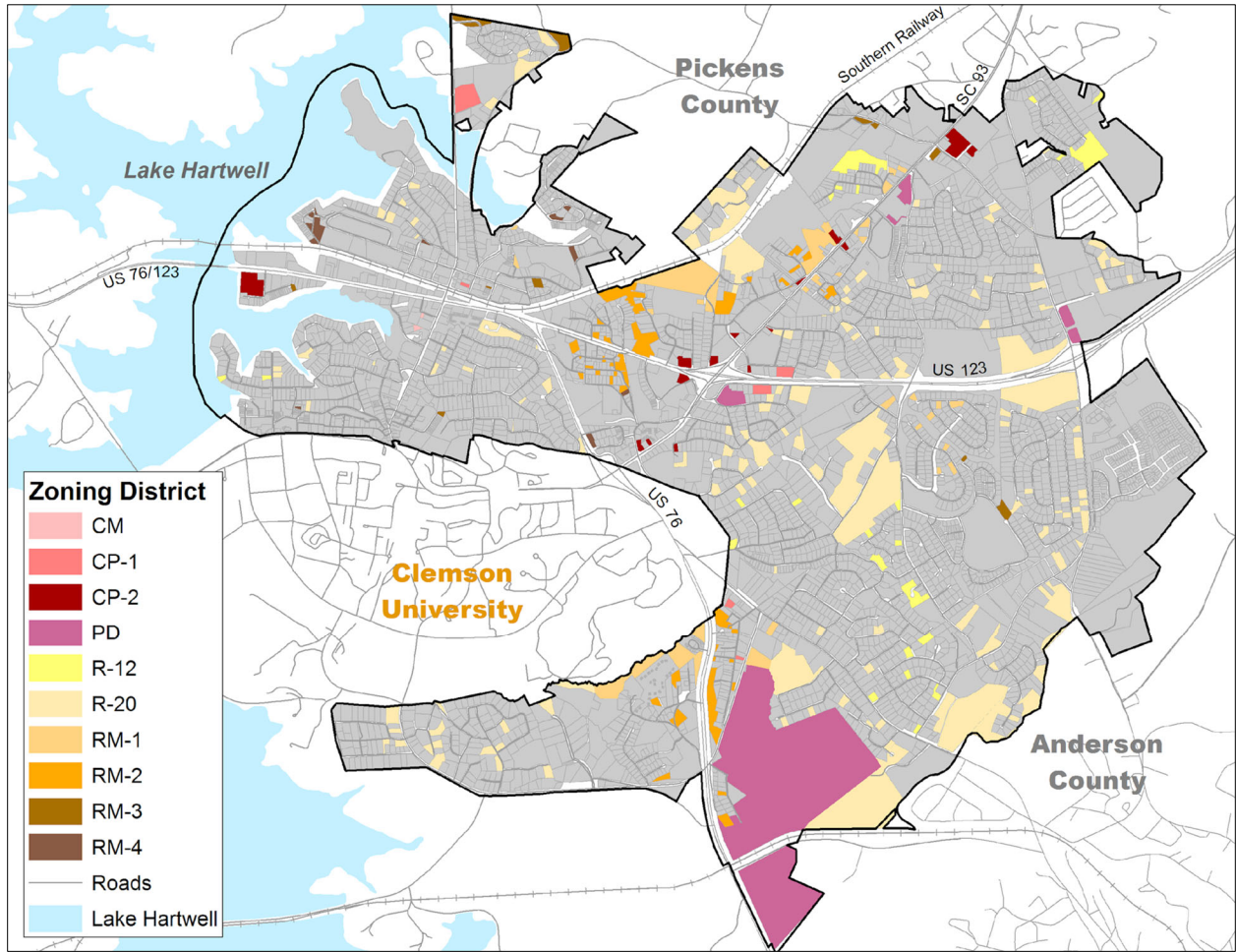
Twenty parcels totaling 17.3 acres are zoned *Community Business District (CP-2)*. The purpose of the CP-2 district is to provide areas where commercial and business development may occur, while supporting community-wide shopping centers and business complexes of greater magnitude than permitted by the CP-1 district. Vacant parcels in the CP-2 district are located along or in close proximity to major transportation corridors including U.S. Highway 123 and S.C. Highway 93.

Nine parcels totaling 10.6 acres are zoned *Neighborhood Business (CP-1)*. The purpose of the CP-1 district is to: provide for the location of shops, services, small workplaces, civic, and residential uses central to a neighborhood or grouping of neighborhoods; permit small-scale professional offices; provide pedestrian amenities and connections to existing neighborhoods; and serve as transition areas between established residential neighborhoods and higher density housing and more intense non-residential uses. Vacant parcels in the CP-1 district are located along or near U.S. Highways 123 and 76 and College Avenue.

Only two parcels totaling less than one acre are zoned *Commercial Mixed-Use (CM)*. The CM district was added in the Zoning Ordinance update adopted in August 2014. The purpose of the CM district is to serve as the gateway to Downtown Clemson by providing a transition between the Downtown, the commercial corridor on Tiger Boulevard, and adjacent residential neighborhoods. The district also encourages the horizontal and vertical mixing of compatible uses, places a special emphasis on protection of adjacent residential neighborhoods, and provides attractive streetscape and building wall patterns, pedestrian access, on-street and public parking, and curb cut reductions on College Avenue. It is also intended to encourage intensities and amenities that support pedestrian-oriented uses and promote the establishment

of small businesses. The two vacant parcels in the CM district are located at the southwest corner of Tiger Boulevard and College Avenue.

MAP XII-4. CURRENT ZONING OF VACANT LAND



Source: City of Clemson, April 2019

B. FUTURE LAND USE

The Future Land Use Map (FLUM) is a blueprint for the future development of the City of Clemson, setting the context and providing a vision for future growth. Implementation of the Future Land Use Map will be accomplished through regulatory measures included in the City’s *Zoning Ordinance* and *Land Development Regulations*.

Development of the Future Land Use Map is anchored by land use data reflected in the existing land use map. As illustrated in Map XII-2, much of the land within the City of Clemson has already been developed. Established land uses including traditional neighborhoods, the Downtown, and commercial corridors along U.S. Highway 123, College Avenue, and S.C. Highway 93 have evolved and matured over time and have been incorporated in the Future Land Use Map. Surrounding land uses were evaluated in determining future land use designations for vacant parcels, as well

as parcels with current land uses that are not compatible with surrounding land uses. Future land use is classified under the following seven categories as depicted in Map XII-5.

- **Low Density Residential (R-20, R-12, RM-1)** – Land area used, or with the potential to be used, for single-family, site-built residential structures on large or medium-sized lots (12,000 to 20,000 square feet).
- **Medium Density Residential (RM-2, RM-3, RM-3.5)** – Land area used, or with the potential to be used, primarily for single-family or duplex residential structures on moderately-sized lots (4,000 to 8,000 square feet), but may also include patio homes, zero-lot-line development, lower density multi-family developments, and manufactured homes on individual lots in some limited areas.
- **High Density Residential (RM-4)** – Land area used for higher density (maximum 56 bedrooms per acre) residential development including single-family residential structures, duplexes, patio homes, townhomes, and multi-family developments. Most of this area is already zoned or developed for such uses.
- **Commercial (CP-1, OP, RIL)** – Land area used or with the potential to be used to conduct businesses, trade activities, administrative activities, professional activities or services, or personal services. Examples of uses include establishments for retail sale or wholesale of goods and services, restaurants, entertainment facilities, administrative or professional offices, gas stations, grocery stores, hair stylists, dry cleaners, furniture stores, clothing stores, car sales, law offices, doctor offices, CPAs, real estate offices, hotels/motels, lumber sales, private gyms, post office, and nursery or garden centers.
- **Commercial (C, CM, CP2, CP3)** - This category also includes neighborhood business areas and commercial mixed-use developments that combine commercial and residential uses on one parcel.
- **Parks and Recreation** – Land area used for public and private active and passive recreation or to preserve open space. Examples of uses include parks, ball fields, tennis courts, greenways, public gardens, playgrounds, conservation areas, and nature preserves.
- **Public and Institutional** – Land area used primarily for private, public, quasi-public, religious, philanthropic, or other activity undertaken for providing for the social, cultural, educational, health, or physical betterment of the community and public governance. Examples include government offices, School District properties, property owned by public institutions including Clemson University, churches and other religious organizations, cemeteries, congregate care facilities (nursing homes), utility offices, and libraries.
- **Potential Development** – Land identified as having the potential for future development or redevelopment. These properties have one or more of the following characteristics:

1. Are in highly visible and strategic locations, therefore development proposals must be well designed.
2. Need to be well-buffered from surrounding uses.
3. Provide an opportunity for higher density mixed-use development.
4. Front on a major thoroughfare.
5. Are located in or near an existing activity center.
6. Could be negatively impacted by existing or future noise.
7. Have challenging terrain and/or topography.

1. FUTURE LAND USE WITHIN THE CITY

More than 70% of the land within the current boundaries of the City (2,844.2 acres) is designated in the Future Land Use Map as Residential. Of this Residential land, 1,801.2 acres (44.6% of all land) are designated for Low Density Residential, 774 acres (19.2% of all land) as Medium Density Residential, and only 269 acres (6.7% of all land) as High Density Residential. Nearly 8% of all land (313.5 acres) is designated for Commercial development; 6% (241.9 acres) for Public, Institutional, or Utilities; and 4.3% (174 acres) for Parks and Recreation. Nearly 12% of land in the City (465.2 acres) is designated as having the potential for future development. Table XII-3 provides a listing of future land use types by area (acres) and percentage of total land use. Figure XII-2 illustrates the future land use distribution by percentage of land area.

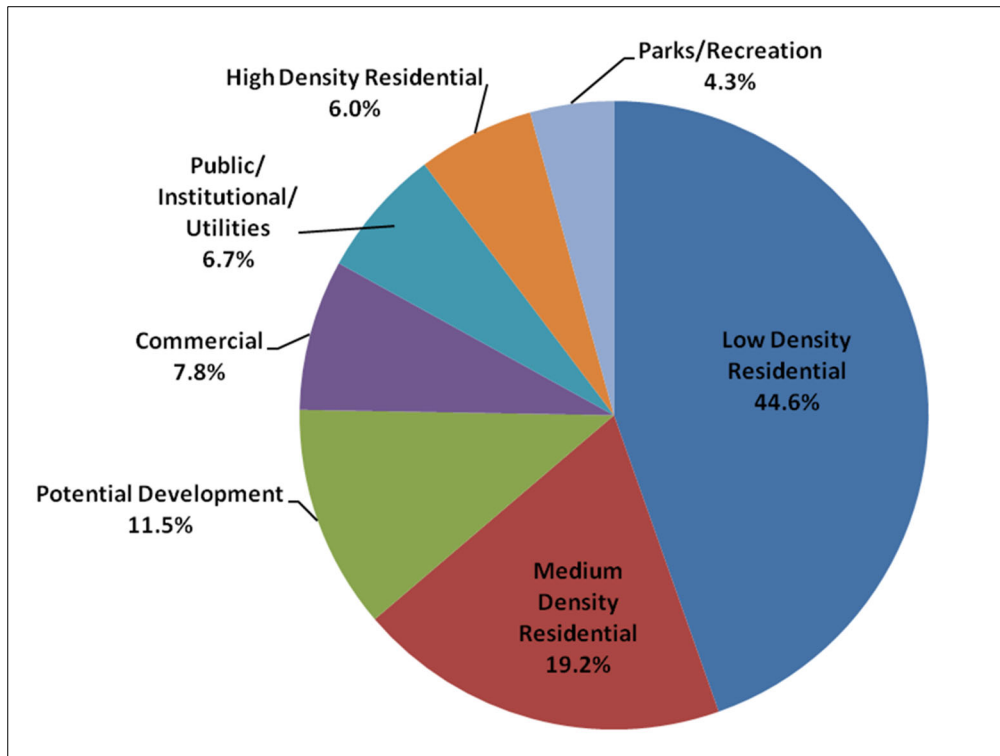
TABLE XII-3. FUTURE LAND USE BY AREA

Land Use	Acres	Percentage
Low Density Residential	1,801.20	44.6%
Medium Density Residential	773.98	19.2%
Potential Development	465.21	11.5%
Commercial*	313.50	7.8%
High Density Residential	269.01	6.7%
Public/Institutional/Utilities	241.94	6.0%
Parks and Recreation	174.03	4.3%
Total	4,038.9	100.0%

* Also includes commercial components of mixed-use projects

Source: City of Clemson, April 2019

FIGURE XII-2. FUTURE LAND USE BY AREA PERCENTAGE

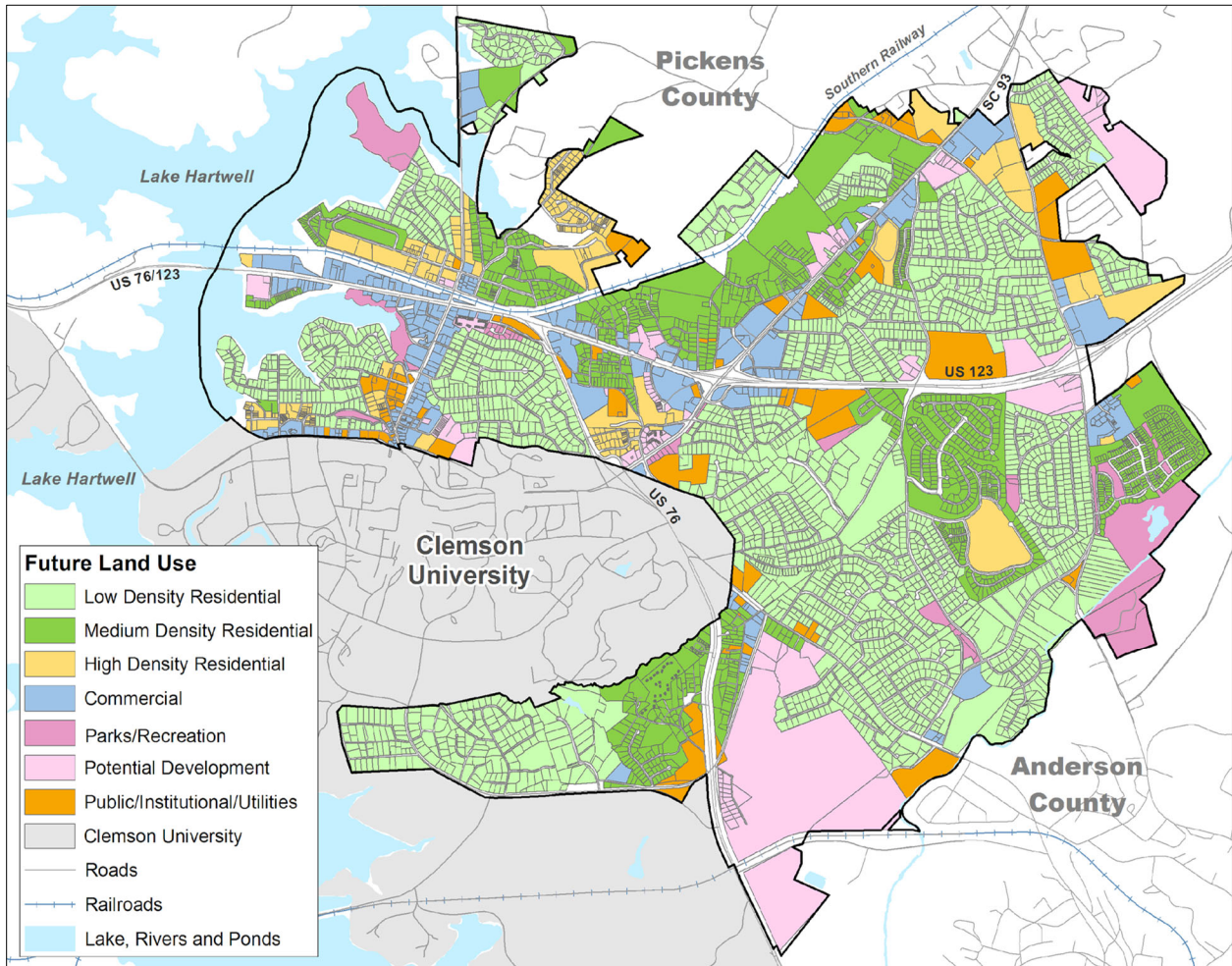


* Commercial also includes commercial components of mixed-use projects

Source: City of Clemson, April 2019

Only 754.6 acres of land in the Existing Land Use Map are vacant. Of this currently undeveloped land, 45.5% (343.7 acres) has been designated in the Future Land Use Map as Potential Development. Of the remaining vacant land, 34.7% (261.5 acres) has been designated as Low Density Residential, 13.9% (104.9 acres) as Medium Density Residential, and 4.3% (32.2 acres) as Commercial. The remaining currently vacant 12.2 acres is divided among other land use categories.

MAP XII-5. FUTURE LAND USE



* Commercial also includes commercial components of mixed-use projects
 Source: City of Clemson, April 2019

2. SMART GROWTH

The use of the term *Smart Growth* is a recurring theme throughout the development of City of Clemson’s Comprehensive Plan. To promote livability and protect the City’s quality of life for years to come, the need and desire for smart growth should be a fundamental part of local land use planning, including transit-oriented and/or walkable development that focuses on densifying and intensifying major corridors to provide residential, commercial, and recreational uses within close proximity to each other. Smart growth strategies in Clemson are based on the *Smart Growth Principles* identified by the Smart Growth Network. This approach to development recognizes and respects the following principles:

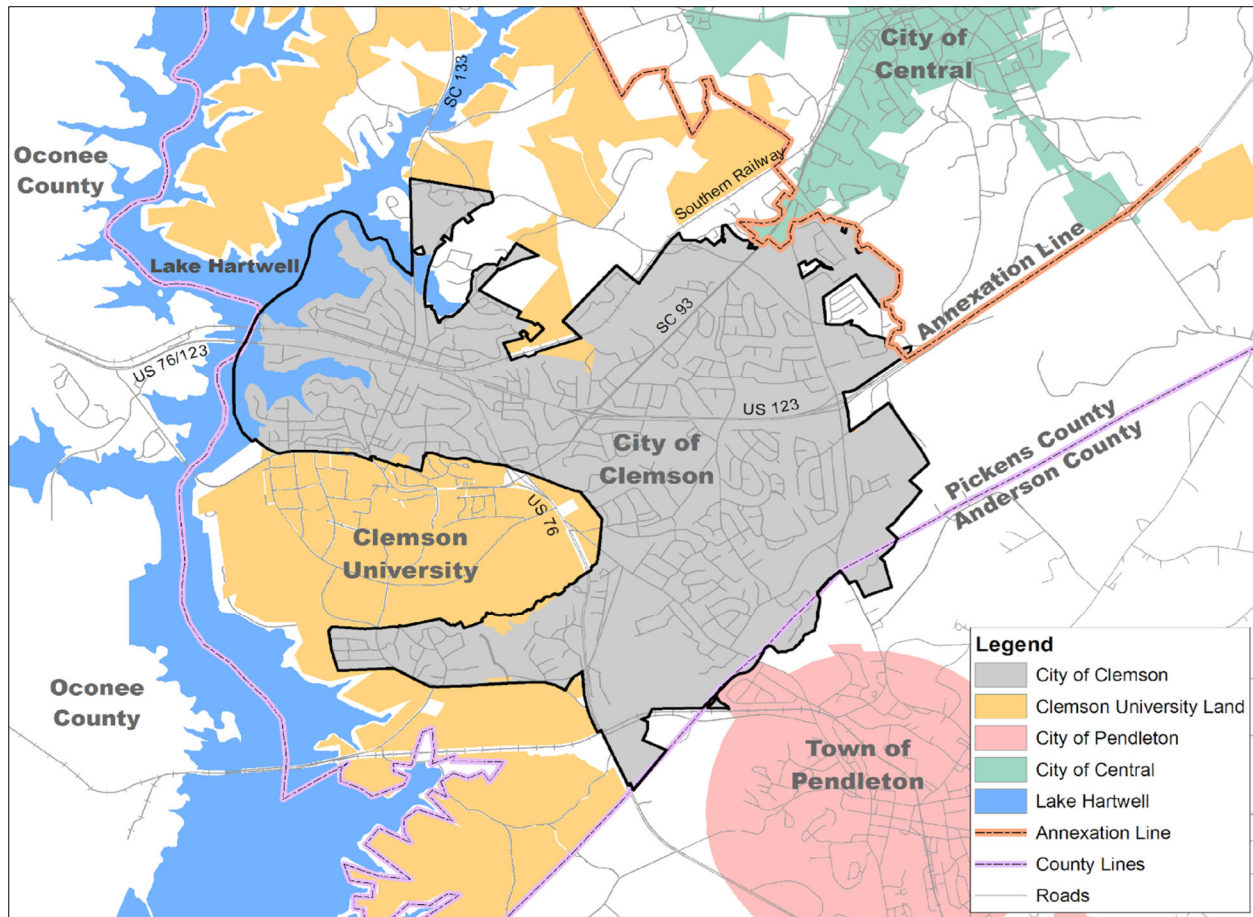
1. Encourages mixed land use that promotes walkable, bikeable, and transit-friendly development.

2. Requires compact, vertical development where possible, as opposed to horizontal sprawl at the edges of the City.
3. Creates standards and programs that foster the provision of a wide range of housing opportunities and choices that serve the entire Clemson housing market, with an emphasis on affordability, diversity, and sustainability.
4. Creates a walkable community that connects residents with sidewalks, bikeways, and other alternative means of daily travel with particular emphasis on linking neighborhoods.
5. Fosters a distinct sense of community by encouraging development that is attractive, reflects the unique charm of Clemson, and helps better define the sense of place.
6. Develops programs and standards that protect and preserve open space and environmentally critical areas around the City, respecting their natural beauty as a vital component in the overall quality of life enjoyed by our residents and visitors.
7. Promotes and encourages development along the main corridors and in the City's Downtown to place more intense uses in areas adequately positioned to support their needs, while protecting and preserving the quality of life in existing lower density neighborhoods.
8. Promotes and incorporates a variety of transportation options to lessen the demands on overstressed roadways and to promote the long-term health of residents by encouraging walking and biking.
9. Makes development decisions predictable, fair, and cost effective so that developers are encouraged to focus investment into the areas deemed most desirable by the City, thereby protecting the overall quality of life in neighborhoods.
10. Encourages community and stakeholder collaboration in development decisions so that the impacts of new development are better understood and the resulting development is a better fit into the overall fabric of the community.

3. ANNEXATION OPPORTUNITIES AND CHALLENGES

In addition to the stringent constraints to annexation imposed by State law as discussed in the *Community Facilities Element*, the City of Clemson faces a number of impediments to annexation. As illustrated in Map XII-6, Lake Hartwell provides a natural boundary to the west. Clemson University lands are not included in the City and are not expected to be annexed in the future. These properties border much of the City to the west and also limit expansion in areas to the north. The Town of Pendleton is located to the south and shares a portion of its border with the City of Clemson. Similarly, the Town of Central is located to the northeast, also sharing a portion of its border with Clemson. In addition, a court order established a fixed future annexation line that assigns affected properties to either the City of Clemson or the Town of Central for annexation purposes.

MAP XII-6. ANNEXATION LIMITATIONS, CITY OF CLEMSON



Source: City of Clemson, April 2019

Largely because of these constraints, very few properties have been annexed into the City of Clemson in recent years. However, annexation into the City is advantageous to adjacent property owners wishing to obtain water and sewer services from the City. Only properties within the City may obtain sewer service from the City. Although water services are provided to properties outside of the City, rates are 50% more than those for properties within the City.

Although the court-imposed Clemson/Central annexation line provides an obstacle to annexation to the northeast, it would be advantageous to explore the possibility of negotiating with the Town of Central to amend the line in the future. Likewise, although Clemson University and its lands are not currently within the City, the City should work with the University to encourage annexation of University lands into the City in the future, particularly those lands located to the north of the City. Although there are no legal barriers to preclude annexation by the City across Lake Hartwell and into Oconee County, recent requests by Oconee property owners to annex into the City have been met with resistance by neighboring jurisdictions, making future annexations in Oconee County unlikely in the foreseeable future.

4. POTENTIAL GROWTH AREAS

In planning for the future growth and development of the City of Clemson, it is necessary to look beyond the current City boundaries and consider potential growth areas. However, while an examination of these areas and determination of potential land uses is essential to future land use planning, it does not necessarily indicate intent by the City to annex these areas.

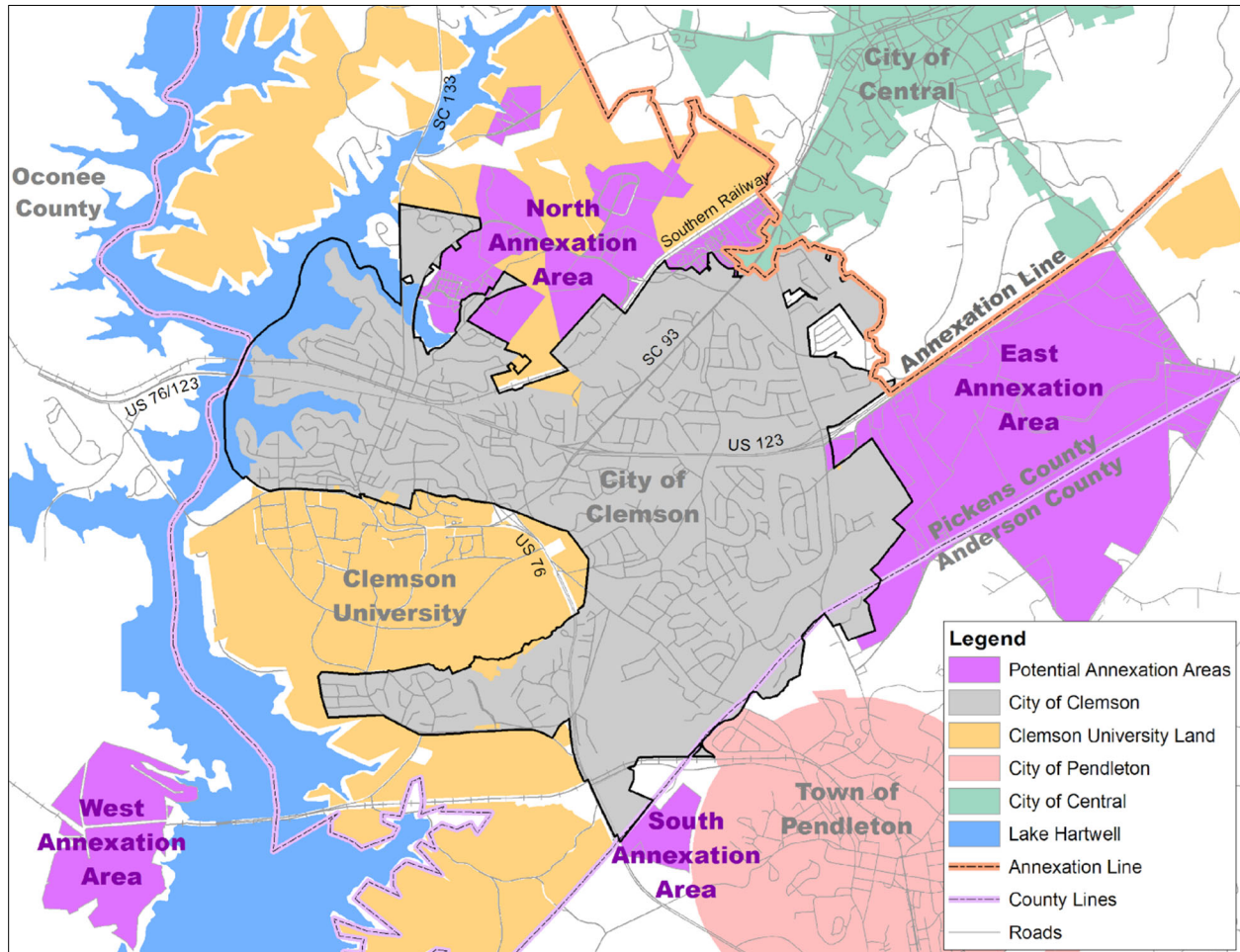
Although seriously hampered by natural and other constraints, there are areas that have the potential to be annexed into the City of Clemson in the coming years. These potential growth areas were identified based on the following criteria:

1. The area is contiguous to the City by either land or water;
2. The area is located along a major corridor leading into the City; and
3. It may be possible to provide more cost-effective water and sewer service, shorter response times for emergency services, and other City services such as engineering, planning, and public works for these properties than may be available from other adjacent municipalities.

In addition, most of the potential growth areas are comprised of large parcels with few landowners. This could simplify the annexation process required by State law for both the landowners and the City. As larger parcels, these tracts can be master planned through cooperative efforts between the City and the owners to best serve the needs of all involved.

Four areas have been identified as having annexation potential in the coming years as depicted in Map XII-7 and detailed in the following subsections. However, given the constraints posed by South Carolina annexation law, it is not possible to include a timeframe for the annexation of these areas. In addition, planning and preparation is needed to ensure that the land use impacts and cost/benefits of infrastructure and service delivery, as well as other relevant factors, are fully explored for each potential annexation area. Prior to annexation, proposed zoning classifications must also be developed by the Planning and Codes staff and the Planning Commission in conjunction with all affected property owners.

MAP XII-7. POTENTIAL ANNEXATION AREAS, CITY OF CLEMSON



Source: City of Clemson, April 2019

a. North Potential Annexation Area

The *North Potential Annexation Area* is adjacent to the City to the north and is also bordered by Clemson University lands. The area is entirely within Pickens County, close to Clemson’s Downtown, and just west of the S.C. Highway 133 corridor. The 669-acre area includes 163 individual properties, with the five largest properties ranging from 50 acres to just under 79 acres in size. An annexation in 1989 brought the Calhoun Forest subdivision into the City. Because this area currently includes primarily low density residential development and vacant land, it is anticipated that it is best suited for lower density residential development, with the possibility of some convenience retail in appropriate locations. Due to existing traffic volume and congestion on S.C. Highway 123, higher intensity development is not recommended unless improvements are made to the transportation routes that serve this area. Future development should complement and not detract from the more rural residential character of the area.

b. East Potential Annexation Area

The *East Potential Annexation Area* is bordered by the City of Clemson to the west, U.S. Highway 123 to the north, and 18 Mile Road to the west. Approximately 80% of the 2,814-acre area is in Pickens County, with the remainder in Anderson County. The area includes 66 parcels, with five parcels over 100 acres in size and the largest totaling 1,000 acres. The Potential Annexation Area has direct access to U.S. Highway 123 via two interchanges, making it readily accessible to Interstate 85. The Pickens County Industrial Park is nearby on U.S. Highway 123 and the area is within an easy drive to the Clemson University campus, as well as the larger Cities of Greenville and Anderson. These factors make this area ideal for a master plan that provides for a mix of uses, including residential, commercial, research, office, and light industrial, while protecting existing residential subdivisions and uses. Because the U.S. Highway 123 corridor serves as one of the major entranceways into the City of Clemson, it is critical that future development enhance and not detract from the scenic views and the more rural character of the area.

c. South Potential Annexation Area

The smaller *South Potential Annexation Area* is adjacent to the City of Clemson to the south between the Town of Pendleton and Clemson University lands. The Area includes one parcel totaling 142.3 acres in size owned by Pacolet Milliken. Pacolet Milliken, the City of Clemson, and the Town of Pendleton developed a master plan for the entire 354-acre tract, of which 226 acres is already within the City of Clemson. The Potential Annexation Area is adjacent to, and also annexable by, the Town of Pendleton. The portion of the Pacolet Milliken tract that is already within the City is the largest remaining vacant property in the City. The possible annexation of the remainder of the tract presents an opportunity for the City.

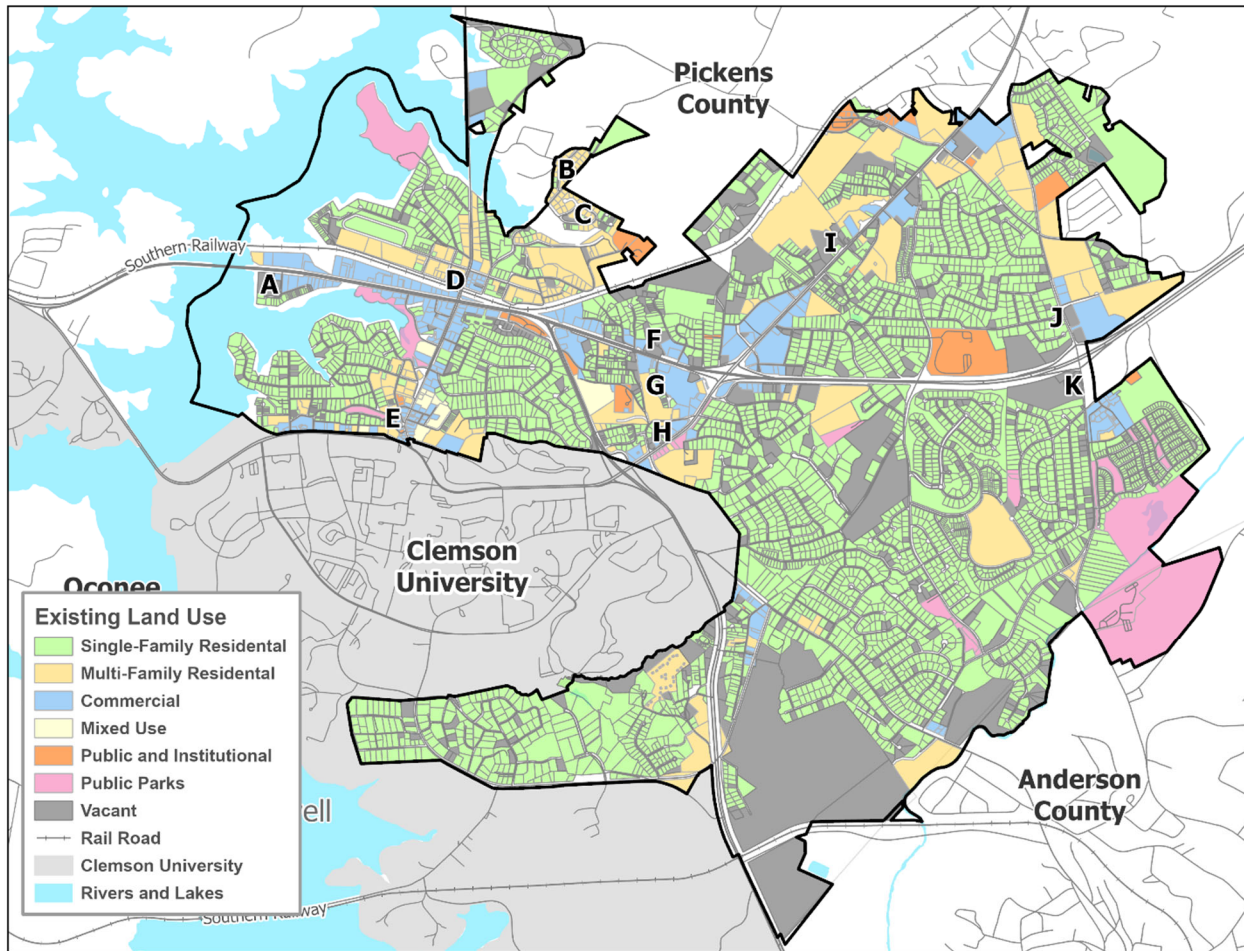
d. West Potential Annexation Area

A recent attempt on the part of property owners in the *West Potential Annexation Area* to annex into the City of Clemson was met with a great deal of opposition from Oconee County and resulted in retraction of the request by the applicant. At present, the City does not have any expectations of annexing land across the Lake from Clemson along U.S. Highway 123. However, the possibility of annexing land or entering into an intragovernmental agreement for annexation of land in Oconee County near J.P Stephens Road has been discussed.

C. POTENTIAL REDEVELOPMENT AREAS

While much of the land in the City is already developed, there remain unique opportunities to develop on brownfield and infill sites, along with a few undeveloped greenfield sites. There are also redevelopment areas that may be suitable for specific types of new development. Areas identified as having the potential for development and the proposed land use recommendations for those developments are listed in Table XII-4. Map identifier letters in the table correspond to the locations shown on Map XII-8.

MAP XII-8. POTENTIAL REDEVELOPMENT AREAS



Source: City of Clemson, April 2019

TABLE XII-4. POTENTIAL REDEVELOPMENT AREAS

Map Identifier	Location	Proposed Land Use Recommendations for Potential Development/ Redevelopment Areas
A	U.S. Highway 123	<ul style="list-style-type: none"> ◆ Promote development that will capitalize on the location and view of the lake. ◆ Encourage housing for professionals and/or retirees. ◆ Encourage small scale commercial uses including sit-down restaurants, small retail spaces, and professional uses.
B	Charleston Avenue	<ul style="list-style-type: none"> ◆ Encourage residential redevelopment and provide incentives to encourage a housing product that meets the needs of underserved markets. ◆ Redevelopment is not encouraged until the traffic situation is effectively addressed.

TABLE XII-4. POTENTIAL REDEVELOPMENT AREAS

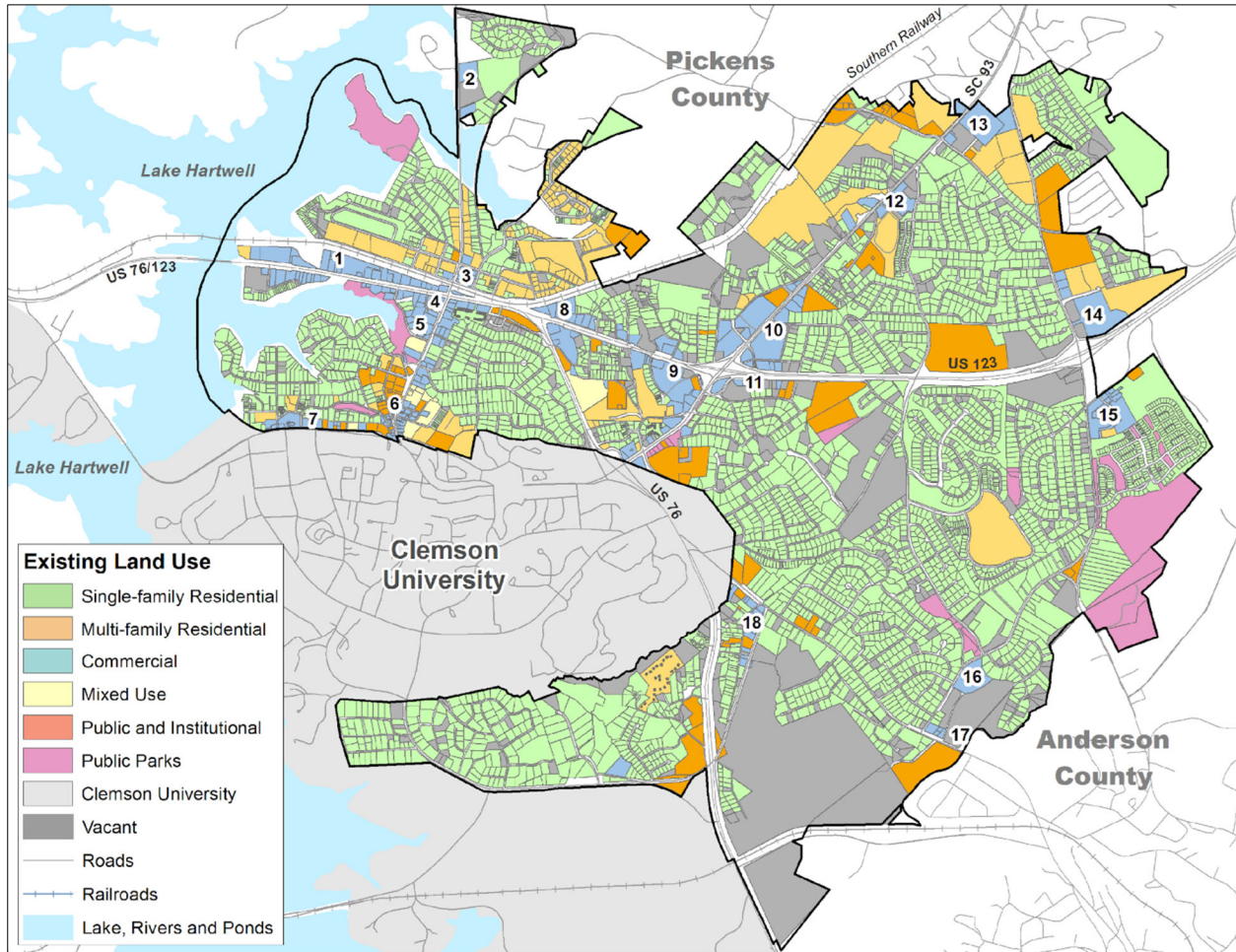
Map Identifier	Location	Proposed Land Use Recommendations for Potential Development/ Redevelopment Areas
C	Creekside Drive	<ul style="list-style-type: none"> ◆ Targeted redevelopment area with incentives that encourage a product that meets the needs of underserved markets. ◆ Provide infrastructure for sidewalks, parks, trails, greenways, and streetlights. ◆ Redevelopment is not encouraged until the traffic situation is effectively addressed.
D	Corner of College Avenue and Elm Street	<ul style="list-style-type: none"> ◆ Encourage low-rise redevelopment that is in harmony with the <i>Historic Calhoun</i> neighborhood. ◆ Redevelopment is not encouraged until the traffic situation is effectively addressed.
E	North Clemson Avenue	<ul style="list-style-type: none"> ◆ Encourage proper maintenance and redevelopment that enhances the City’s streetscape project. ◆ Provide a welcoming entrance into North Clemson Street.
F	U.S. Highway 123 between Pressley Drive and Forest Lane	<ul style="list-style-type: none"> ◆ Potential for a Planned Development with innovative design techniques incorporating mixed-uses including medium density residential, professional offices, and hotels with meeting facilities. ◆ Encourage clustering of uses and densities.
G	Freedom Drive	<ul style="list-style-type: none"> ◆ Encourage redevelopment that includes medium density multi-family residential.
H	S.C. Highway 93 across from Gateway Park	<ul style="list-style-type: none"> ◆ Encourage medium density mixed-use, transit-oriented development. ◆ Potential for a Planned Development.
I	S.C. Highway 93 across from Littlejohn Community Center	<ul style="list-style-type: none"> ◆ Encourage commercial or mixed-use development. ◆ Potential zoning change to CP-2 or Planned Development, and inclusion in Architectural Review District 5.
J	Issaqueena Trail and Ashley Drive	<ul style="list-style-type: none"> ◆ Encourage single-family R-20 residential development. ◆ Provide trail or sidewalk connections from Issaqueena Trail to Ashley Drive for easy access to Clemson Elementary School.
K	Issaqueena Trail and U.S. Highway 123	<ul style="list-style-type: none"> ◆ Encourage single-family R-20 residential development.

D. COMMERCIAL AREAS

The commercial areas in Clemson are primarily located along the major transportation corridors including U.S. Highway 123, S.C. Highway 76, S.C. Highway 133, and S.C. Highway 93, with less concentrated neighborhood commercial zones located along S.C. Highway 133, Pendleton Road, and Issaqueena Trail. These commercial areas offer opportunities to successfully integrate higher density and more intense uses while leaving traditional neighborhoods intact. Increased development is likely to occur due to continued growth of the Clemson community and Clemson University, with the majority of development concentrated along these commercial corridors. Specific land uses and recommendations have been developed based on a focused analysis of

each commercial area and are provided in the following subsections. Each commercial area is described below and numbered to match the locations indicated on Map XII-9.

MAP XII-9. POTENTIAL COMMERCIAL AREAS



Source: City of Clemson, April 2019

1. The commercial area spanning the length of U.S. Highway 123 (Tiger Boulevard) is the main business corridor for the City. The City’s more intense uses, including dine-in and drive-thru restaurants, professional and medical offices, and general retail uses are located along this corridor. It is an ideal location for mixed-use buildings due to the high traffic volume and existing multi-modal transportation opportunities. The corridor is appropriately zoned Community Business (CP-2), which currently allows a building height of 40 feet, except for hotels, which have the potential to be 65 feet in height. There is potential for a height increase on the north side of U.S. Highway 123, between U.S. Highway 123 and the Norfolk Southern railroad right-of-way, to allow for greater density in commercial, office, and residential uses where it would not impact single-family neighborhoods. Development standards should continue to de-emphasize parking by moving it away from street frontages and by encouraging shared parking for compatible

- uses. Standards should also focus on creating frontage on Lake Hartwell and U.S. Highway 123 for commercial properties.
2. The commercial uses located adjacent to the Twelve-Mile Recreation Area are smaller scale, less intense uses including professional and medical offices. The area is appropriately zoned Neighborhood Commercial (CP-1).
 3. The Historic Calhoun commercial area includes small scale, less intense commercial uses including professional and medical offices, dine-in restaurants, and low-rise mixed-use buildings. The Chamber of Commerce and the City's Amtrak Station are located here, with the potential for a high-speed rail stop for Clemson to be added. A new Architectural Review district could help to protect the neighborhood's character and better highlight the uniqueness of *Historic Calhoun*, while extending College Avenue north of the railroad.
 4. Upper College Avenue is a commercial area that is predominantly developed as general retail and is zoned for mixed-use buildings with a maximum height of 50 feet with four stories. The design of the area promotes on-street parking and the use of Clemson Area Transit (CAT). There has been an emphasis in this area on the Smart Growth principles of walkable, bikeable, and transit-oriented development. Consideration should be given to redesigning College Avenue, including the elimination of two lanes of travel and installation of wider sidewalks, bike lanes, and planting strips to shift the focus on Upper College Avenue from the automobile to a multi-modal orientation, enhancing the pedestrian realm for future smart growth development. Proposed planting strips could provide the opportunity to install canopy trees.
 5. This commercial area sits at the lowest elevation on College Avenue between the Downtown core and U.S. Highway 123. It is also served by access to Keowee Trail as an alternative traffic outlet to U.S. Highway 123. The area is separated from Downtown neighborhoods and is conveniently accessed from Keowee Trail, U.S. Highway 123 (Tiger Boulevard) and S.C. Highway 133 (College Avenue). It is zoned Commercial Mixed-use (CM), which places an emphasis on the Smart Growth principles of walkable, bikeable, and transit-oriented development. CM zoning requires ground floor commercial space on rights-of-way and allows a mix of commercial, professional, and residential uses. Several properties have the possibility of building to 65 feet in height, but most have a maximum height of 50 feet. Suggestions to improve this district include redesigning College Avenue via a road diet to include two lanes of travel, wider sidewalks, bike lanes, on-street parking, planting strips, and the installment of potential canopy trees to improve the appearance and enhance the pedestrian scale of the corridor. There is also potential for properties with frontage on Keowee Trail to obtain a height increase to 60 to 65 feet with a maximum of five to six stories. Lake Hartwell and Abernathy Waterfront Park create a natural buffer between this area and existing lower density single-family neighborhoods. Access to the area is available along College Avenue to U.S. Highway 123

and along Keowee Trail to U.S. Highway 123, which enables distribution of vehicular traffic to multiple points as well as pedestrian access to sidewalks and walking trails.

6. The core of the Downtown includes intense commercial and mixed-uses. The area is pedestrian-oriented, with an emphasis on Smart Growth principles. Potential options to strengthen this area include: the encouragement of additional public parking areas; the addition of cafes and sidewalk activities, public art, festivals, and events; and introduction of other activities that would enhance the character of Downtown Clemson. The area is also the physical bridge of the town-gown connection. There are multiple opportunities to strengthen this connection by optimizing pedestrian linkages to campus and implementing a new architectural review district to preserve the character of Downtown Clemson by restricting height to two stories for buildings with frontages on College Avenue and requiring architectural integration of existing facades and materials into new construction.
7. The commercial corridor on Old Greenville Highway adjacent to Clemson University is the only linear transportation connection to the Clemson University Campus. The land use is geared toward institutional uses and mixed-use structures with commercial on the ground floor and residential uses above. The area is located near public parks and recreational areas and is a promising location for transit-oriented development due to its access to bikeways, Clemson Area Transit, and sidewalks. Existing uses include retail service, moderate intensity commercial, professional offices, and hotels. It is in an existing architectural review district where there is potential to modify the standards to creatively reuse two historic Clemson properties – the Esso Club and the Gulf Station. The Gulf Station property is particularly challenged by a combination of lot size and building placement that make reuse difficult, with on-site parking being a particular obstacle for viable reuse. Creative parking solutions should be considered.
8. The commercial corridor on U.S. Highway 123 (Tiger Boulevard) east of S.C. Highway 133 (College Avenue) is part of the main business corridor for the City. However, it differs from the west side of U.S. Highway 123 because of its proximity to established neighborhoods. The area includes more intense uses such as dine-in and drive-thru restaurants, professional and medical offices, and general retail. Mixed-use, transit-oriented developments are allowed and encouraged due to sidewalk availability and access to Clemson Area Transit. It is appropriately zoned Community Business (CP-2) and includes many of the City's hotels and motels. The standards for the area should continue to evolve to de-emphasize parking by moving it to the rear of the parcel and away from the street frontage. Shared parking should be encouraged for compatible uses.
9. The Gateway Village commercial district is a mid-sized development with commercial uses on the periphery of the parcel and parking on the interior of the site. It is zoned Community Business (CP-2) and allows commercial, retail, and professional uses. However, there is only one vacant parcel remaining at the intersection of U.S. Highway 123 (College Avenue) and S.C. Highway 93 (Old Greenville Highway).

10. The commercial area to the north of the U.S. Highway 123 and S.C. Highway 93 intersection is zoned Community Business (CP-2) and allows mid-sized commercial, retail, and professional uses. Several parcels in the area have recently been developed. The area is also home to the only hotel located on S.C. Highway 93.
11. The commercial properties on Frontage Road include low-intensity, small professional office spaces. The corridor is appropriately zoned Neighborhood Commercial (CP-1).
12. The commercial properties on S.C. Highway 93 (Old Greenville Highway) and Berkeley Drive are part of the Clemson Town Center Planned Development, governed by the Clemson Town Center Planned Development Ordinance. A grocery store was completed in 2014. An auto parts store was scheduled for construction in 2019, with approximately two acres remaining to be developed. Allowable uses include professional, mid-sized commercial and retail uses including grocery stores, movie theaters, and convenience stores.
13. The commercial properties near S.C. Highway 93 (Old Greenville Highway) and Cambridge Drive include mid-sized commercial uses including a large grocery store with a fuel station and a vacant commercial building with frontage on Issaqueena Trail. Approximately nine undeveloped acres offer potential for commercial, retail, and professional uses, including assisted living facilities.
14. The commercial properties located on Issaqueena Trail are part of the mixed-use Issaqueena Trail Planned Development. The commercial properties are outparcels associated with a large commercial retail store and low density multi-family housing. Allowed uses must be small in size and of low intensity and include dine-in restaurants and professional offices. Some of the commercial parcels are in an architectural review district subject to specific design standards.
15. Town Center of Patrick Square is part of a Planned Development zoned to allow small scale commercial uses, mixed-use buildings with medium-density residential uses, hotels, and institutional uses. The area strives to attract businesses geared toward the City's permanent, non-student residents.
16. The commercial property located on the southern end of Issaqueena Trail is part of the Sleepy Hollow Planned Development. It is the location of the J.C. Stribling Barn that is used as a reception space for large gatherings. The site is on the National Register of Historic Places.
17. The commercial area on Pendleton Road east of Issaqueena Trail includes Clemson's historic Mac's Diner and other small-scale neighborhood commercial businesses.

18. The commercial center at Old Stone Church and Pendleton Roads is the location of many smaller-scale neighborhood commercial services including pet grooming, dine-in restaurants, and other non-intensive commercial and professional uses.

E. FUTURE DEVELOPMENT OPPORTUNITIES AND CHALLENGES

The City of Clemson has many opportunities for future growth and development. Given that the City is largely built out within the confines of its current boundaries, most of these opportunities are in redevelopment and annexation. However, multiple constraints to annexation posed by natural, manmade, and court-imposed obstacles limit future annexations to the potential growth areas previously described in *Section (B)(4)* of this Element. Additional opportunities for redevelopment will increase as buildings age, landowner priorities change, and the needs of the community shift over time.

As discussed previously, the City of Clemson is largely “built-out.” The inventory of available land is further restricted by the limited number of viable avenues for growth through annexation. The University is not inside the City limits and represents a large body of land effectively at the heart of the City but beyond the corporate limits. Along with the University, Lake Hartwell forms a challenging natural obstacle to the west. The Towns of Central and Pendleton limit annexation options to the north and east, as does the court-imposed annexation line between Clemson and Central. As a result, the City will not grow significantly beyond its current limits unless through annexation petition by specific property owners. South Carolina has very restrictive annexation laws that further limit avenues for growth. The need for redevelopment and infill will only increase over the coming years due to these factors.

While many communities across the nation are experiencing population loss, Clemson is experiencing significant growth. This presents the unique opportunity for the community to incorporate Smart Growth and sustainable building practices. The City of Clemson is facing a number of challenges in the coming decades as new growth is likely to be accommodated through infill or redevelopment adjacent to existing single-family neighborhoods. To mitigate the negative impacts of this growth, the City has incorporated Smart Growth principles and sustainability concepts into long range planning efforts in the last several iterations of the Comprehensive Plan. These practices include encouraging compact, vertical development; reducing parking requirements to minimize impervious surfaces; encouraging transit oriented/walkable development, especially for higher density/intensity uses; and promoting the redevelopment of parcels and facilities already served by City services and utilities. These types of requirements usually translate to higher density/scale construction in Downtown and along main corridors.

Clemson University’s enrollment has grown an average of two to three percent each year for the past ten years. This trend is not likely to change in the foreseeable future, given the enrollment goals set by the University, as well as the issues facing the institution. The goal of becoming a Top 20 university has been a guiding force for many of the decisions the University has made in directing its development. In 2018, Clemson University was ranked among the Top 25 Public

University by *U.S. News and World Report* for the 11th year in a row. This highly publicized ranking will very likely continue to fuel a continuing rise in enrollment, especially among graduate and doctoral candidates.

The projected growth in student population, combined with the current and projected limited availability of on-campus housing, provides a strong indicator that the City's private housing market will need to absorb at least a portion of this growth. The University's total enrollment for 2013 surpassed 21,300 with 19,476 students enrolled on the main campus. The total number of available on-campus beds remained under 6,300. Current student enrollment is 24,951, with only 7,800 beds on campus. Enrollment is projected to reach 29,000 by 2025, with only 450 new beds to be added to the campus housing inventory.

Based on current data, the gap between main campus enrollment and available on-campus housing exceeds 13,000 students, which substantiates a higher demand for off-campus housing in the coming years. As this trend continues, areas of the City in close proximity to the campus will continue to be preferred locations for off-campus housing due to convenience to campus via CAT, walking, or biking, rather than using private motor vehicles. The City has an opportunity to embrace increasing housing demand by directing growth through positive measures.

The University has experienced concurrent related faculty and staff recruitment problems due to the shortage of affordable housing for young professionals and families. These housing issues include low available inventory, limited options related to housing size and style, and affordability. This shortage impacts individuals and families across multiple income levels.

The Clemson community has been named a top retirement destination by several publications in recent years. Expansions at the Clemson Downs continuing care retirement community and construction of the Clemson Heritage Senior Living and Patrick Square assisted living facilities in recent years serve specific segments of the senior population. However, these developments do not offer the types of independent housing many younger retirees attracted to this market seek. Also, the number of Clemson "baby-boomers" reaching retirement age will increase rapidly in the next few years. Added to this demand is the retirement of a large number of University faculty and staff over the last decade. Many retired faculty and staff have stayed in the community rather than returning to home cities or retiring elsewhere. While this is an encouraging trend, it means that the traditional turnover in housing resulting from retirement is not occurring. Many more baby boomers will stay on or return to Clemson to retire. This is likely to increase demand for housing to serve the retirement market. Unfortunately, the quantity and types of housing typically desired by retirees are not currently available in Clemson.

The cost of housing in Clemson typically runs 30% higher than surrounding communities due to an overall lack of inventory, the high demand for housing among competing demographics, and the attractiveness of Clemson as a place to live due to quality of life, location, town-gown advantages, and other amenities. There are very few undeveloped residential lots within the City on the market. These factors contribute to a critical lack of affordable housing in the community, including housing for young families/professionals and individuals and families who are not able

to afford the high cost of housing in Clemson. State law requires that local jurisdictions make meaningful attempts to address the affordable housing problem.

There is also a general shortage of housing on the market in the City. Most houses built as spec homes are sold well before they are finished. The cost of land continues to rise and much of the remaining supply of land that was once considered to be marginal or even undesirable is now being sold. Because of the shortage of buildable lots, there has been an increase in the use of lots in flood plains, despite the flooding events experienced over the years. FEMA flood management programs allow construction on these lots, provided the first floor elevation of the structure is one foot above base flood elevations as set by the Federal Insurance Rate Maps (FIRM). The City cannot legally prohibit such construction if it is in compliance with FEMA regulations, making it likely that this trend will continue, both for residential and nonresidential development.

Several recent developments have had specific impacts on existing low-income and minority neighborhoods. Residents of these older neighborhoods have expressed concern that they are being pushed out of the City by the rising cost of housing and the demand for developable parcels. It should be noted that this trend is not a result of targeted activity but rather reflects the impact of an intense market demand for the limited number of larger undeveloped parcels in the City. Development impacts on these communities should be considered and appropriate standards implemented to allow their compatible coexistence.

There are a few pockets of poverty in the City that warrant additional attention and assistance. This includes financial support for housing maintenance and upkeep, as well as in meeting the monthly financial obligations of rent or mortgage payments. These neighborhoods need an infusion of public funding to improve streets; install street lighting, stormwater, and sidewalks; and promote general upkeep. Planning and Codes Administration works to address the unsafe and abandoned structures in these neighborhoods that can create safety issues and adversely affect neighborhood stability. Leveraging of grant funding would enable the City to undertake these efforts as a priority for the coming decade.

Affordable housing options are limited in the City of Clemson. The housing stock includes a significant number of low density single-family housing and pockets of high density multi-family developments primarily marketed to the student population. However, little is provided in the way of moderate density patio homes, townhouses, or multi-family developments to serve other market segments. These types of housing can offer opportunities for affordable housing, as well as choices that fit personal needs.

Established single-family neighborhoods are feeling the impact of the conversion of owner-occupied homes to student rental units. The City is also experiencing a trend toward the conversion of older, smaller homes to larger houses, either through major remodels or demolition/rebuild. These trends impact the character and composition of traditional neighborhoods and create challenges for neighborhood preservation.

Given the diverse population served by the Clemson housing market, providing a meaningful

range of housing options must be a priority. The need for housing diversity means that the market must address a range of background, income, age, and tastes/preferences of residents. This is a daunting challenge that the City must address. The new Pacolet Milliken project will provide some relief as it is slated to include approximately 1,400 residential units (mostly single-family) with some townhomes and possibly loft living in the commercial area. Lot sizes in this development will range from 6,000 square feet to an acre.

The City also has a number of older multi-family developments, mostly student-oriented, that are in significant need of redevelopment. These units are dated, antiquated as to current needs, and lack amenities. Some have become de-facto affordable housing but were not designed for young families with children. It should also be noted that some of these areas abut single-family neighborhoods. Redevelopment of these older areas should be encouraged, but with consideration of impacts and compatibility on neighboring areas.

Clemson's housing market and issues of connectivity within the City's transportation network are central reoccurring themes identified in the Comprehensive Plan. Clemson's road network is primarily comprised of main arterials and local streets, with little connectivity. There are few collector roads and even fewer local road connection points as many roads in single-family neighborhoods terminate in cul-de-sacs. Many neighborhoods have only one or two means of ingress and egress and nearly all large multi-family developments are in close proximity to residential neighborhoods. Almost all traffic traveling to the University campus passes through the City instead of entering from Oconee County on S.C. Highway 93 over Lake Hartwell.

Coupled with the growing demands on the housing market is the need to diversify the local economy. Many of the University's research initiatives have been located in the Greenville, Charleston, or Columbia areas rather than in the immediate Clemson area. Appropriately scaled research facilities could provide higher wage, higher tech employment opportunities that are a good fit with the Clemson community. The City should partner with the University to identify these opportunities and find appropriate local sites for their placement. A final land use challenge facing the City is the need to diversify the local retail and service sector. As the population grows, the need for greater options to serve the daily needs of the community will also grow and should be addressed.

F. GOALS, OBJECTIVES AND STRATEGIES FOR IMPLEMENTATION

<p>Land Use Element Vision <i>“The City of Clemson is a university town that provides a community atmosphere and a high quality of life for both its permanent residents and university students, who add to its diversity and vitality. The City is dedicated to providing a livable, sustainable and healthy community for all its residents by ensuring a balanced and diverse mix of residential and compatible commercial development, while preserving and improving its natural resources, and promoting its image as a vibrant, visually attractive, safe, and economically diverse residential community. Land use provisions strive to protect both residential and business property rights while balancing the needs of the community. The City actively seeks cooperation with its neighbors to ensure the fulfillment of its vision.”</i></p>			
Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Status
<p>Goal XII.1. Establish a Comprehensive Plan that integrates all ten elements.</p>			
<p>Objective XII.1.1. Complete the pre-planning actions to successfully implement the comprehensive master planning process for 2024-2034.</p>			
<p><u>Strategy XII.1.1.1.</u> Compile and integrate all existing master plans into the Comprehensive Plan.</p>	<p>Planning and Codes</p>	<p>Ongoing</p>	
<p><u>Strategy XII.1.1.2.</u> Include an additional plan section addressing master planning for the Downtown.</p>	<p>Planning and Codes</p>	<p>Ongoing</p>	
<p><u>Strategy XII.1.1.3.</u> Hire qualified consultants to create a master plan that visualizes the character and layout of future mixed-use and multi-family residential housing development projects, as well as open space provisions, providing a clear goal and outline for physical development in Clemson.</p>	<p>City Council Planning Commission Planning and Codes</p>	<p>Short-term</p>	
<p>Goal XII.2. Increase connectivity citywide on roads, bikeways, sidewalks, and recreational multi-use pathways.</p>			
<p>Objective XII.2.1. Increase connectivity citywide to promote smart growth, transit-oriented economic development, neighborhood vitality, and overall well-being for City residents, businesses, and visitors.</p>			
<p><u>Strategy XII.2.1.1.</u> Support connectivity and multi-modal components of the Transportation Element.</p>	<p>City Council Administration</p>	<p>Ongoing</p>	
<p><u>Strategy XII.2.1.2.</u> Connect all parks and Clemson Elementary via a trail and sidewalk network as prioritized by the <i>Master Bikeway Plan</i>.</p>	<p>City Council Administration Engineering</p>	<p>Ongoing</p>	
<p><u>Strategy XII.2.1.3.</u> Consolidate and encourage shared curb cuts for commercial developments along U.S. Highway 123 with interior connection points at the rear of the properties.</p>	<p>City Council SCDOT Engineering</p>	<p>Ongoing</p>	
<p><u>Strategy XII.2.1.4.</u> Encourage transit-oriented development along all current and future Clemson Area Transit (CAT) routes.</p>	<p>City Council Clemson Area Transit Engineering Planning and Codes</p>	<p>Ongoing</p>	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Status
<u>Strategy XII.2.1.5.</u> Update the City’s Land Development Regulations to require incorporation of increased connections to the City’s transportation network during the planning and development phase.	City Council Administration Planning Commission Planning and Codes	Short-term	
Objective XII.2.2. Create a seamless multi-modal transportation network from neighborhoods to Downtown Clemson and Clemson University to create a vibrant Downtown corridor.			
<u>Strategy XII.2.2.1.</u> Assist with removal of the old Norfolk Southern Railroad bridge over S.C. Highway 133 to increase eastbound traffic flow from north of U.S. Highway 123.	City Council Administration Engineering Norfolk Southern Amtrak	Short-term	Completed
<u>Strategy XII.2.2.2.</u> Install additional pedestrian and bicycle connections across or under the Norfolk Southern Railway to connect Historic Calhoun to the rest of the City.	City Council Administration Engineering Norfolk Southern	Long-term	Completed
<u>Strategy XII.2.2.3.</u> Partner with Clemson University to connect the North and South Forests and provide for increased multi-modal travel options through the City of Clemson.	City Council Administration Engineering Planning and Codes Clemson University	Mid-term	
<u>Strategy XII.2.2.4.</u> Complete the streetscape project and intersection improvements for Calhoun Street and Old Central Road.	City Council Administration Engineering	Short Term	
<u>Strategy XII.2.2.5.</u> Complete a small area master plan for North Clemson Avenue to connect Downtown Clemson to Houston Street, focusing on multi-modal transportation and canopy protection.	City Council Administration Planning Commission Planning and Codes	Mid-term	
Goal XII.3. Enhance and promote main commercial corridors as the place for high density transit-oriented development.			
Objective XII.3.1. Develop strategies to enhance and promote commercial corridors.			
<u>Strategy XII.3.1.1.</u> Establish an architectural review district with specific design guidelines for the culturally significant buildings located in the core of Downtown along College Avenue.	City Council Administration Planning Commission Planning and Codes	Short-term	
<u>Strategy XII.3.1.2.</u> Establish an architectural review district with specific design guidelines for the historically significant Calhoun neighborhood.	City Council Administration Planning Commission Planning and Codes	Short-term	
<u>Strategy XII.3.1.3.</u> Amend the Zoning Ordinance to require a minimum of one architect and one landscape architect on the Architectural Review Board.	City Council Administration Planning Commission Planning and Codes	Short-term	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Status
<u>Strategy XII.3.1.4.</u> Amend the parking standards in Architectural Review District 6 of the Zoning Ordinance to accommodate locally and/or historically significant buildings along Old Greenville Highway.	City Council Administration Planning Commission Planning and Codes	Short-term	
<u>Strategy XII.3.1.5.</u> Identify locally or historically significant structures within the City.	City Council Administration Planning Commission Planning and Codes	Short-term	
<u>Strategy XII.3.1.6.</u> Establish the cultural identity of the City through a branding process that engages the community.	City Council Administration Arts and Culture Commission	Mid-term	
<u>Strategy XII.3.1.7.</u> Encourage developers of commercial properties in the City to include a cultural arts component in their plan.	City Council Administration Planning Commission Planning and Codes	Ongoing	
<u>Strategy XII.3.1.8.</u> Designate and promote Downtown Clemson as an arts and entertainment district, creating a sense of Downtown Clemson as a distinct destination.	City Council Administration Arts and Culture Commission	Ongoing	
<u>Strategy XII.3.1.9.</u> Design an <i>Arts and Culture Trail</i> through the City and Clemson University, utilizing grants assistance for cultural asset mapping and planning.	City Council Arts and Culture Commission Clemson University	Mid-term	
<u>Strategy XII.3.1.10.</u> Establish architectural review standards for multi-family developments and high density subdivisions.	City Council Administration Planning Commission Planning and Codes	Short-term	
<u>Strategy XII.3.1.11.</u> Revisit and amend the architectural review standards for all architectural review districts with an emphasis on specific architectural elements.	City Council Administration Planning Commission Planning and Codes	Short-term	
Objective XII.3.2. Revitalize main corridors through streetscape improvements.			
<u>Strategy XII.3.2.1.</u> Install streetscape improvements along U.S. Highway 123 and Old Greenville Highway to include wider sidewalks, bikeways, planted medians, street trees with significant canopy potential, pedestrian-oriented streetlights, and other pedestrian realm improvements.	City Council Administration Planning Commission Engineering	Ongoing	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Status
<u>Strategy XII.3.2.2.</u> Continue to encourage energy-efficient and low-impact street lighting on all main corridors to provide adequate and consistent pedestrian illumination and safety while reducing glare and light pollution citywide.	City Council Administration Planning Commission Engineering	Ongoing	
<u>Strategy XII.3.2.3.</u> Create a building façade program to encourage commercial property owners in the City’s Downtown to restore and enhance their properties.	City Council Chamber of Commerce Merchants Groups	Short-term	
Objective XII.3.3. Make the City an attractive environment for economic development by maintaining and improving the quality of life.			
<u>Strategy XII.3.3.1.</u> Promote and protect Clemson’s natural resources as community amenities and sources for tourism including lakefront properties within the City limits.	City Council Administration Parks and Recreation	Ongoing	
<u>Strategy XII.3.3.2.</u> Promote public/private partnerships to recruit and/or retain businesses that meet the growth objectives of the City of Clemson.	Economic Development Corporation City Council Chamber of Commerce City Economic Recruiter	Ongoing	
<u>Strategy XII.3.3.3.</u> Develop annexation options and encourage redevelopment of infill properties for research and related uses in the form of planned developments and/or mixed-use projects.	City Council Administration Planning Commission Planning and Codes	Ongoing	
<u>Strategy XII.3.3.4.</u> Utilizing the principles of Smart Growth, respond to the City’s growth constraints by reinforcing existing commercial corridors as areas for transit-oriented development, including along U.S. Highway 123 and S.C. Highways 93, 133, and 76.	City Council Administration Planning Commission Planning and Codes Clemson Area Transit	Ongoing	
<u>Strategy XII.3.3.5.</u> Revamp the programming of Clemson Area Transit to serve transit-oriented high density residential and commercial developments.	City Council Administration Clemson Area Transit	Short-term	
<u>Strategy XII.3.3.6.</u> Strategically plan the number of public parking spaces available to serve College Avenue in concert with alternative transportation options.	City Council Administration Planning Commission Planning and Codes Clemson Area Transit Engineering	Ongoing	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Status
<u>Strategy XII.3.3.7.</u> Re-convene a semi-annual transit summit with the help and inclusion of the Joint City University Advisory Board (JCUAB).	City Council Administration Planning Commission Clemson Area Transit JCUAB	Short-term	
<u>Strategy XII.3.3.8.</u> Encourage the redevelopment of older multi-family areas to provide housing for underserved segments of the local market.	City Council Administration Planning Commission Planning and Codes	Short-term	
<u>Strategy XII.3.3.9.</u> Revise protocols for use of the City’s community development funds to include seeking grants to ensure long-term funding for at-risk neighborhoods.	City Council Administration	Short-term	
<u>Strategy XII.3.3.10.</u> Seek ways to encourage a greater diversity of options for low- and middle-income single-family housing, especially targeting housing in the \$100,000 to \$200,000 range.	City Council Administration Development Community	Ongoing	
<u>Strategy XII.3.3.11.</u> Support efforts of the Chamber of Commerce Small Business Council to promote, educate, and support locally owned small business creation and expansion.	Economic Development Committee City Council Chamber of Commerce City Economic Recruiter	Ongoing	
<u>Strategy XII.3.3.12.</u> Ensure adequate road capacity is available prior to approval of new developments on the main corridors of U.S. Highway 123 and S.C. Highways 93 and 76.	Economic Development Committee City Council Chamber of Commerce City Economic Recruiter	Ongoing	
Objective XII.3.4. Encourage higher density commercial and mixed-use residential uses in appropriate areas.			
<u>Strategy XII.3.4.1.</u> Utilize public/private partnerships to provide public parking throughout the College Avenue corridor (Downtown Corridor Plan), with emphasis on Lower and Upper College Avenue.	City Council Administration Planning Commission Development Community	Ongoing	
<u>Strategy XII.3.4.2.</u> Work with developers to encourage commercial mixed-used development in specific areas discussed in <i>Section D – Commercial Areas</i> and identified on Map XII-9.	City Council Administration Planning Commission Planning and Codes	Ongoing	
<u>Strategy XII.3.4.3.</u> Proactively collaborate with neighboring municipalities to discuss, share, and plan for future housing needs.	City Council Planning Commission Planning and Codes	Short-term	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Status
<u>Strategy XII.3.4.4.</u> Promote and incentivize the development of student housing complexes on the southern side of the City (south of the Walker Course), 99 Wyatt, Daniel Square, and along Seneca Creek Road in Oconee County.	City Council Planning Commission Planning and Codes	Ongoing	
<u>Strategy XII.3.4.5.</u> Incorporate density standards for the residential component of mixed-use projects in the non-residential districts.	City Council Planning Commission Planning and Codes	Short term	
<u>Strategy XII.3.4.6.</u> Incorporate impervious surface ratio requirement for the residential component of mixed-use projects in the non-residential districts.	City Council Planning Commission Planning and Codes	Short term	
<u>Strategy XII.3.4.7.</u> Incorporate Smart Growth principles in the development of standards for review of mixed-use developments in specific areas.	City Council Planning Commission Planning and Codes	Ongoing	
<u>Strategy XII.3.4.8.</u> Require all residential housing permitted in the commercial districts (C, CM, CP2) to be reviewed by the Fire Marshal for required side setbacks for emergency access, if applicable.	City Council Planning Commission Planning and Codes	Ongoing	
Goal XII.4. Protect existing neighborhoods.			
Objective XII.4.1. Preserve, protect, and enhance existing single-family neighborhoods.			
<u>Strategy XII.4.1.1.</u> Create a small area master plan for the <i>Historic Calhoun</i> neighborhood.	City Council Administration Planning Commission Planning and Codes	Mid-term	
<u>Strategy XII.4.1.2.</u> Install infrastructure in the Calhoun neighborhood including sidewalks, streetlights, bike lanes, and intersection improvements.	City Council Administration Engineering		
<u>Strategy XII.4.1.3.</u> Encourage appropriately scaled commercial uses in Calhoun that are walkable for existing neighborhood residents.	City Council Administration Planning Commission	Ongoing	
<u>Strategy XII.4.1.4.</u> Explore infill development that is compatible with surrounding neighborhood character while employing sustainable and smart growth practices.	City Council Administration Planning Commission Planning and Codes	Ongoing	
<u>Strategy XII.4.1.5.</u> Encourage cluster development where appropriate to protect environmentally sensitive areas.	City Council Administration Planning Commission Planning and Codes	Ongoing	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Status
<u>Strategy XII.4.1.6.</u> Incorporate transitional zoning strategies between low density single-family and high density/intensity districts wherever possible.	City Council Planning Commission Planning and Codes	Ongoing	
<u>Strategy XII.4.1.7.</u> Require that transportation, environmental, and economic impact statements be provided as part of any rezoning application that results in a more intense range of land uses.	City Council Planning Commission Planning and Codes	Ongoing	
<u>Strategy XII.4.1.8.</u> Designate and protect historic neighborhoods in Clemson as appropriate.	Neighborhood Associations	Mid-term	
<u>Strategy XII.4.1.9.</u> Through a grassroots effort, encourage the establishment of neighborhood associations in older established neighborhoods.	Neighborhood Associations	Mid-term	
<u>Strategy XII.4.1.10.</u> Review and amend bufferyard standards in the Zoning Ordinance as appropriate to provide protection for existing single-family neighborhoods.	City Council Planning Commission Planning and Codes	Short-term	
<u>Strategy XII.4.1.11.</u> Amend the Zoning Ordinance and AR2 district standards to not allow utility units in the rear setback of mixed-use buildings in the CM district.	City Council Planning Commission Planning and Codes	Short-term	
<u>Strategy XII.4.1.12.</u> Maintain R-20 and R-12 zoning as intact in appropriate Downtown neighborhoods.	City Council Planning Commission Planning and Codes	Ongoing	
<u>Strategy XII.4.1.13.</u> Discourage rezoning of R-20 and R-12 zoning districts into higher density zones and encourage the use of conservation development that does not result in a net increase in density.	City Council Planning Commission Planning and Codes	Ongoing	
Objective XII.4.2. Connect neighborhoods to parks and green spaces to create a continuous walking trail through Clemson.			
<u>Strategy XII.4.2.1.</u> Seek external funding (i.e., State funding) to establish connecting trails between parks, utilizing current utility rights-of-way.	City Council Planning Commission Park and Recreation	Mid-term	
<u>Strategy XII.4. 2.2.</u> Revise the City’s <i>Land Development Regulations</i> to require the provision of public amenities for developments having at least 50 residential lots and/or dwelling units.	City Council Planning Commission Planning and Codes	Short-term	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Status
Objective XII.4.3. Stabilize threatened low-income neighborhoods.			
<u>Strategy XII.4.3.1.</u> Partner with Habitat for Humanity to create more livable neighborhoods to enable current owners to stay in their homes.	City Council Administration Habitat for Humanity	Ongoing	
<u>Strategy XII.4.3.2.</u> Utilize Federal HUD grants and other opportunities to encourage homeownership and maintenance.	City Council Administration	Ongoing	
<u>Strategy XII.4.3.3.</u> Amend the Zoning Ordinance to provide incentives to encourage affordable housing in all new developments.	City Council Planning Commission Planning and Codes	Short-term	
<u>Strategy XII.4.3.4.</u> Research, apply for, and implement grants to assist with infrastructure costs when providing buildable lots for low- and moderate-income individuals and families.	City Council Administration	Ongoing	
<u>Strategy XII.4.3.5.</u> Seek and implement strategies and programs to enable residents to age-in-place.	City Council Administration	Short-term	
Objective XII.4.4. Invest in infrastructure for existing neighborhoods.			
<u>Strategy XII.4.4.1.</u> Complete upgrades and improvements to all infrastructure in older neighborhoods, including but not limited to water, sewer, sidewalks, and street lighting.	City Council Administration Engineering	Ongoing	
<u>Strategy XII.4.4.2.</u> Update and revise on-street and off-street parking requirements and enforcement for all neighborhoods.	City Council Administration Planning and Codes Police	Short-term	
<u>Strategy XII.4.4.3.</u> Develop and implement plans to install new amenities in older neighborhoods such as sidewalks, street lighting, and recreational spaces.	Neighborhood Associations City Council Administration	Mid-term	
Goal XII.5. Protect the City’s natural resources.			
Objective XII.5.1. Sustain healthy communities by maintaining sustainable ecosystems.			
<u>Strategy XII.5.1.1.</u> Protect natural resources as an integral part of the development process through codes and education.	City Council Administration Planning Commission Planning and Codes Engineering	Ongoing	
<u>Strategy XII.5.1.2.</u> Review and, where necessary, revise ordinances to ensure that developers provide conservation areas in residential developments.	City Council Administration Planning Commission Planning and Codes	Short-term	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Status
<u>Strategy XII.5.1.3.</u> Ensure through codes and other means that the planting of new trees and the retention of existing trees is a considered an integral part of land development.	City Council Administration Planning Commission Planning and Codes	Short-term	
<u>Strategy XII.5.1.4.</u> Amend the Zoning Ordinance to further encourage small-scale residential agriculture.	City Council Administration Planning Commission Planning and Codes	Short-term	
Goal XII.6. Promote sustainable growth management practices.			
Objective XII.6.1. Encourage annexation and redevelopment in appropriate areas.			
<u>Strategy XII.6.1.1.</u> Ensure appropriate City services are available for any proposed annexation, including utilities, emergency services, and transportation related services.	City Council Administration All City Departments	Ongoing	
<u>Strategy XII.6.1.2.</u> Complete a cost-benefit analysis for all annexations.	City Council Administration All City Departments	Ongoing	
<u>Strategy XII.6.1.3.</u> Work with property owners to encourage master planning of vacant and/or redevelopment tracts to encourage the provision of all housing price points and needs.	City Council Administration Planning Commission Planning and Codes Private Property Owners	Ongoing	
<u>Strategy XII.6.1.4.</u> Work with property owners of land located along the southern side of U.S. Highway 123 adjacent to the City limits to develop a master plan for long term development of these lands and to promote their annexation into the City.	City Council Administration Planning Commission Planning and Codes Private Property Owners	Long-term	
<u>Strategy XII.6.1.5.</u> Promote annexation of land located to the north of the current City limits consistent with the City’s ability to provide appropriate levels of service (Map XII-7).	City Council Administration Planning Commission Planning and Codes	Long-term	
<u>Strategy XII.6.1.6.</u> Work with Clemson University to encourage annexation of University lands into the City (Map XII-7).	City Council Administration Planning Commission Planning and Codes Clemson University	Long-term	
<u>Strategy XII.6.1.7.</u> Promote annexation of lands in Oconee County across Lake Hartwell (Map XII-7).	City Council Administration Planning Commission Planning and Codes	Short-term	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Status
Objective XII.6.2. Use incentives to promote annexation.			
<u>Strategy XII.6.2.1.</u> Review and consider a range of incentives to promote desirable annexation.	City Council Administration Planning Commission Planning and Codes	Mid-term	
<u>Strategy XII.6.2.2.</u> Consider the use of development agreements that are consistent with the 2024 Comprehensive Plan, the Zoning Ordinance, and current City regulations to encourage annexation of large master planned developments into the City.	City Council Administration Planning Commission Planning and Codes	Mid-term	
<u>Strategy XII.6.2.3.</u> Remove unnecessary local barriers that discourage annexation.	City Council Administration Planning Commission Planning and Codes	Mid-term	
<u>Strategy XII.6.2.4.</u> Negotiate with the Town of Central on possible amendments to the Clemson/Central Annexation line.	City Council Administration Town of Central	Long-term	
<u>Strategy XII.6.2.5.</u> Promote the appropriate use of the PD zoning district to allow flexible and innovative development options for properties annexed into the City.	City Council Administration Planning Commission Planning and Codes	Ongoing	