



COMPREHENSIVE PLAN

2006-2016

**City of Orangeburg,
South Carolina**

INTRODUCTION

The year is 2006. The City of Orangeburg has completed an in-depth review of and revised its Comprehensive Plan. Previously established land use and development goals, objectives, and policies contained in the 1998 Plan have been reevaluated for continued applicability and, where found to no longer provide proper guidance to the orderly development of the community, updated and amended accordingly.

The framework for reevaluating and reestablishing the existing Comprehensive Plan to meet the needs of the future is outlined in the ***South Carolina Local Government Comprehensive Planning Enabling Act of 1994***. The State Act redefines the Comprehensive Plan to include seven elements, which comprise the body of this Plan:

1. Population
2. Housing
3. Economic Development
4. Natural Resources
5. Cultural Resources
6. Community Facilities
7. Land Use

The principal purpose of the Plan update, like its predecessor, is essentially unchanged. It is intended to guide and help direct future development of the Orangeburg community. As such, the Plan articulates a framework for the arrangement of land use, traffic circulation, and public services designed to encourage orderly physical development and contribute to the economic and social welfare of the community.

Additionally, the Plan identifies challenges and issues facing the community, and prescribes a response. It is further intended to guide development and change to meet existing and anticipated needs and conditions; to contribute to a healthy and pleasant environment; to balance growth and stability; to reflect economic potentialities and limitations; to protect investments to the extent reasonable and feasible; and to serve as a basis for regulating land use and the development process.

The following sections of this report dimension the various required elements of the Comprehensive Plan and include a strategy for implementation.

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PART I

POPULATION ELEMENT

This initial element of the Comprehensive Plan will dimension the size and social characteristics of the City's population, past, present and future. Income distribution and education attainment levels also are studied in an attempt to understand the needs and potentialities of the population. Planning is, of course, first and foremost about people and their surroundings.

HISTORIAL TRENDS

Population in city of Orangeburg declined by eight percent between 1960 and 2000. There was a substantial increase between 1970 and 1980 (Table 1), but a steady decline since 1980. All the while, the Orangeburg urban area of which it is the center and Orangeburg County of which it is the seat have been experiencing population increases. There are a number of reasons for this, including fewer persons per household, fewer places to build, escape from municipal taxes, suburban lifestyle preferences, and the availability of urban services outside the city.

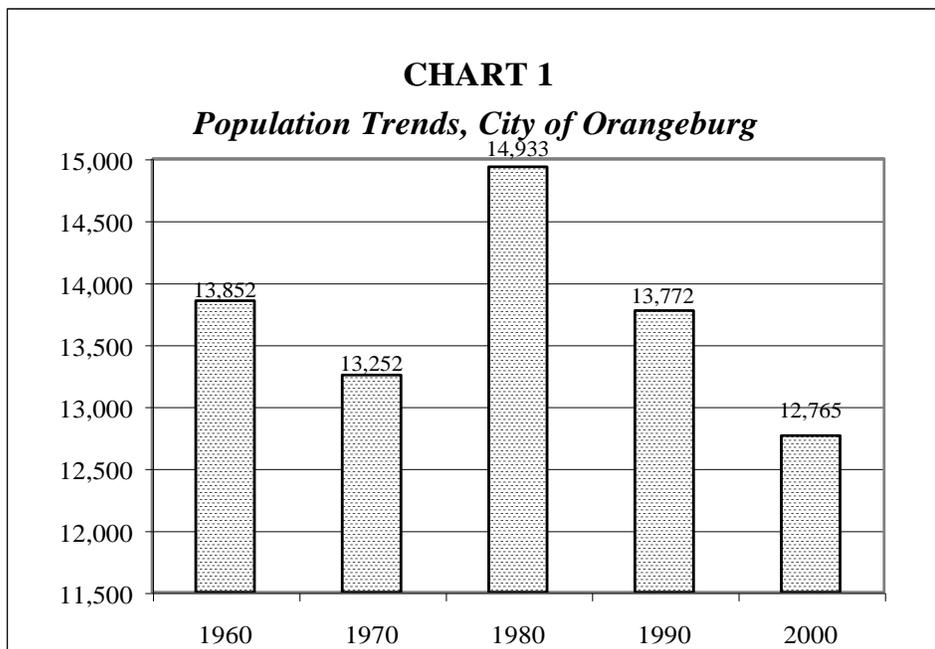
But things appear to be changing, as the US Census figures for 2004 show the population increasing for the first time since 1980. The 2004 Census estimate (released June 30, 2005) places the population at 12,895, an increase of 130 over the 2000 census count. The encouraging news here is that an historical population decline has stopped and reversed, albeit small.

This trend changing estimate bodes well for the City in terms of maintaining if not increasing its share of state revenues, as the formula for allocating such funds is based on population. It also signals an increase in development and subsequent tax revenues.

Chart 1 shows graphically changes in the city's population for each decennial period since 1960. To put this downward trend into perspective, Table I contrasts what has happened in the city with the positive growth changes that have taken place in the urban fringe area and the county as a whole.

The urban area, of which the City is the center, recorded steady population gains during this period. In fact, the Orangeburg urban area increased at a higher growth rate than did the County. And the urban fringe population (excluding the city of Orangeburg) increased at an even higher rate (Table 1).

Growth of the urban area is magnified when compared with more recent trends in the county. The 2004 county population estimates by the US Census shows a slightly downward trend since 2000. From 91,582, the population declined to 90,779, between 2000 and 2004. The loss was sustained in the rural areas of the county.



From 20 percent of the County total in 1960, the City's population declined to 14 percent by 2000. At the same time, the urban area population increased from 44 to 52 percent of the county total. Now, for the first time, over one-half of the county's population reside in the Orangeburg urban area. The City's population declined within the urban area (incorporated and unincorporated area) from 47 to 34 percent of the total. The 2004 estimate has done little to change this.

TABLE 1

**Comparative Population Trends, City of Orangeburg,
Orangeburg Urban Area and Orangeburg
County, South Carolina**

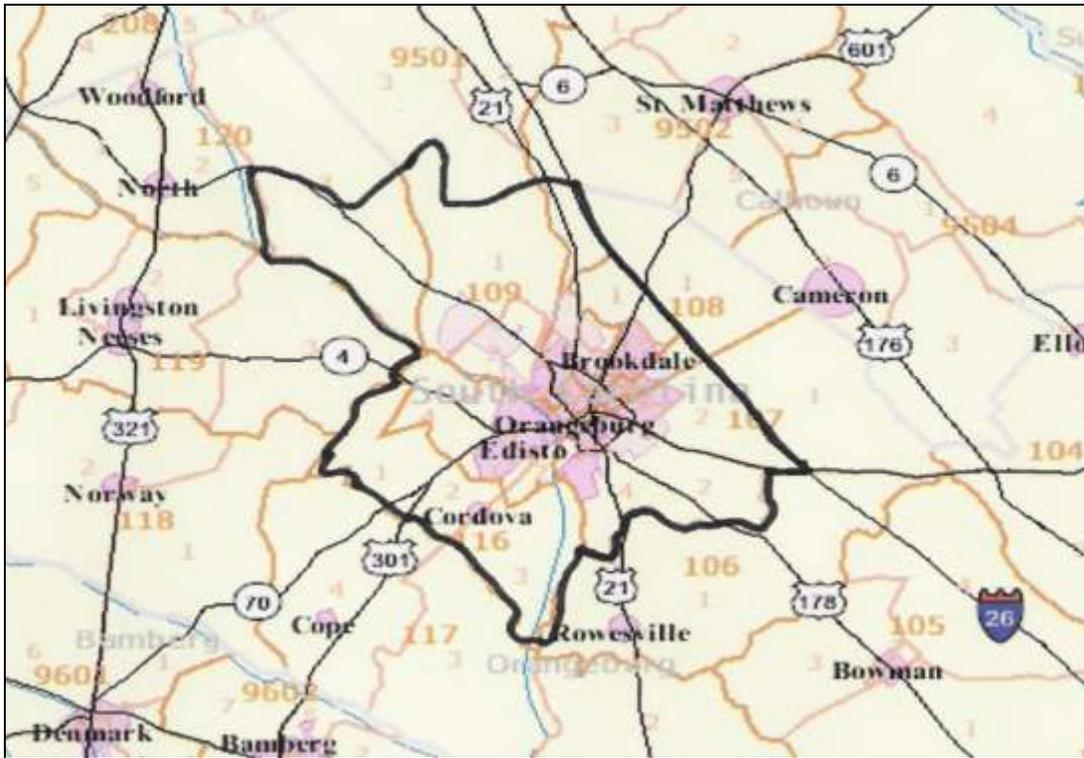
<u>Population</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
City of Orangeburg	13,852	13,252	14,933	13,772	12,765
Orangeburg Urban Fringe ¹	15,767	16,608	22,517	23,912	34,424
Orangeburg Urban Area ²	29,619	29,860	37,570	37,651	47,189
Orangeburg County	68,559	69,789	82,276	84,803	91,582
City of Orangeburg	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
Percentage Urban Area	47	44	40	37	27
Percentage County	20	19	29	16	14
Orangeburg Urban Area					
Percent of County	43	42	46	44	52
<u>Rate of Change</u>	<u>1960-1970</u>	<u>1970-1980</u>	<u>1980-1990</u>	<u>1990-2000</u>	
City of Orangeburg	08%	13%	-08%	-07%	
Orangeburg Urban Fringe	05	36	06	44	
Orangeburg Urban Area	01	26	01	25	
Orangeburg County	03	18	02	08	

Source Notes:

(1) Includes area outside of Orangeburg delineated on Map I.

(2) Includes City of Orangeburg and Orangeburg Urban Fringe Area delineated on Map I.

Source: U.S. Department of Commerce, Bureau of Census, Census of Population, SC.



DEMOGRAPHIC FORECAST

Population projections by the S.C. Division of Research and Statistical Services, the official Census agency in South Carolina, place the County population at 99,500 by the year 2015. This forecast is predicated on population trends through the 2000 Census period.

Within the County, the Orangeburg Urban Area (Map I) comprised for the first time in 2000, over one-half (52 percent) of the county population. Assuming the ratio to the county continues to accelerate at the same rate, we may expect an urban area population of about 66,000 by the year 2015.

However, should the urban area maintain its present position in relation to the County population, the projected population will increase at a more modest rate, producing an urban area population of about 52,000 by the year 2015. A third scenario is to compute the urban area population based on the average ratio to the county over the last 40 years. This produces an unrealistically low projection of only 45,200 by 2015.

These three scenarios are presented on Table 2, providing a Low, Median, and High forecast for the urban area. For planning purposes, the Median projection has been selected by the author.

Now, how many of these people will reside in the city of Orangeburg? How large will it be in the year 2015? The answer to these questions depends in large measure on the City's position regarding annexation. Without annexation, the city likely will continue to lose population, as it has over the last 20 years, from 1980 to 2000.

In the seventies, the City had a successful annexation campaign, adding 1,115 people via 19 annexation petitions. These annexations helped produce a 13 percent increase in population.

TABLE 2
Population Forecast
Orangeburg County, Orangeburg Urban Area
and City of Orangeburg

	<u>2000 Census</u>	<u>2005</u>	<u>2010</u>	<u>2015</u>
Orangeburg County ¹	91,582	94,260	96,890	99,510
Orangeburg Urban Area	47,189			
Low ²		42,800	44,000	45,200
Median ³		49,000	50,400	52,000
High ⁴		53,700	61,000	66,600
City of Orangeburg ⁵	12,765	13,000	14,000	15,500

Source and Methodology:

(1) Estimates for 2005 and projections for 2010 and 2015 by S.C. Division of Research and Statistical Services, Jan. 14, 2004.

(2) 2005 estimates and projections by Vismor & Assoc., based on mean ratio (urban area to county) between 1960 and 2000, 45.4 percent.

(3) Projections by Vismor & Assoc., based on least squares formula and linear trend, 1960 to 2000.

(4) Projections by Vismor & Assoc, Inc., based on growth rate between 1990 and 2000.

(5) Projections by Vismor & Assoc., based on median urban area projection and aggressive annexation.

During the eighties, the City was not as successful, with only four annexations bringing in a total of four people. In the same 10-year span, the City had an eight-percent population decline. During the 1990s, the City had eight annexations, bringing in approximately 24 persons residing in the Courtyard Subdivision. Again, the City recorded a loss of population between 1990 and 2000.

From 2000 to 2005, there have been only two annexations, including three people.

The City's history on annexation over the past 35 years illustrates the impact of annexation on the evolving and ever-changing size of the City. Through annexation, the City may expand its population base; without it, continuous population decline may be expected.

Annexing property in South Carolina is not an easy task however, requiring "outside" support of 75 percent of the property owners owning 75 percent of the assessed value of the land to be annexed. This makes projecting and planning for the City a tenuous proposition at best.

Assuming the City adopts a more aggressive policy toward annexation, as recommended in a 1995 Annexation Study, it could regain its former position in relation to the larger urban area of which it is the hub. By moving from 27 percent in 2000 to its previous position in 1990 (37 percent), the City would have a population of about 17,000 by the year 2015. But this may not be realistic based on population trends since 1980.

A more realistic and achievable goal (projection) is shown on Table 2. However, it too will require a determined and aggressive annexation effort, as the city has too little room for internal growth. It must come from outside. Anything less than a determined annexation effort will produce less population, and anything more should result in an even larger population. Following the annexation policies of the last 25 years, 1980-2005, will result in a shrinking City population. The future size of the City's population remains entirely in the hands of the City.

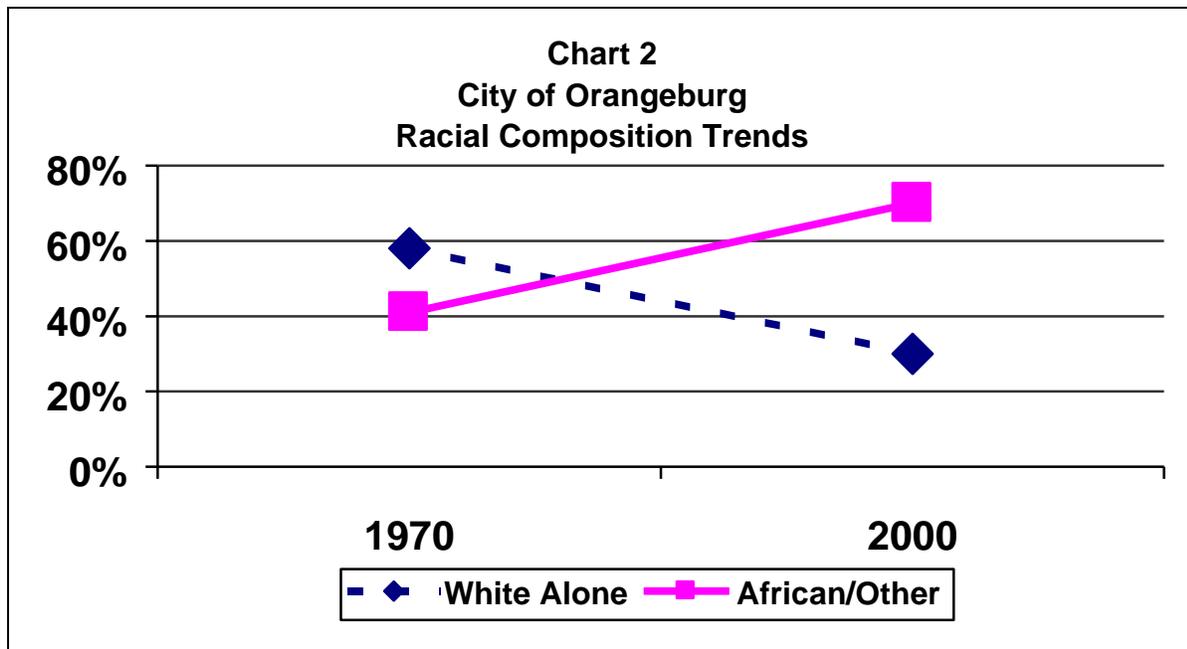
DEMOGRAPHIC COMPOSITION

To more fully understand the population, we need to take stock of its component parts or characteristics, including race, gender and age.

Racial Composition

There has been a significant modification in the racial composition of the City over the last 30 years. From 58 percent of the population in 1970, whites were reduced to 30 percent of the total by 2000. By contrast, minority populations, including the African-American population, increased from 42 to 70 percent of the population.

The minorities are now the majority. In 2000, there were 3,801 Whites alone, 8,618 African Americans alone, and 346 other racial minorities.



Looking at the population over time, changes in the racial composition have greatly altered the internal make-up of the city, where the minority African-American population is now the majority. If the past 30-year trend-line holds true, the City may expect still further changes in the make-up of its population.

Within the City, minority populations are concentrated south of Magnolia and Russell Streets, and comprise over one-half of the population in the central part of the City. Geographical separation of the races is not exclusive however, as minority populations are located throughout much of the City.

The land use implications of this component are few, but the trend toward further imbalance in the racial composition of the City should be carefully evaluated as future annexations are considered, so as not to invite interference or invalidation by the U.S. Justice Department.

Age Composition

The population is aging. But it is not unexpected or out of line with what is happening nationally. People are living longer, and generally retiring in place as opposed to migrating with age to retirement oriented locations.

The City's elderly population (65 and over) increased by 73 percent between 1970 and 1990. But due to overall city population losses sustained in the 1990s, the number of elderly declined slightly by 2000. As a percent of the population however, the elderly is holding its own, at 15 percent of the total – the same high water mark reached in 1990.

An increase in the elderly population has been accompanied by a steady and dramatic decrease in the younger population, under 18 years. Between 1970 and 2000, the City lost 43 percent of it's under 18 age group, moving from 30 percent of the population to just 18 percent.

The planning implications of these changes are significant for a number of reasons. A decline in the number of young people will show up in future populations, unless off set by immigration precipitated by economic development or annexation. It will also reduce the need for city school facilities and result in school closings and consolidations in time, if not curbed. And it will impact park and recreation planning.

On the other end of the population chain, growth in the number of elderly is perhaps of even greater concern. By 2020, one in six South Carolinians will be at least 65, according to the U.S. Census Bureau. That compares with one in nine today (2005). In the next 25 years, the state's elderly population will grow 200 percent faster than the state as a whole, according to census predictions.

Contrary to the notion that most elderly retired people migrate to places like Florida and the coast, 85 percent of elder Americans prefer to stay in their homes and never move, according to a survey by AARP. Aging in place is a trend that is here to stay says AARP. Only 13 percent of older people wish to move and the reason generally is to be closer to family as opposed to preference for a resort retirement community.

With older people electing to age in place, the City of Orangeburg may expect its older population to stay home as well. But staying home does not mean business as usual. A lifestyle change accompanies growing older. And the City should be responsive to the changing needs of its aging population.

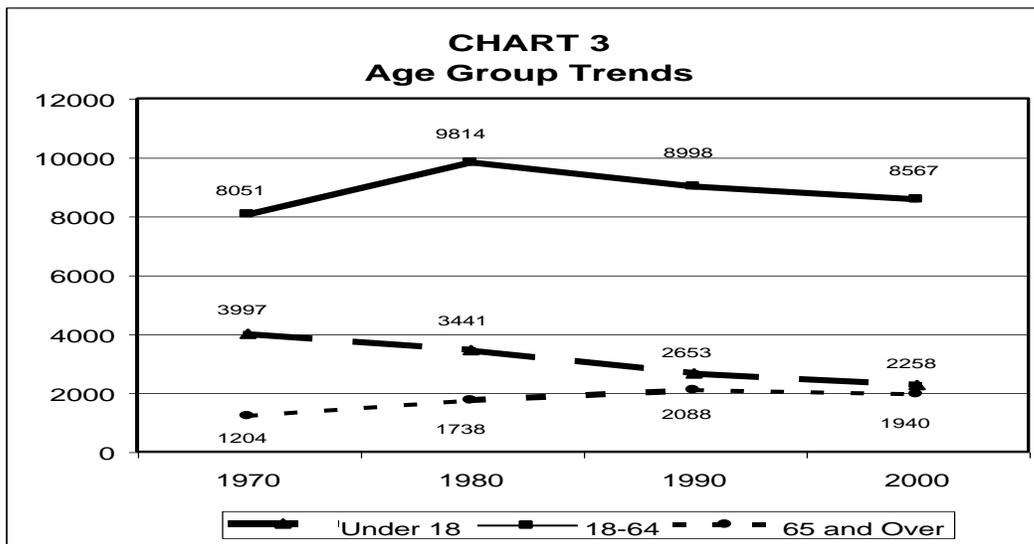
Two of the principal concerns of the elderly are environmental issues, including transportation, social conditions, and safety and housing issues, including alternatives to single-family housing, which comprises the bulk of the City's housing stock. Sensitivity to these issues is essential to accommodating an increasingly aging population.

TABLE 3
Age Group Trends, City of Orangeburg

	1970		1980		1990		2000		Change 1970-2000	
	No.	%	No.	%	No.	%	No.	%	No.	%
Under 18	3,997	30	3,441	23	2,653	20	2,259	18	-1,344	-34
18-64	8,051	61	9,814	65	8,998	65	8,566	67	947	12
65 and over	1,204	9	1,738	12	2,088	15	1,940	15	884	73

Source: Ibid.

CHART 3
Age Group Trends

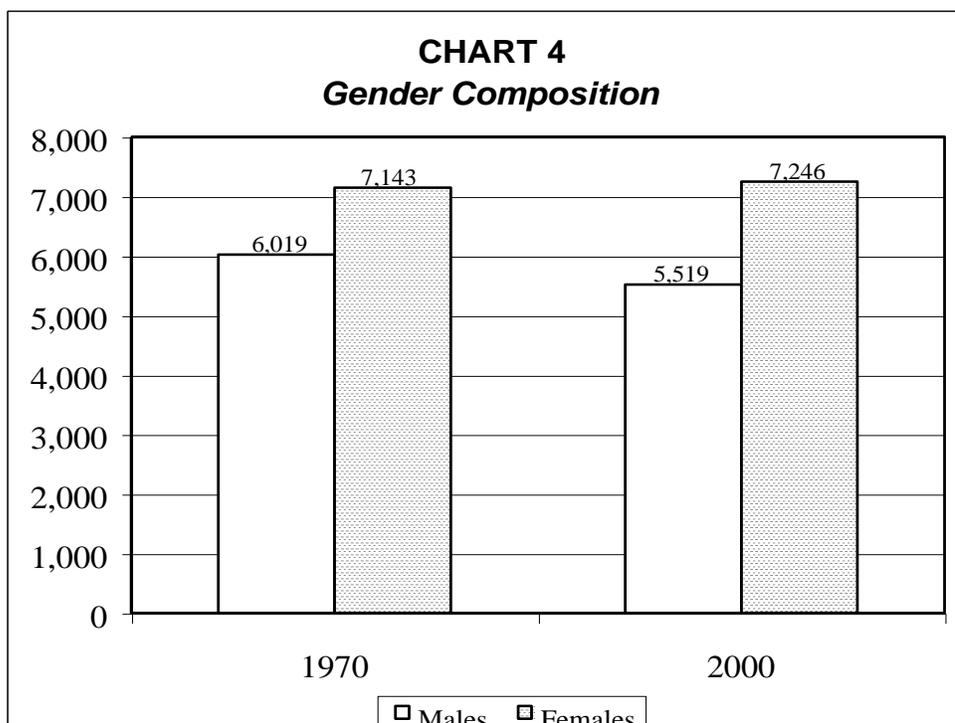


Gender Composition

As a general rule, the female population is larger than its male counterpart. In 2000 the female population in South Carolina accounted for 51.4 percent of the total. The city of Orangeburg, by comparison, had a higher ratio of females, 56.8 percent, increasing from 54.8 percent in 1970.

Nationally, the sexes are evenly divided in the pre-teen and teenage years, but with the age ratio generally becoming imbalanced on the female side. While the process is gradual, females at age 65 and over are in a majority position. This pattern is also prevalent in Orangeburg where in 2000, the female population 65 and over comprised 60 percent of the elderly population.

From a planning standpoint, this trend has little affect on the process, except for the obvious housing implications. More people of any one sex generally produces more one-person households, favoring smaller units, congregate housing facilities, shared housing accommodations, and other alternatives. There are obvious social ramifications as well, some of which are addressed through housing alternatives, such as shared housing.



SOCIAL CHARACTERISTICS

Suffice to say there is a positive correlation between land use and the quality of housing, income and education status. Higher educated people generally command higher incomes and subsequently reside in higher quality homes and neighborhoods. And these neighborhoods generally reflect positively on the use of land.

Recent studies also establish a correlation between education, income and health. The government report, Health, United States, 1998, found that each increase in income and education has a perceptible impact on health.

The near poor are, on average, healthier than those living in poverty; middle-income people are healthier than the near poor; and people with high incomes tend to be the healthiest. People with less education and less money are more likely to have jobs that do not offer health insurance, and that means less access to health care.

Education lengthens life and enhances health. Less-educated adults have higher death rates for all major causes of death, including chronic diseases, infectious diseases and injuries. Education also governs smoking habits. The least educated are more than twice as likely to smoke as people with more education.

Educational Profile

Educational attainment levels of City residents 25 years and older improved greatly between 1970 and 2000. From 52 percent of the population in this category not having completed high school in 1970, the ratio declined to 24 percent of all such persons by 2000.

As the number of high school dropouts declined, the number of high school and college graduates increased, as shown by Table 4. In fact, 35 percent of the City's population 25 years or older have four or more years of college compared with the state average of only 20 percent.

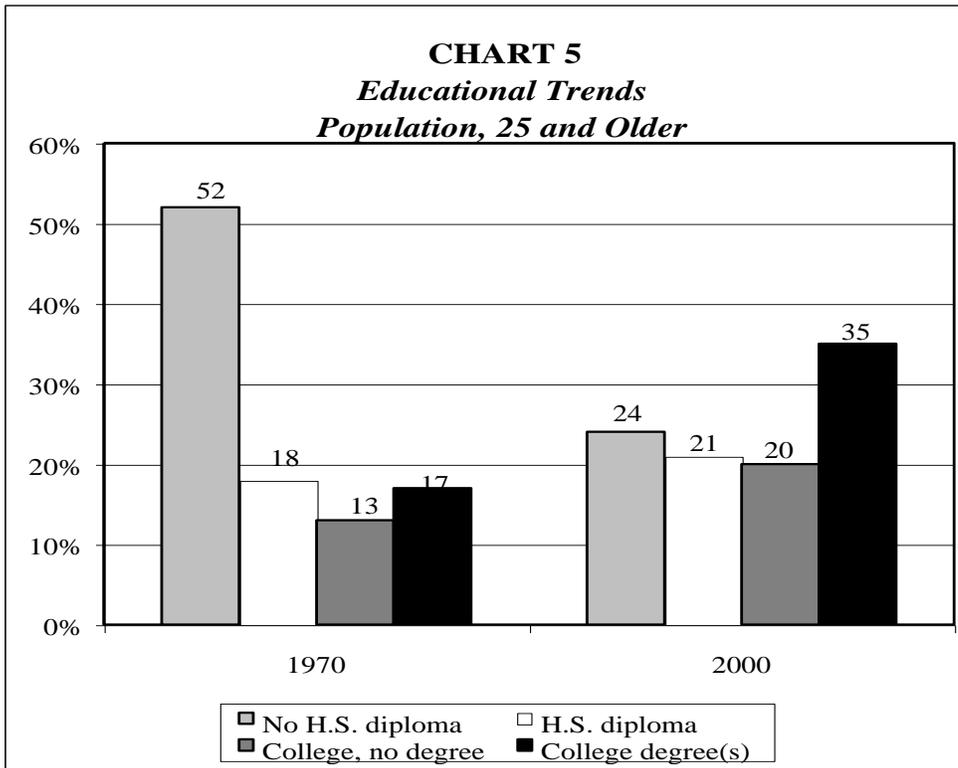
Two factors appear to account for Orangeburg's above average rate of college graduates: (1) the presence of four higher educational facilities in the area, and (2) the type of industrial base that requires higher educated and trained personnel.

TABLE 4
City of Orangeburg
Educational Attainment Trends
(Persons 25 Years and Older)

	1970		2000		Numerical Change	Percent Change
	No.	%	No.	%		
No H.S. diploma	3,340	52	1,612	24	-1,728	-52
H.S. diploma	1,129	18	1,518	21	389	35
College, no degree	858	13	1,346	20	488	57
College degree(s)	1,103	17	2,387	35	1,284	116
TOTAL	6,430	100	6,863	100		

Source: U.S. Census Bureau, Census Tape STF3A, Selected Years.

CHART 5
Educational Trends
Population, 25 and Older



The community's four higher educational institutions have experienced a 37 percent increase in enrollment since 1981. Particularly impressive have been enrollment increases at Orangeburg-Calhoun TEC and Claflin College, where enrollments more than doubled during this period. Having these facilities and opportunities in the community clearly has contributed to the City's above average rate of college graduates.

TABLE 5
Enrollment Trends in Orangeburg's
Institutions of Higher Education

	<u>Enrollment</u>				<u>Change</u>	
	Fall 1982	Fall 1987	Fall 1991	Fall 2003	1982-2003 No.	%
South Carolina State	3,769	3,729	4,710	3,585	-184	-05
Orangeburg-Calhoun TEC	1,185	1,046	1,509	2,491	1,306	110
Southern Methodist College	52	35	(NA)	89	37	71
Claflin College	645	791	856	1,577	932	145
Total	5,651	5,601		7,742	2,091	37

Source: S.C. Commission on Higher Education, The Higher Education Statistical Abstract, Selected Editions.

That educational levels generally are higher in Orangeburg than the state suggest that local incomes and living conditions generally are above the state average, as has been documented statistically through studies correlating education and income levels.

Persons in South Carolina without a high school education earn on average 22 percent less than those who have graduated. Persons attending college earn about 17 percent more than high school completers who do not move on to college. And those who graduate from college generally earn about 44 percent more than those who do not, according to the U.S. Bureau of Census. Studies show that each year of post secondary education or training—whenever it occurs in the course of a career—boosts earning power by six to 12 percent on average. Education also pays off for employers. A recent employer survey found that a 10-percent increase in worker education is associated with an 8.6 percent increase in productivity—well over twice the payoff from investments in physical capital.

Income Profile

As educational attainment levels have risen so have incomes. Per capita income of City residents in 1990 was \$9,890, and median family income was \$31,318. Poverty impacted 25 percent of City residents in 1990. The 2000 census, taken in 1999, shows a substantial increase in both per capita (\$15,264) and median family income (\$37,008). But as a percent of the State average, both per capita and family income actually declined. However, incomes of city residents are a bit higher in relation to those of county residents.

Median family income, which exceeded the median for the State in 1990, now is only 84 percent of the average for the State. Much of the change must be attributed to changes in the composition of the resident population.

Of the 12,765 people living in Orangeburg in 2000, 81 percent or 10,354 were assessed by the 2000 census to determine the presence of poverty. Twenty-five percent or one in four were found to have incomes below poverty level. More disturbing, 13.5 percent of those with poverty incomes were classified as “severely poor”, with family incomes below one-half the poverty level.

TABLE 6
Income Profile

	Orangeburg County	South Carolina	City of Orangeburg	Percent of State	Percent of County
<u>Income</u>					
Per Capita (1999)	\$15,057	\$18,795	\$15,263	81	101
Median Family (1999)	\$36,165	\$44,227	\$37,008	84	103

Source: S.C. State Data Center, Office of Research and Statistics.

CONCLUSIONS AND GOALS

Conclusions From the preceding, it may be concluded:

- (1) That without annexation, the city of Orangeburg will continue to lose population,

- (2) That the City's elderly population will continue to increase but perhaps not as rapidly as in the past,
- (3) That females will continue to out number males, creating more one-person households,
- (4) That educational attainment levels have improved substantially over time, but far too many residents still suffer from an inadequate education, and
- (5) That persons and families in the City generally have higher incomes than those in the county, but the margin of difference is getting smaller, and city residents appear to be losing ground to other areas of the state.

Population Goals

Goal: Increase Through Annexation the Population of the City to Reflect the True Size of the Community.

The future demographic and geographic size of the City will depend on annexation. A study and strategy have been developed, but implementation has been slow to date, as illustrated by the 2000 census count which recorded a seven percent population loss and 957 fewer residents than in 1990. That state shared revenues are allocated principally on the basis of population means the city has sustained a pro-rata reduction in the amount of such funds.

Goal: Create an "Age Sensitive" Community—Meet and Accommodate

The focus here is on developing more facilities and programs, and providing more housing alternatives and opportunities for an aging population.

The vast majority of people prefer to age in place as opposed to migrating to retirement communities. This is the preferred housing type for 85 percent of older people in the United States, according to a study on Expanding Housing Choices for Older People, sponsored by AARP.

In light of this situation, a three-point program is recommended to make the City more age sensitive. Implementation of such a program is recommended as an on-going activity, designed to:

- / Provide a diversity of housing alternatives. This should include apartments, townhouses, small and large single-family residences, manufactured homes, accessory apartments and condominiums, all available at a range of costs. Ideally, diversity should be found throughout the City, and in most neighborhoods. The ready availability of affordable housing alternatives in one's own neighborhood will enable older people to make adjustments without leaving their community and foregoing all the relationships they have established over time.

- / Provide pedestrian and/or public transportation linkages. The environment within which a person operates needs to be viewed as a series of links from one place to another. If this environment is only partially accessible, then it is essentially inaccessible to someone who is age impaired. In the absence of adequate sidewalks, a resident in a well designed assisted care housing project or neighborhood may be unable to reach a nearby park or other social or commercial outlet without a car. The ability of older persons to maintain their independence is dependent on linkages.

- / Adapt the environment to meet changing needs of the elderly. Universal design is a significant innovation within the housing sector; the same approach should be applied to the community at large in building design, site planning, and land uses. A long-term perspective should take into account the reuse and adaptability of schools to serve the needs of the elderly as senior centers, or senior housing and converted back as necessary. Also, parks should be redesigned to emphasize passive recreation opportunities, more attuned to the needs of the elderly.

**Goal: Raise the Educational Attainment Level of All Adult Persons
to or Above That of a High School Diploma.**

Dedication to improving education and subsequently improving earning power and the environment in which one resides is not the sole responsibility of the school districts and boards. It will take the combined efforts and support of the community, both financially and politically.

Toward this end, the community should:

- (1) Initiate a campaign to emphasize the importance of education and parental involvement in the process, and
- (2) Encourage adult education and the use of the community's educational resources.

A quality environment starts with an educated populace. Realization of this goal should be measured annually for incremental results.

PART 2

HOUSING ELEMENT

Housing is one of the principal elements of a Comprehensive Plan. It is a measure of lifestyle, and a major indicator of land use and environmental conditions. The City's housing stock is its habitat. It is therefore essential to fully dimension housing conditions and trends as part of this Comprehensive Plan.

HOUSING COMPOSITION

Single-family detached homes make up the lion's share of the housing stock in the city of Orangeburg, but not to the extent they once did. From 82 percent of all housing in 1970, the ratio of single-family units to other forms of housing dropped to 66 percent by 2000. Despite the lower rate, there was an actual increase in the number of single-family homes during this period, albeit small.

With a gain in single-family units, why the relative drop in such housing? Two reasons: manufactured homes and multi-family dwellings. The market has been shifting toward alternative housing forms, i.e. multi-family and mobile or manufactured homes for the past 25 to 30 years in response to the need for lower cost housing. Multi-family and attached single family units increased by 111 percent between 1970 and 2000, and manufactured homes by over 900 percent. These two alternatives now comprise 34 percent of all housing in the city of Orangeburg, compared with only 17 percent in 1970. They are changing the landscape.

Significantly, housing shifts in Orangeburg are not out of line with what is happening in the state and the nation. The rising cost of site-built, single-family housing has created a market for alternative forms of lower cost multi-family dwellings and manufactured homes. And the City may expect an even larger share of the market to be absorbed by such housing in the future, zoning permitting.

TABLE 7
Housing Structural Characteristics
City of Orangeburg
1970-2000

	1970		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%
Structural Characteristics								
Single-family, detached	3,344	82	4,390	84	3,357	70	3,396	66
	768	17	787	15	1,245	26	1,619	31
Single-family, attached and multi-family	2	Neg.	37	Neg.	196	04	161	03
Manufactured homes								
TOTAL	4,054		5,214		4,798		5,176	18

Source: Ibid., General Housing Characteristics, 1970, 1980, 1990, 2000.

TABLE 8
City of Orangeburg

Residential Permits Issued, 2000-2004

Year	Single-family Units	Multi-family Units	Manufactured Homes	Units Removed from Inventory	Net Total
2000	18	0	0	1	17
2001	16	0	0	0	16
2002	22	72	0	0	94
2003	15	0	0	0	15
2004	22	72	0	2	92
Total	93	144	0	3	234

Source: City of Orangeburg, Building Department.

The major challenges posed by multi-family and manufactured housing involve reconciling differences with traditional site-built, single-family housing, and ensuring the safety of such housing, particularly manufactured dwellings. Also, the fact that manufactured housing rarely

generates sufficient financial resources to offset the cost of services received is a major concern, particularly in view of their growing numbers. In 2000 the median value of manufactured housing in the City of Orangeburg was only \$31,000, according to the US Census.

Since 2000, multi-family housing has accounted for 61 percent of all new residential permits issued by the City.

In light of what is happening, careful land use planning is needed to ameliorate inherent differences between such housing, lessen the impact of multi-family and manufactured homes on established community lifestyle, and ensure the safety of such housing.

Occupancy Characteristics

Forty-six percent of all housing in the City of Orangeburg was owner-occupied in 2000, down from 50 percent in 1990. The decline was due in part to the large, 13 percent, vacancy rate recorded in 2000. Fifty-three percent of all occupied housing was owner-occupied.

The rate of home ownership is considerably lower than that for the County, 76 percent in 2000, up from 66 percent in 1990, as well as the state-wide rate of 72 percent in 2000, up from 70 percent in 1990.

This situation is not unusual however, as municipalities frequently provide a greater share of the rental housing market than do unincorporated areas.

Renter-occupied units made up 41 percent of the City's year round housing stock in 2000, down from 45 percent in 1970 but relatively stable since 1980.

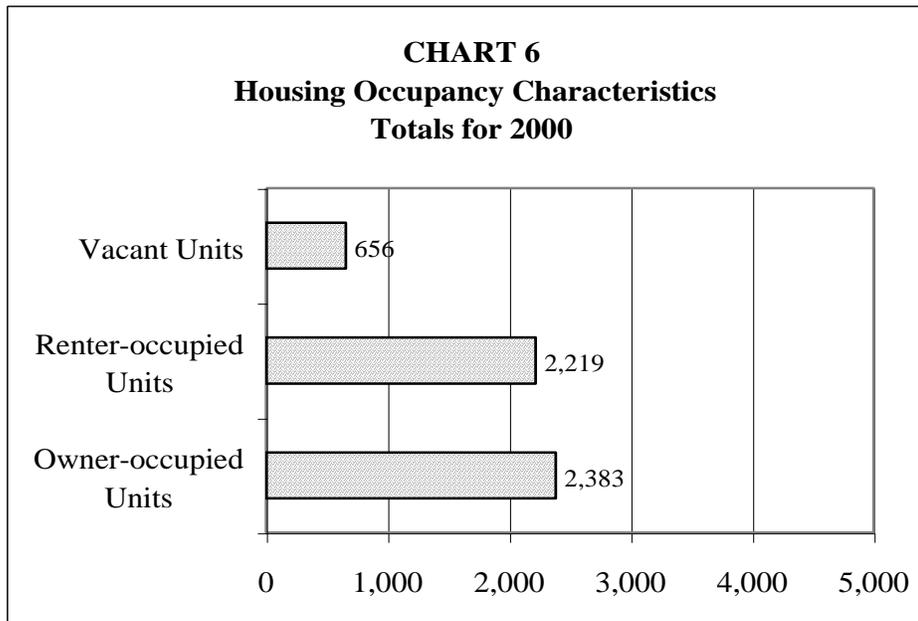
The City's housing stock declined by eight percent during the 80's, but recorded a 30-year increase of 28 percent between 1970 and 2000. Moreover, the number of owner-occupied units was up 21 percent during this period. And increased home ownership is a healthy sign, as ownership generally translates into neighborhood stability, upkeep and pride.

TABLE 9
Housing Occupancy Characteristics
City of Orangeburg
1970-2000

	1970		1980		1990		2000	
	No.	%	No.	%	No.	%	No.	%
Owner-occupied Units	1,974	49	2,541	49	2,420	50	2,383	46
Renter-occupied Units	1,819	45	2,178	42	1,963	41	2,129	41
Vacant Units	261	6	495	9	415	9	656	13
TOTAL HOUSING UNITS	4,054		5,214		4,798		5,168	

Source: U.S. Bureau of Census, General Housing Characteristics, 1970, 1980, 1990, 2000.

CHART 6
Housing Occupancy Characteristics
Totals for 2000



Financial Characteristics

The financial characteristics of owner-occupied housing in Orangeburg indicate that a majority of such homes are structurally sound, however 14 percent of all owner-occupied housing was valued at less than \$50,000 in 2000.

While this is not necessarily an indictment of local housing conditions, it brings into question the quality of about one in every ten homes. It should be noted however that essentially the same ratio of lower cost owner-occupied homes is present statewide, at 13 percent.

Median value of owner-occupied dwellings in 2000 was \$76,500 in the City, compared with the State median of \$83,100.

These characteristics tell us a lot about living conditions in the City, which appear to typify housing conditions and financial characteristics found around the State, albeit a little lower than the State average.

TABLE 10
Financial Characteristics
City of Orangeburg
Specified Owner-Occupied Housing, 1990-2000

	Owner-Occupied Dwellings			
	1990		2000	
	No. Units	Ratio	No. Units	Ratio
Less than \$50,000	764	36	304	14
\$50,000 - 99,999	1,103	52	1,407	62
100,000 - 149,999	181	08	336	15
150,000 - 199,999	49	02	125	05
200,000 plus	42	02	63	04
TOTAL	2,139	100	2255	100
Median Value Orangeburg: 1990: \$60,100; 2000: \$76,500 Median Value State of S.C.: 1990:\$61,100; 2000: \$83,100				

Source: U.S. Department of Commerce, Bureau of Census, Census of Population and Housing, 1990, 2000.

Structural Characteristics

In the absence of individual housing inspections, it is not possible to assess with any degree of accuracy structural conditions of the City's housing stock.

However, there are some indices, including housing values previously addressed.

The 2000 census identified 46 renter-occupied dwellings lacking complete plumbing facilities. Also 12 occupied rental units were reported as lacking complete kitchen facilities. In contrast, all owner-occupied dwellings had complete plumbing and kitchen facilities. To conclude however that all but the handful of homes lacking complete plumbing and kitchen facilities were structurally sound would be a mistake. From a 2005 windshield survey of the community, several neighborhoods were identified as having structurally deficient housing. These neighborhoods are identified and shown on Map 2, as Target Rehabilitation Neighborhoods. These same areas were identified in the 1998 Comp Plan, but most have been reduced in size and extent of deterioration since then. Many substandard homes in these areas have been removed and/or replaced with in-fill housing, as conditions overall have improved based on this comparative assessment over time.

An often used indicator for determining housing conditions is “age of housing”. Older homes are more likely to pose fire hazards, have dangerous code violations, have lead paint, or be structurally deficient in some way. The median age of housing in the City of Orangeburg is 1965. That is, one-half the homes were built before 1965 and one-half after. Ten percent of the housing stock, or 518 units were built prior to 1940. While this is not a condemnation of all older homes, it is an indicator of possible substandard conditions based on age. Where such housing exist, the potential for becoming substandard and the cost of maintenance generally are greater.

To help assess the condition of housing in the city, we turned to a HUD publication (May 2001) entitled: Barriers to the Rehabilitation of Affordable Housing, Volume I. This publication investigates and estimates the extent of substandard housing conditions nationally. The publication profiles and estimates the need for rehabilitation intervention by race and income status of occupants, tenure, and age of housing, among other characteristics.

By applying the findings of this study to the City of Orangeburg, using 2000 Census data, we are able to estimate the number of substandard housing units in the city, the severity of housing conditions and the need for rehabilitation, ie. Minor, Moderate, or Major.

Of the 5,176 housing units reported for Orangeburg by the 2000 Census, we estimate 234 or about one in 22 (4.7 percent) require major rehabilitation; 491 housing units or about one in 10 (9.9 percent) need moderate rehabilitation; and 1,568 or about three in 10 (30.5) can make do with only minor rehabilitation (Table 11).

An estimated 54 percent of all housing built before 1940 (281 units) require some type of rehab, about 10 percent more than the figure cited for all housing. Over seven percent of the pre 1940 housing stock is in need of major repair, compared with only 2.6 percent of all housing built after 1980.

Table 11								
Estimated Rehabilitation Need, By Age of Housing								
Age of Units (year built)	Minor Rehab.		Moderate Rehab.		Major Rehab.		Total Rehab.	
	%	No.	%	No.	%	No.	%	No.
1980-1995	29.0	308	5.4	57	2.6	27	36.9	392
1970-1979	30.6	294	7.6	73	3.9	37	42.0	404
1940-1969	30.4	800	10.8	284	5.0	132	46.2	1,216
Before 1940	32.0	166	14.8	77	7.3	38	54.0	281
All	30.5	1,568	9.9	491	4.7	234	45.5	2,293

Source: HUD, Barriers to The Rehabilitation Of Affordable Housing, Volume I, Exhibit 2.2, May, 2001. Orangeburg data, Census, 2000. Calculations by Vismor and Assoc.

HOUSEHOLDS

Nationally over the last several decades the number of households increased at a higher rate than the population. The reason for this has been a sustained reduction in household size.

TABLE 12
Persons in Households and Group Quarters
City of Orangeburg

	1970	1980	1990	2000	%Change 1970-2000
Number of Households	3,793	4,719	4,383	4,512	19
Persons Per Household	3.0	2.56	2.42	2.24	-25
Persons in Household	11,451	12,093	10,593	10,267	-10
Persons in Group Quarters	1,801	2,900	3,146	2,498	39

Source: U.S. Census, General Population and Housing Characteristics, Selected Years.

From 1970 to 2000, the number of persons per household in Orangeburg dropped from 3.00 to 2.24 for a 25 percent reduction in the size of the average household. At the same time the population declined by eight percent, but the actual number of households increased by 19 percent.

Moreover, households are projected by the U. S. Bureau of Census to get even smaller in the future. Using national trend lines as a measure of what to expect in Orangeburg, the future household size is projected to further drop to 2.06 persons per household by the year 2015.

But for the increase in the number of households, the housing market could have sustained a severe decline in numbers. The trend toward smaller households has helped the housing industry. Smaller households generate a need for more housing units just to accommodate the same number of people.

Households include all persons who occupy a housing unit. But not all households are composed of families. A family by definition consists of a householder and one or more other persons living in the same household who are related to the householder by birth, marriage, or adoption. A household can contain only one family.

In the city of Orangeburg, 56 percent or 2,527 households consist of families. The other 44 percent (1985) fall into the non-family category. Of this number, 1,585 or 80 percent constitute one-person households. In fact one-person households make up 35 percent of all households in the City of Orangeburg. This includes (1) a householder living alone or (2) a group of not more than eight unrelated persons in a housing unit.

Non-family households are more prevalent in the City than in the larger urban area. There are two reasons for this. First, the City's population is older, with 15 percent being 65 or older compared with only 11 percent in the fringe area. Second, many of the out-of-Orangeburg students attending Claflin and South Carolina State College reside in the City. And these two sectors make up most of the non-family households, either residing alone or as unrelated groups.

HOUSING PROJECTIONS

What does the housing industry hold in store for the City? It depends. Based on the population forecast (Table 2), and further projected declines in the size of households, the future looks pretty good.

Forecasts through the year 2015 show an increase of 1,784 housing units. All of this may not be new construction however, as annexation is expected to add to the existing housing supply. But the increase should continue to outdistance population growth, based not only on decreasing household size, but construction of replacement housing lost from inventory over time (between $\frac{1}{2}$ and one percent per decade).

Table 13
Housing Forecast
City of Orangeburg

	2005	2010	2015	Total
Additional Population	235	1,000	1,500	2,735
Household Size	2.18	2.12	2.06	-.12
Additional Housing Units	108	470	728	
06% Vacancy	<u>+6</u>	<u>+28</u>	<u>+44</u>	
Total New Units	114	498	1,172	1,784

Source: Vismor & Associates, Inc.

CONCLUSIONS AND GOALS

Conclusions

From the preceding we know:

- (1) that the composition of housing is changing, with manufactured and multi-family housing commanding an increasingly larger share of the market;
- (2) that the size of households is shrinking, giving rise to potential changes in the size of housing, and accelerating the need for housing;
- (3) that the rate of owner occupancy has declined; and
- (4) that housing conditions, while improving over time, still do not afford decent habitats for all City residents.

Based on what we know and what needs to be done, the following housing goals and strategies are hereby established.

Goals

<p>Goal: Protect and Maintain Existing Supply of Quality Housing and Residential Environs.</p>
--

Housing represents the single largest investment for most families. Protecting that investment from incompatible development through zoning is important to the general welfare and sustainability of residential areas.

Not all land use is complementary to or compatible with residential development. As a result, any infringement by uses adversely affecting existing residential areas generally is met by resistance from affected home owners.

Neighborhood protection is one of the principal goals of any planning and regulatory program. It is no less important in Orangeburg. Where quality subdivisions are threatened by encroachment from “incompatible uses,” a policy to prevent such encroachment has been adopted by the City. It is not enough that property be zoned residential. Zoning can break down over time and often does.

The City’s adopted policy to guide the rezoning process in such matters has gone a long way toward ensuring residential stability. It’s inclusion in the Comprehensive Plan, a document adopted by ordinance, makes it official. This policy has the added clout of the state planning enabling act, which mandates that “regulations shall be in accordance with the (comprehensive) land use plan.” Any action to the contrary requires reevaluation of the Plan itself, and its call for land use stability.

While this policy is a bit rigid, it has helped preserve, protect and sustain those neighborhoods and subdivisions so designated by the Comprehensive Plan (Reference Plan Map).

Goal: Improve to Safe, Habitable Condition All Substandard Housing and Residential Areas in the City.

Several large and some smaller neighborhoods have fallen victim to time and the deterioration process. These areas, identified on Map 2, Rehabilitation Target Area Map, require comprehensive strategies to stem the process and reverse the order of change.

Among the tools available to assist in the rehabilitation and restructuring of these areas are the following:

- (1) **Housing Codes**. Scheduling systematic code enforcement programs for each of these areas, to require owner compliance with minimum code regulations.
- (2) **Zoning Regulations**. Reinforce the commitment to upgrade and maintain these areas for residential use, by rezoning them exclusively residential. Presently, a variety of commercial and other potentially incompatible uses are permitted in most of these areas.
- (3) **Target New Housing Starts**. The City should channel future federal assistance for the construction of new, low income housing in these areas. New housing would be a welcome addition to these areas, helping stimulate the rehabilitation process. The availability of new housing also would permit families to relocate within their own neighborhood, without being uprooted or having their lives disrupted or severed socially from family and friends.
- (4) **Target Housing Rehab Programs**. The City has utilized in the past community development block grant funds (CDBG) to rehab both rental and owner-occupied units in several of these same areas.

But the extent and magnitude of housing problems in these areas demands more. An annual commitment in rehab funds and technical assistance is needed. Anything less will not produce the kind of results necessary to substantially impact and upgrade living conditions.

- (5) **Neighborhood Involvement**. Neighborhoods are best helped where the residents get involved and assume the leadership and responsibility for improvement.

All the governmental action in the world will not generate the desired results unless neighborhood residents get involved, and take a leadership role. Organized groups speak loud, and usually get results.

- (6) **Coordinate Housing Initiatives.** Habitat for Humanity and CDC (Community Development Corporation) for SC State University and Claflin College are actively involved in housing and rehabilitation, as is DORA (Downtown Orangeburg Revitalization Assoc.). These initiatives need to be coordinated and included in an overall housing and rehabilitation strategy for the city.

Goal: Increase the Supply of Structurally Sound, Low to Moderate Income Housing.

Without getting into the need for and economic aspects of generating additional higher paying jobs, and improving job skills and educational levels, the objectives of this goal are to:

- (1) increase the supply of affordable housing, and
- (2) increase the supply of assisted housing.

Objective #1: Make Housing More Affordable

To this end, residentially designed manufactured housing should be promoted as in-fill housing in the A-3 District. Such housing generally cost 30 percent less than site-built housing.

Objective #2: Increase Supply of Assisted Housing

Prevailing household incomes and structural conditions of existing housing in parts of the City indicate the need for financial assistance to meet the goal of the National Affordable Housing Act of 1990, that **“every American family be able to afford a decent home in a suitable environment.”**

But financially assisted housing can create problems of community acceptance where built in project settings. Therefore, to make such housing more acceptable to the community and compatible with its surroundings, the following locational criteria are recommended for siting such housing in Orangeburg.

- (1) That such housing be located on “scattered sites,” as opposed to concentrations or “project settings.”
- (2) That such housing be designed for compatibility to blend with its proposed surroundings.
- (3) That such housing be geographically dispersed to provide for “locational preference.”

Additionally, continued participation by the City in the various federal and state housing assistance programs is recommended as a means of increasing the supply of affordable housing.

Goal: Increase the Supply of Buildable Sites.

This may be accomplished by annexing undeveloped tracts with development potential and providing incentives to developers for building in the City. Also, the number of building sites may be increased through code enforcement by removing dilapidated structures and making way for new units.

PART 3

ECONOMIC ELEMENT

The local economy consists of two broad-based sectors—manufacturing and non-manufacturing. A description of each follows.

MANUFACTURING SECTOR

Since the industrialization of the south, manufacturing has driven the local economy, previously in the form of textiles. That neither textiles in particular nor manufacturing, in general, dominate the local economy as they once did in no way diminishes the importance of manufacturing to the economic well being of the community. To the contrary, the significance of manufacturing in an evolving economy is magnified.

Studies have shown that the creation of 100 new manufacturing jobs can have the following impact on the local economy.

- Create 68 new non-manufacturing jobs,
- add one (1) retail establishment,
- add to bank deposits,
- add to retail sales, and
- add to personal income.

Additionally, 100 new manufacturing jobs will produce about 67 new families, and add approximately 350 people and 80 school children.

Manufacturing jobs have declined statewide by approximately 33 percent since 1986, despite intensive recruitment efforts by the state. From 27 percent of all non-farm jobs in 1986, manufacturing jobs dropped to just 18 percent across the state in 2000.

This picture is not quite as bleak in Orangeburg County, where manufacturing accounts for 23 percent of all jobs. Although down from 34 percent in 1986, this is still a relatively healthy balance.

While there has been a loss in manufacturing jobs over time, the County has been successful in recruiting new industries, adding 24 new plants and 3,585 jobs since 1990 in the Orangeburg area alone. Unfortunately, it has not been enough to offset layoffs, closures, and restructuring in some of the older plants.

TABLE 14
Orangeburg Area Plants
Located Since 1990

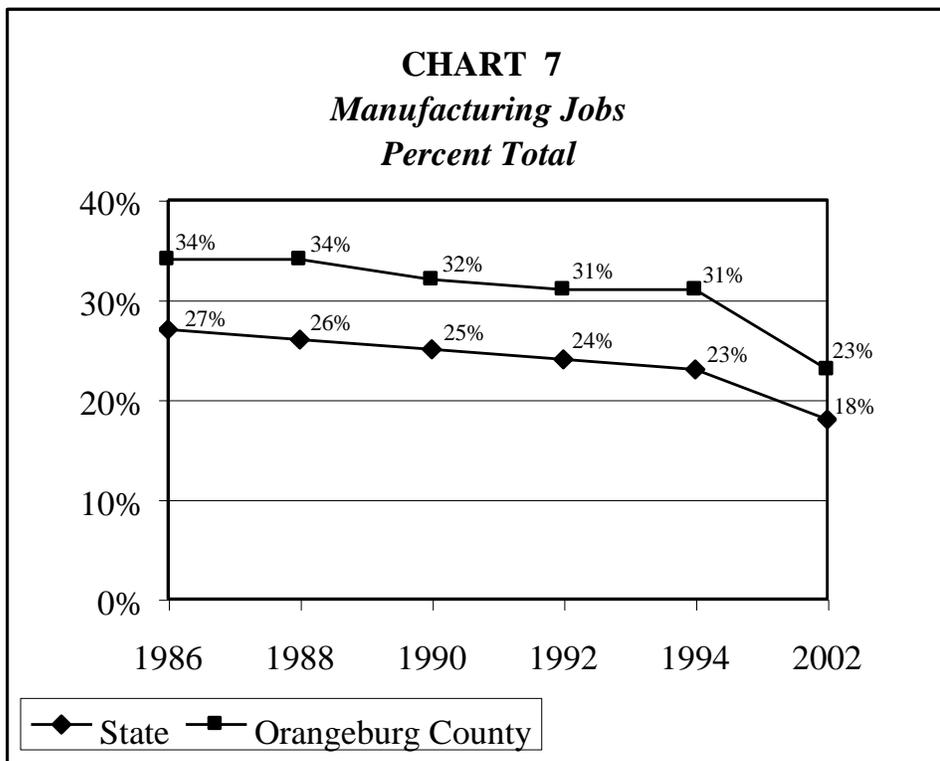
NAME	NAICS	EMPLOYEES
Abbex	33	30
Asiachem	32	22
Associated Chemists	31	22
Doane Products	20	90
Gulbrandsen	32	105
Linhart Machine, Tool	33	1
Master Molders	32	10
Allied Air Enterprise	33	300
Electrolux	33	2,000
Federal-Mogul Friction Products	33	262
Gulbrandsen Chemicals	32	98
Prime Materials Recovery	33	16
Quality Models	32	50
Scienda Building Sciences	33	20
Sumter Packaging Corp.	32	4
Trinity Industries	33	40
Mindis Recycling	33	8
Modern Machine Works	33	34
Okonite	33	220
Orangeburg Foods	31	225
Southern Deer Processors	32	4
Southern Heart Pine Ind.	32	4
Wannamaker	32	9
Wood Floors, Inc.	32	11
TOTAL		3,585

Source: S.C. Department of Commerce, 2004, S.C. Industrial Directory.

Of the 7,609 manufacturing jobs in the County in 2002, approximately 90 percent are located in the Orangeburg urban area, but very few are actually in the City.

Seven of the 20 largest employers in the county are manufacturers, all located within the Orangeburg urban area. They include the following:

- ELECTROLUX HOME PRODUCTS
- KOYO CORPORATION OF U S A
- ZEUS INDUSTRIAL PRODUCTS INC
- ALBEMARLE CORPORATION
- FEDERAL MOGUL POWERTRAIN INC
- ALLIED AIR ENTERPRISES INC
- EARTHGRAINS BAKING COMPANIES

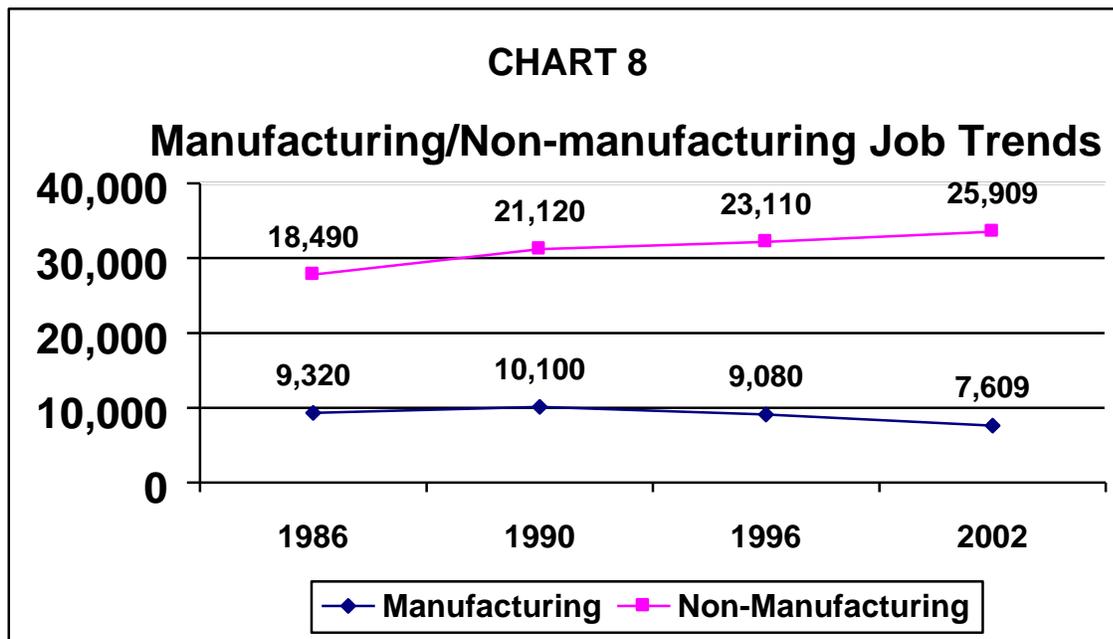


Although not located in the city, the contribution of these manufacturers and others to the City's economy is considerable. Local industries contribute directly through municipal utility revenues and indirectly with jobs and incomes. And with competition for industry such as it is, this may be the more practical scenario for accommodating and promoting industrial development, with direct utility and indirect economic benefits accruing to the City.

NON-MANUFACTURING SECTOR

Evolution of the local economy has been dominated by growth in the non-manufacturing sector. Growth in this sector has accounted for most new jobs, increasing in the County by 40 percent between 1986 and 2002. The non-manufacturing sector added 7,419 jobs during this period, compared with a loss of 1,711 manufacturing jobs. But growth has not been uniform.

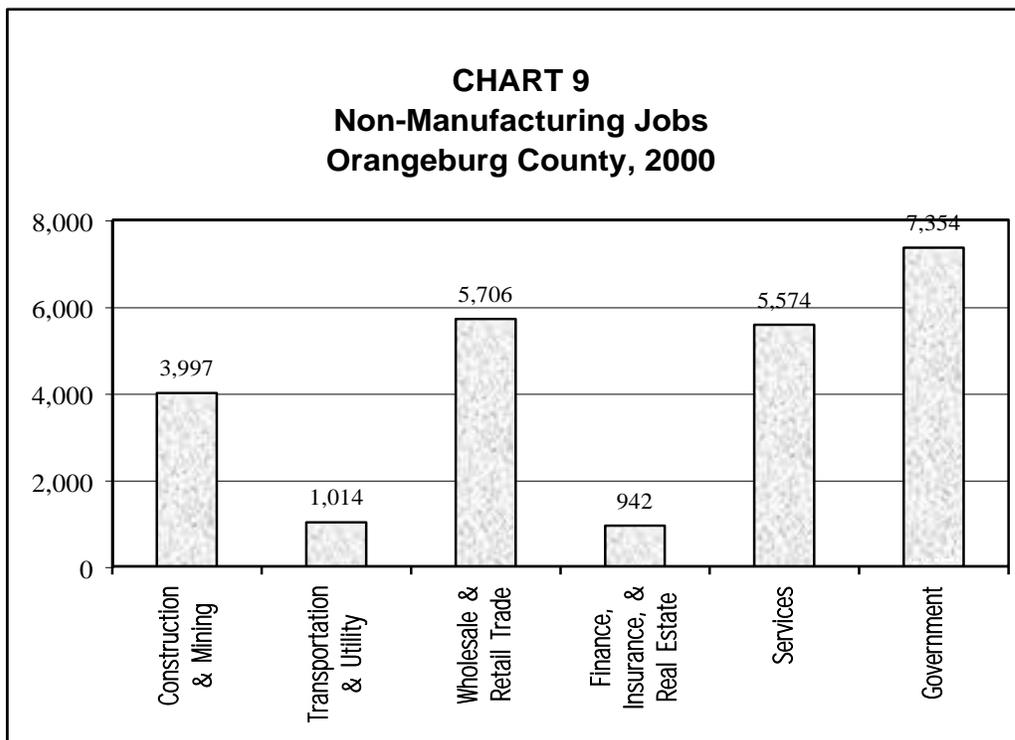
The largest gains have been in trade and services, now providing over 70 percent of all non-manufacturing jobs in the County. The increase in these segments is indicative of the County's position in the larger regional economy, extending beyond the County line.



That the County's job market is becoming increasingly service oriented is not surprising. The service industry has become the driving force of South Carolina's economy. Point in fact, the service industry is projected by the S.C. Employment Security Commission to provide one of every two new jobs in the state. The impact is likely to be a little less in Orangeburg County, as the County's economy is not

predicated on tourism-based activity. Still, the service sector is expected to gain disproportionately to other sectors of the economy because of its role in all aspects of business, including legal services, childcare services, and many other business services in support of other industries in one way or another.

Thirteen of the largest employers in the county are non-manufacturing industries. They are: Orangeburg Consolidated School, Regional Medical Center, South Carolina State University, County of Orangeburg, Orangeburg Consolidated School District 4, Orangeburg County School District 3, Food Lion, Wal-Mart Associates, Orangeburg CTY Disabilities and Special Needs, Main Waters management, Orangeburg Calhoun Tech education Center, Claflin University, and SC Bank and Trust.



Of the six major categories in the non-manufacturing sector listed on Table 15, three have accounted for most of the increase---construction and mining, services, and government. Jobs in wholesale and retail trade have declined, possibly due to on-line sales.

TABLE 15**Distribution of Non-Manufacturing Jobs**

	1990	2000	Change	
			Number	Percent
Construction & Mining	1,220	3,997	2,777	228
Transportation & Utility	760	1,014	254	33
Wholesale/Retail Trade	7,610	5,706	-1,904	-25
Finance, Insurance, & Real Estate	920	942	22	02
Services	4,340	5,574	1,234	28
Government	6,270	7,354	1,084	17
TOTAL NON-MANUFACTURING	21,120	24,587	3,467	16

Source: Ibid.

Within the City, the situation is about the same. U.S. Census data trends for 1982 to 1997 show the retail and wholesale service sectors declining, and the service sector expanding. The retail sector reached a modern day high in 1987 with 323 establishments employing nearly 4,000 workers. It has since lost 95 establishments, and 919 jobs. The decline may still be underway, as the latest Census of Retail (2002) has yet to be released. On the bright side, sales were up 25 percent, between 1992 and 1997, and have steadily increased since 1982. In fact, sales have remained relatively constant at 61 percent of all retail sales in the county since 1992.

Overall, the City maintained a competitive advantage of 50 percent or greater of all retail, wholesale and service establishments, employees and sales/receipts in the County, albeit a steadily declining position.

As the Orangeburg urban area has grown and expanded over time, many businesses have followed this outward suburban movement, thus weakening the City's commercial position. From 70 percent of all retail sales in the County in 1987, the City's share dropped to 61 percent in 1997. Wholesale trade had a similar drop from 76 to 58 percent. And the service sector had an even greater reduction, from 76 to 58 percent of all sales/receipts in the county.

The number of business establishments also declined from a modern day high in 1987, with a loss in 1997 of 95 retail stores and 18 wholesale establishments. Conversely, the number of service establishments grew from 272 to 355. These trends – service establishments up and retail stores down – are reflective of changing roles in many communities, with the traditional commercial center functioning more as a service center than a retail hub.

With more and more establishments locating outside the City, annexation, again, becomes a key issue, as this trend has and will continue to weaken the city's economic base. That the City still dominates the business sector within the county, accounting for over 50 percent of all retail, wholesale and service establishments, jobs, and sales, is of little consolation in view of the disturbing downward trend in business activity.

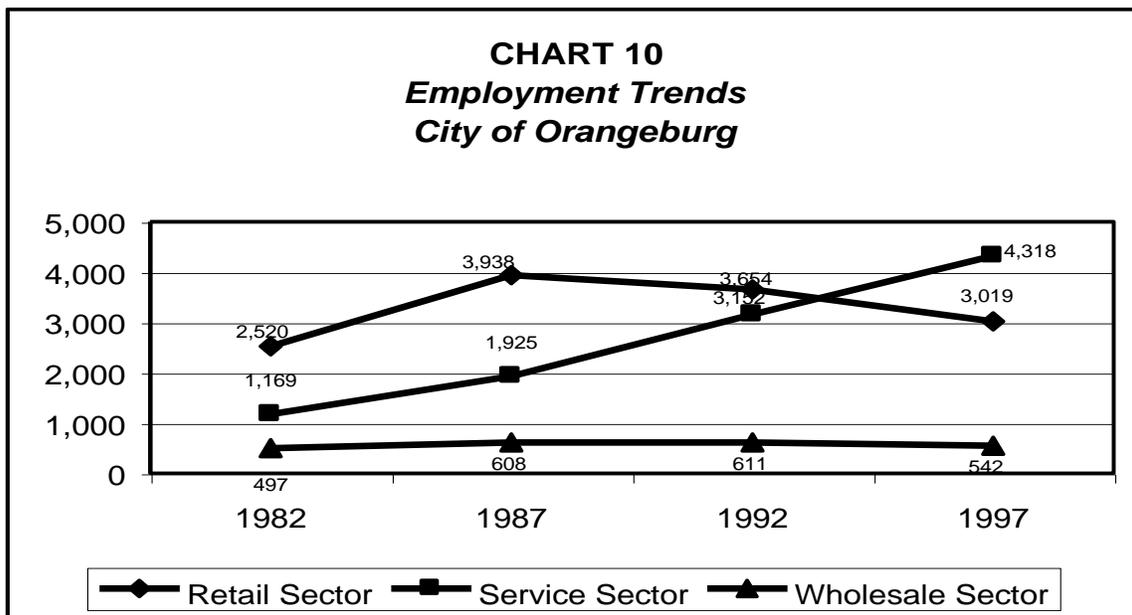
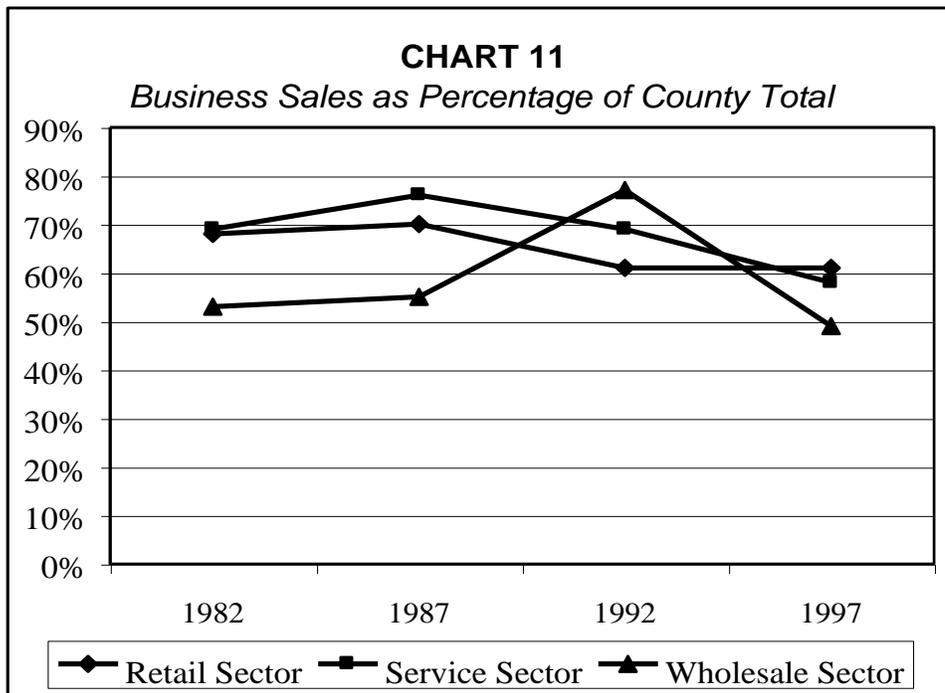


TABLE 16
Trends in Business, Employment and Sales
City of Orangeburg, 1982-1997

	1982			1987			1992			1997		
	# in City	% of County										
Business Establishments *												
Retail Sector	265	57	323	61	298	53	228	50				
Service Sector	216	68	272	71	256	63	355	54				
Wholesale Sector	58	48	63	55	54	51	45	56				
TOTAL	539		658		608		628					
Employment												
Retail Sector	2,520	68	3,938	73	3,654	63	3,019	63				
Service Sector	1,169	65	1,925	75	3,153	78	4,318	67				
Wholesale Sector	497	52	608	59	611	67	542	58				
TOTAL	4,186		6,471		7,418		7,879					
Annual Sales/Receipts (000)												
Retail Sector	\$179,717	68	\$290,571	70	\$340,667	61	\$426,052	61				
Service Sector	39,590	69	79,526	76	87,388	69	160,572	58				
Wholesale Sector	124,133	53	150,161	55	220,693	77	186,483	49				
TOTAL	\$343,440		\$520,258		\$648,748		773,107					

* Establishments with payrolls.

Source: U.S. Department of Commerce, Census of Service Industries, Census of Retail Trade, Census of Wholesale Trade, 1982, 1987, 1992, 1997.



CONCLUSIONS AND GOALS

Conclusions

From the preceding, we know that:

- (1) The County's economic base is changing, with manufacturing jobs declining in relation to non-manufacturing jobs;
- (2) The City's position as the business center of the County has weakened over time;
- (3) New manufacturing plants and jobs created between 1990 and 2004 were insufficient to offset job losses from plant closings, layoffs and restructuring; and
- (4) Few industries are actually located in the City, but 90 percent of all manufacturing jobs are in the Orangeburg urban area, and most are facilitated with utilities from the City.

- (5) the City of Orangeburg has a valuable asset on its municipal airport and has developed a Master Plan for development of approximately 93 acres.

Goals

Goal: Maintain or Increase the Current Ratio of Manufacturing to Non-Manufacturing Jobs.

The significance of manufacturing is in the multiplier effect on non-manufacturing jobs, retail sales and establishments, bank deposits, and higher wages.

That like uses (manufacturing) attract like uses (manufacturing) is undeniable. What is attractive to one industry often is attractive to others, particularly those with similar location criteria.

The following strategies are recommended in support of this goal.

- / Provide technical and financial assistance to existing industry, where needed, to help adapt to a changing world economy and ensure their retention in the community.
- / Promote further industrial diversification, with emphasis on high paying growth industries.

Goal: Expand the City's Business Sector through Annexation.

More and more businesses are locating outside the City of Orangeburg, but in receipt of City services. Annexation of these businesses would help the City regain its share of business activity relative to the County, and increase municipal tax revenues accordingly.

Goal: Create New Economic Markets to Cash in on South Carolina's Emerging Recreation-Retirement Image.

To this end, economic development efforts should be expanded to include tourist and retiree markets. The state has placed great emphasis on promoting South Carolina as a tourist destination and retirement place. With so much free advertising by the state, it would be relatively economical for the City to cash in on these initiatives and enjoy the benefits of an even broader based economy.

To capitalize on state initiatives, the development of a more aggressive tourism promotion program is recommended, together with educational programs for individuals involved in tourism, and the integration of infrastructure development in support of tourism, i.e. historic lodging facilities, specialty restaurants, etc.

With its historical buildings and places, cultural resources, and attractions (Edisto Gardens), the City is in a unique position to capture a larger share of the recreation-retirement economy.

Goal: Reshape the Role of and Stimulate Business Activity in the Downtown Area.

That the role of the Central Business District has changed over time is evident. Most primary and comparative shopping retail establishments have relocated to the malls, leaving in their wake vacant and secondary retail establishments and businesses.

But these changes to Orangeburg's downtown are not unique. Shifts in retail markets away from central business districts toward more convenient suburban (shopping center) locations are evident all across South Carolina and the nation. This has left many cities in a quandary as to the future or changing role of their central business districts. Some have been much harder hit than Orangeburg, based on the relatively small number of vacant storefronts. Still, the impact has been significant.

The importance of a strong downtown has not been lost on the City leadership. Downtown revitalization was identified at a Council Planning Retreat, June 20, 1992 as one of the major issues facing the community.

Subsequent to the retreat there was established a Downtown Orangeburg Revitalization Association, responsible for improving conditions and promoting development downtown. The work of the Association has produced public space improvements and additional parking space, and many public and private building improvements.

To augment the work of the Association, market feasibility studies have been developed for the downtown as a whole and specialized market and feasibility studies for specific areas of the downtown.

The results of this work may be seen in downtown Orangeburg today (2006), with it's refurbished store fronts, parks, streetscape, street lighting and parking lots. And the work to improve downtown Orangeburg is still underway.

The City has been successful in its pursuit of Grant funding for Downtown improvements. With over 1 million dollars in grants from the Department of Transportation to assist with streetscape and \$500,000 for façade improvements from the Department of Commerce the city has made great strides.

The City of Orangeburg must continue to pursue opportunities that will allow for improvements to areas such as Railroad Corner. This area is vital to the overall development of Downtown Orangeburg because it is a gateway into the City and its Central Business District.

With the commission of a study to determine the feasibility of a pedestrian bridge to connect the Universities to downtown this area could be a model for redevelopment.

Goal: Reevaluate and assess the needs of downtown.

The City of Orangeburg and Dora should partner to assess the true needs of the Downtown. Along with an updated market study there should be an assessment to focus on those people who currently use downtown versus the ones that do not. This will help determine from the perspective of the shoppers what works and what does not work for Downtown Orangeburg.

PART 4

NATURAL RESOURCES

This element of the Comprehensive Plan consists of an inventory and assessment of natural resources and consideration of their role in the future development of Orangeburg.

It is difficult to address natural resources in the City without expanding the boundaries to include the larger county and region in which it is located. Natural resources do not recognize political boundaries.

To the extent that such resources have in the past impacted development of the City and likely will continue to do so in the future, they are examined in this part of the Plan.

CLIMATE

Orangeburg is hot and generally humid in summer because of moist maritime air. Winter is moderately cold but short because the mountains to the west protect the area against many cold waves. Precipitation is quite evenly distributed throughout the year.

In winter the average temperature is 46 degrees F, and the average daily minimum temperature is 34 degrees. The lowest temperature on record, which occurred in Orangeburg on December 13, 1962, is 6 degrees. In summer the average temperature is 79 degrees, and the average daily maximum temperature is 89 degrees. The highest recorded temperature, which occurred in Orangeburg on August 6, 1954, is 106 degrees.

The total annual precipitation is 47 inches. Of this, 28 inches, or 60 percent, usually falls in April through September.

Snowfall is rare and when it does occur, it is usually of short duration and no more than two inches. The heaviest one-day snowfall on record was more than 20 inches.

The average relative humidity in mid-afternoon is about 50 percent. Humidity is higher at night. The average at dawn is about 85 percent. The sun shines 65 percent of the time possible in summer and 60 percent in winter. The prevailing wind is from the southeast. Average wind speed is highest in spring.

That these conditions are favorable to farming is partially responsible for the area's historical ties to agriculture.

Temperate climatic conditions also have contributed to the accelerated growth of the southeast region (Sunbelt) over the last several decades, in contrast to more frigid, less hospitable temperatures in the northeast (Frost belt) region.

MAJOR LAND RESOURCE AREAS

Orangeburg County is in three Coastal Plain provinces, or Major Land Resource Areas. The Carolina and Georgia Sand Hills make up about 11 percent of the County and are in the northwest part. The highest elevation in the County, about 400 feet above sea level, is in this resource area just north of Woodford. The soils are mostly well drained and sandy. Local relief is in tens of feet.

The Southern Coastal Plain makes up about 35 percent of the County. This area is in the center of the County and includes the City of Orangeburg, extending to Lake Marion. The soils are mostly well drained or moderately well drained. They formed in loamy or clayey sediment. The elevation ranges from about 220 to 350 feet.

The Atlantic Coast Flatwoods make up about 54 percent of the County. This area is southeast of Orangeburg. The soils are moderately well drained to poorly drained. They formed in loamy or clayey sediment. The lowest elevation in the County is in this area where Four Holes Swamp exits the County. The North and South Forks of the Edisto River, Four Holes Swamp, and Lake Marion drain southeast towards the coast and provide a diversity of hunting and fishing activities.

SOILS

The City of Orangeburg is built principally on Dothan, Neeses, Faceville, Orangeburg, and Ailey Soils. Most are suitable to development except for Dothan soils, which are characteristically wet and pose severe constraints to septic tank filter fields. They require community sewerage systems to overcome development constraints.

Much of the land bordering the west of the City is in Johnson and Lumbee soils, which make up the Edisto and Caw Caw Swamps. These soils too are characteristically wet but, unlike the Dothan soils, are essentially unbuildable. As such they form a natural barrier to the extension of development west of Orangeburg.

To this point in time, soil conditions and their constraints to development have played a major role in defining the Orangeburg community. All things being equal, development generally will follow the path of least resistance, in this case north and east of the City. Where major constraints are posed by existing soil conditions, development will move voluntarily in most instances to better suited soils. And where voluntary avoidance has not worked, regulatory prohibitions have been enacted.

As in the past, soil conditions will continue to influence and shape the urban community. From a land-planning standpoint, it is therefore essential to know the location and characteristics of soils. Detailed soil data and maps identifying the location of various soils comprising the Orangeburg area are available in a Soil Survey of Orangeburg County, USDA, SCS, June 1988.

EDISTO RIVER, North Fork

Certainly the most recognizable and perhaps the most significant natural resource in the area is the north fork of the Edisto River.

In a Rivers Assessment Study conducted by the S.C. Department of Natural Resources (formally the S.C. Water Resources Commission), the north fork of the Edisto River, along with all other rivers in South Carolina was evaluated as to its resource value and utility.

It was also assessed in terms of water quality and found to be among the state's most pristine rivers (Class One).

The resource value of the north fork of the Edisto River was assessed in terms of the following categories and assigned a value from one to four for each category.

Class One Value Category

Definition: Superior resource – rivers and river segments (and related corridors) with resource values that are of statewide or greater than statewide significance.

- **Wildlife Habitat River:** river-related areas with habitat for migratory birds, resident birds, furbearers, small mammals, endangered and threatened species (federal and state), and non-game species of special concern.
- **Recreational Boating River:** flat water boating and backcountry boating.
- **Undeveloped River:** undeveloped and free-flowing river segments.
- **Inland Fisheries River:** cold-water and warm-water fisheries, spawning, rearing and migration areas.
- **Water Quality River:** rivers with high water quality classifications presently attaining state standards.

Class Two Value Category

Definition: Outstanding resources – river and river segments (and related corridors) with resource values that are of regional significance.

- **Natural Features River:** endangered and threatened plants, unique plant communities and other recognized natural areas.
- **Recreational Fishing River:** prime recreational fishing rivers.
- **Timber Management River:** prime river-related timber areas.
- **Water Supply River:** significant drinking water supply rivers.
- **Utility River:** river-related utility sites.

Class Three Value Category

Definition: Significant resources – rivers and river segments (and related corridors) with resource values that are of local significance.

- **Agricultural River:** prime river-related farmlands.
- **Industrial River:** prime river-related industrial sites.
- **Urban River:** rivers flowing through urbanized areas, including urban recreation and urban river-related economic development.

From the preceding assessment by the state, the resource value of the Edisto River takes on even greater significance in its contribution to the community.

WETLANDS

The term wetlands means those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wetlands generally include swamps, marshes, bogs, and similar areas. The principal criteria for determining wetlands are (1) hydrology, (2) soils, and (3) vegetation.

Wetlands are considered by the state and federal governments to be important to the public interest. As such, state and federal laws protect them. Prerequisite to the development of such lands is a "jurisdictional determination" by the U.S. Corps of Engineers.

The extent to which wetlands are found in the Orangeburg community is quite large. Wetlands form the southern border of the City, paralleling for considerable distance both sides of the Edisto River. They also form finger-like protrusions from the Edisto into the urban fabric. Principal among these intrusions are Caw Caw Swamp and Turkey Hill Branch. Little Bull Creek (paralleling I-26), Middle Pen Creek paralleling and north of US 301, and Grambling Creek between 301 and I-26 also are flanked by wetlands on both sides, but not to the extent of the Edisto. There are also small, isolated wetland pockets scattered about the community.

In short, wetlands comprise a significant part of the Orangeburg community, and as such have greatly influenced and shaped the existing pattern of development.

Wetlands also have contributed to the community's ambiance, exemplified in the Horne Wetlands Park and Edisto Gardens on the Edisto River.

TREES

One of the most important natural resources in any community is its trees. Developers, particularly residential, generally avoid areas void of canopy.

Trees in the urban environment serve to protect and enhance property values, control erosion, moderate climate extremes, provide screens and buffers, promote traffic safety and contribute to community ambiance and beautification. Orangeburg's trees serve no less a purpose.

The value of this resource is such that regulating and monitoring the care and cutting of trees is recommended as a means of protection and enhancement.

CONCLUSIONS AND GOALS

Conclusions

A summary review of the City's natural resources reveals that:

- (1) Climatic conditions contributed to the early development of the area as a farm community, and remain an asset to development in contrast to climatic conditions in the Frost Belt.
- (2) Wetlands paralleling the Edisto River and several smaller creeks provide a natural amenity in the way of linear greenways and natural habitat areas.
- (3) Trees constitute one of the City's most important resources.
- (4) Except for wetlands, soils within the City generally are suited to development and few building constraints.

Goals

Goal: Improve Navigability of the Edisto.

Although classified by the state as a Class One flat water and back country Boating River, the north fork of the Edisto is hazardous and difficult to navigate in places due to fallen trees. Within the Horne Wetlands Park and most of the City, the river is maintained for boating, but beyond the City the river is more perilous to boat traffic.

The City should bring pressure on the state to maintain the navigability of the river in the interest of more fully benefiting from its resource value.

Goal: Create an Atmosphere of Awareness and Importance of the Community's Natural Resources.

To this end, the City and the various agencies involved in the promotion and development thereof should periodically sponsor natural resource awareness campaigns, and promote cooperation and responsibility to ensure the sustainability of such resources.

Goal: Maintain Proper Functioning of Wetlands and Flood Plains.

This may be accompanied by prudent enforcement of the City's Flood hazard Ordinance, and careful review and mitigation of all projects impacting wetlands.

Goal: Encourage better landscaping and tree preservation during development process.

1. Strengthen zoning regulations.
2. Amend tree protection provision in zoning ordinance to protect trees.
3. City should continue provide example by developing city property with this goal in mind.

PART 5

CULTURAL RESOURCES ELEMENT

This element of the Comprehensive Plan focuses on historical and cultural resources and facilities within the Community.

HISTORY

The city of Orangeburg was incorporated December 24, 1883. But the Community's history predates this time by about 150 years.

The settlement of the Orangeburg District, named for William IV, Prince of Orange and son-in-law of King George II of England, began with a land grant in 1704. Immigrants began making their way up the Edisto River---known as the "black river"---with provisions for one year and the promise that each family head would receive a lot and fifty acres for each member of the family.

Progress came to Orangeburg County in 1828 when a train depot was constructed in Branchville. This was the first branch of rail off the main rail line, thus giving Branchville its name. The Branchville depot is known to be the oldest railroad junction in the world. Today, the old train depot is a railroad museum.

The Civil War left its devastation in Orangeburg County---with the burning of homes, the courthouse, jail, and cotton warehouses by Sherman's troops. Sherman set up headquarters at the home of Judge Thomas Worth Glover on Whitman Street in downtown Orangeburg in 1865.

After the Civil War, the struggle to rebuild was long, but out of the ruins came many new opportunities. Land could be purchased for less than one dollar per acre, due to deflated prices. Cotton was very scarce, so the prices were inflated for those who could get the money to plant. Agriculture would bring stability back to Orangeburg and help in the rebuilding process.

When Claflin College was founded in 1869, hope for prosperity was on the horizon. In 1881, Bell Telephone came to town and began service with only 14 subscribers. One year later, the Orange Cotton Mill began operation and put over 100 people to work, when “cotton was king.”

South Carolina State University was established in 1896 as a land grant institution.

In the early 1920s, an Orangeburg County landmark began to take shape. The Edisto Memorial Gardens began to develop with the planting of azaleas on five acres of land along the Edisto River.

The 1930s brought a major electric project to Orangeburg County, the first of its kind in the nation. Lakes Marion and Moultrie were created and two river systems were connected with a hydroelectric dam, which formed the Santee-Cooper Lakes.

HISTORICAL BUILDINGS AND PLACES

Much of the City’s unique charm and amenities are found in its historical buildings and places of which 17 have been listed on the National Register of Historic Places. The inventory of historical places includes 13 individual properties and seven districts with multiple properties.

Individual properties include the following:

- Dixie Library Building – Corner of Bull & Middleton St.
- F.H.W. Briggmann House – 1156 Amelia St.
- Enterprise Cotton Mills Building - Zeus Ind. 501 Blvd.
- Major John Hammond Fordham House – Blvd.
- Mt. Pisgah Baptist Church –310 Green St.
- Orangeburg City. Fair Main Exhibit Building – Magnolia St.
- Williams Chapel A.M.E. Church – 184 Glover St.
- Lowman Hall, S. C. State University –SCSU Campus
- Hotel Eutaw – Courthouse Square
- Hodge Hall, S. C. State University – SCSU Campus

Dukes Gym, S. C. State University–SCSU Campus
Orangeburg County Jail “Pink Palace” – St. John St.
Tingley Memorial Hall, Claflin University – Claflin Campus
Old Fire Station – Middleton St.
Judge Glover’s House – Whitman St.

The seven historical districts are identified and described below, and delineated on the Historical Resource Areas Map.

- (a) **Amelia Street Historic District** is located along a portion of Amelia Street between Treadwell Street and Summers Avenue. This district contains 15 residences constructed between 1890 and 1929.
- (b) **Claflin College Historic District** is located on a portion of Claflin College. This district is comprised of five educational buildings constructed between 1898 and ca. 1915. It also includes Tingley Memorial Hall.
- (c) **East Russell Street Area Historic District** is located along sections of East Russell Street between Watson Street and Clarendon Street and along a portion of Oakland Place, Dickson Street, and Whitman Street. This district includes a collection of one and two story houses constructed between ca. 1850 and ca. 1930. It consists of approximately 55 resources.
- (d) **Ellis Avenue Historic District** is located along a portion of Ellis Avenue between Summers Avenue and Wilson Street. It contains seven residential buildings and Ellis Avenue School. The residential buildings consist of one and two story structures, built around the turn of the century. Ellis Avenue School was built in 1931.

- (e) **Orangeburg Downtown Historic District** is defined generally as the area around the public square. It includes a collection of 44 buildings and one statue, most of which were built between ca. 1850 and ca. 1935. Prominent in the collection is a livery stable, a statue, two churches, a post office, two lodge halls, and a brick paved street. Recently lost to the district was the City's first textile mill.

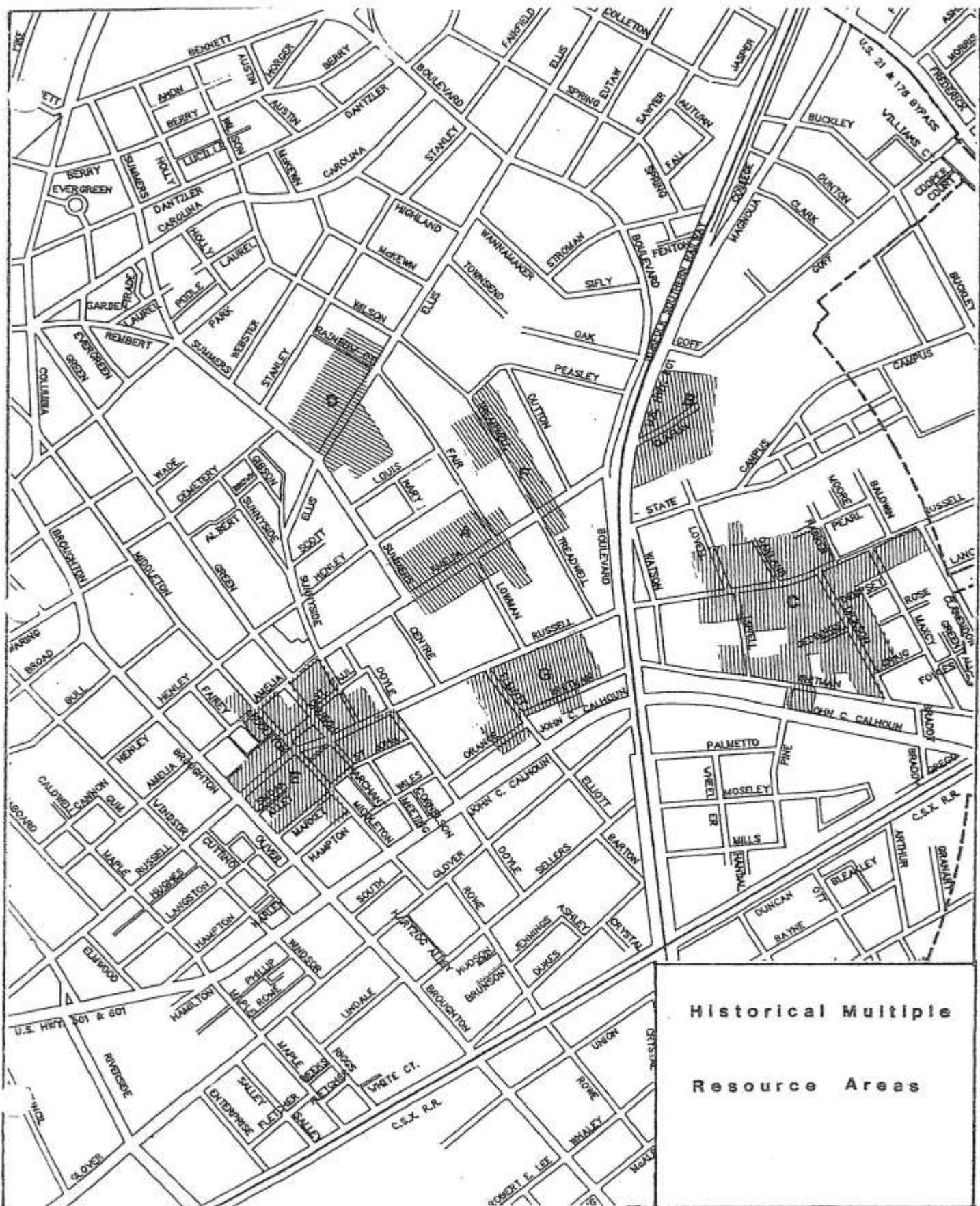
- (f) **Treadwell Street Historic District** is located along portions of Treadwell and Amelia Streets. This district contains approximately 40 buildings all but one of which were originally residences, constructed between ca. 1890 and ca. 1930.

- (g) **Whitman Street Area Historic District** is situated along sections of Whitman, Elliott and East Russell Streets. It contains 12 buildings constructed between ca. 1880 and ca. 1925. Most are residences.

The City's historical districts and individual historical properties combine to form an "Historical Multiple Resource Area", nominated for and included on the National Register of Historic Places in 1985. Included in this expanded area are 191 resources of historical or architectural significance.

Unfortunately many of these resources are located in areas undergoing change, both in terms of physical and use transition, thereby threatening their survival for future generations to enjoy and appreciate. While change in the use or exterior presence of these resources is made difficult by their inclusion on the National Register, change to their surroundings which may be negative or uncomplimentary is much less difficult, particularly where open-ended commercial zoning is in place. Of even greater concern is the absence of any compatibility review requirements or restoration standards.

Historical Register designation notwithstanding, the City's historical resources are vulnerable to compromise, misuse, destruction, structural alteration, and environmental change. As a result an Historical Conservation Overlay Zone was added to the City's zoning ordinance in 1993 to enhance and ensure the survival of its historical resources. To date however, the District is yet to be applied on the Zoning Map.



THE ARTS

The **Orangeburg County Fine Arts Center** is home to the performing arts, visual arts and literary arts. It also supports various arts organizations and local schools through sub-grant, and arts and education programs.

The center is located in Edisto Memorial Gardens, providing a broad range of cultural activities including workshops, exhibits, seminars, plays, concerts, arts and crafts, performances, luncheons and tours.

The Arts Center facility is owned by the City and leased to the Arts Council, a chartered non-profit organization founded to provide facilities for the enjoyment and participation of individuals in the Arts and Historical Heritage.

The Arts facility includes a terrace garden overlooking the river. The two-story building was last renovated in 1984 and is adequate for most functions. But there is a need for more bathroom facilities, storage space an enlarged kitchen, and improved (paved) parking area.

In addition to the Fine Arts Center, the **Orangeburg Part-Time Players**, a local performing group, has secured and renovated the old Edisto Theatre downtown (renamed **Blue Bird Theatre**) for live performances.

Stevenson Auditorium is situated in the City office complex on Middleton Street in downtown Orangeburg. Built in 1927, this complex was designed to serve as the cultural and administrative center of town.

The auditorium has seating for 613, following major renovation in 2000, and inclusion of handicapped accessible modifications designed to meet ADA requirements. It is used about 200 days out of the year. The auditorium serves as a catalyst for economic development of the downtown area and enrichment of the arts.

South Carolina State University adds considerably to the inventory of cultural facilities and resources available to the Community. Among these are **Martin Luther King Auditorium** with seating capacity for 1,000, the **Henderson-Davis Theatre** in Turner Hall with seating capacity for 400, **I.P. Stenback Museum and Planetarium**, and a **Fine Arts Building**.

These facilities are available for community use and present a variety of performances including concerts, plays, lectures, poetry reading, etc. The University also has a symphony orchestra, concert choir, gospel choir and the Henderson-Davis Players, among other performing groups, including the best marching band in South Carolina.

The University, Claflin College and Orangeburg-Calhoun TEC have banded together to form a Community for Higher Education Council. The mission of the Council is to expand the overall educational experience at each institution as well as affect quality of life improvements to the community as a whole. To this end CHEC publishes a Cultural Calendar of events sponsored by each institution as well as the Orangeburg County Fine Arts Center, among other things.

Claflin College also adds to the list of cultural facilities and resources available to the community. Principal among these resources is the 800-seat capacity **W.V. Middleton Fine Arts Center**. This facility hosts annually nationally known artist and performances, in addition to local talent.

The College has its own television and radio studio, used for such programs as Teen Talk and local programming by Time Warner Studios. Also, a Living and Learning Center has been added, featuring a **Performing Arts Center**. This facility, housed in a renovated historical building, is used to accommodate smaller performing groups and audiences of about 150 people.

CONCLUSIONS AND GOALS

Conclusions

From the preceding, it appears that the Community is committed to the arts and to providing opportunities for broad based citizen participation to match local interests.

For the most part existing facilities are adequate for their intended function, following improvements to Stevenson Auditorium in 2000. [Additional planned improvements to Stevenson include expansion of restrooms and development of a courtyard between Stevenson and eventual home to Council Chambers \(Old Fire Station\).](#) With additional improvements to certain other facilities, they could become they could be outstanding.

The Community is also cognizant of its history and is committed to historical preservation, recognizing that the future is built on the past.

Goals

Goal: Promote Greater Appreciation of the Community's Cultural Facilities and Events.

Maintain and circulate a comprehensive calendar of events, including continued publication of notices in the Thursday edition of the newspaper. Create community date-book on City of Orangeburg's website. Also encourage student participation in cultural events.

Goal: Maintain Cultural Facilities in Structurally Sound and Aesthetically Pleasing Conditions to Maximize Use and Foster Community Pride.

Stevenson Auditorium is the City's primary cultural facility and a source of community pride. As such, continued maintenance and promotion of its use to foster the arts, and accommodate civic and public events are essential.

The Fine Arts Center, also an integral part of the cultural composition of the City, needs additional space, modernization and improved parking facilities to better meet its charter objectives.

That these facilities and others be maintained in show-case condition is important to the arts and the cultural development of the Community.

Goal: Promote and Encourage Interest in All Aspects of the Community's History.

In support of this goal, there must be a commitment to preserving and maintaining historically accurate properties and increasing public awareness.

Goal: Bring About a Closer Relationship Among Persons in the Community Who Are Interested in History.

The goal here is to increase people's support of and participation in historical preservation.

Goal: Encourage the Preservation of Historical Sites, Materials, and Records of the Community.

Strategies designed to help implement this goal include:

- Restoration of selected properties.
- Education on the importance and benefits of historic preservation.
- Application of Historic Conservation Zoning protection for properties and areas of historical significance identified herein.

Goal: Link the Community's Cultural Facilities and Resources with the Heritage Corridor.

The Orangeburg Chamber of Commerce has been designated as an official stop on the Heritage Corridor. As such, the Chamber is in an excellent position to provide the much needed link to the corridor and promote economic activities associated with use of the corridor.

PART 6

COMMUNITY FACILITIES

The purpose of this element of the Comprehensive Plan is to inventory and evaluate the presence of community facilities and the level of public services rendered in relation to current and projected needs of the City.

COMMUNITY FACILITIES DEFINED

Community facilities relate generally to infrastructure, which is defined as facilities that are necessary to support development and redevelopment, are publicly owned and/or serve the public health, safety and welfare. Infrastructure systems include transportation, energy, telecommunications, water supply, wastewater disposal, storm water management, open space and recreation, solid waste management, public health care, public education, higher education, arts, historic resources, public safety, justice, public administration, and public housing.

For purposes of this study, community facilities are divided into the following categories and sub-categories:

- Transportation
- Utilities
- Public Safety
- Recreation
- Health
- Education

From the above list it is obvious that not all community facilities are provided by or under direct control of the City governing authority (City Council). As a result, inter-agency cooperation and coordination are essential to the orderly extension and development of such facilities.

The status and plans for each of the above follows.

TRANSPORTATION FACILITIES

Urban development in general and economic development in particular are influenced perhaps more by transportation facilities than any other single element.

The primary means of transportation in Orangeburg is, of course, by automobile, dependent on a street and road network provided and maintained principally by the South Carolina Department of Transportation (DOT).

The capacity of these roads to serve existing and projected development is critical to the planning process. In evaluating that capacity, the Department of Transportation categorizes all roadways on the basis of level of service (LOS). This defines roads in terms of their service characteristics, ranging in levels from A to F. An "A" level of service roadway has free flow conditions with relatively low volumes and little or no delays. The other end of the spectrum is an "F" LOS with stop and go operation and average signal delays greater than one minute.

All roadways in the Orangeburg Urban Area are designed to provide not less than a "C" level of service. Where traffic exceeds this designed service level, improvements are generally scheduled by the State. Typically, streets with an LOS of D, E or F are given top priority for improvements.

Among the Community's major state roads, those experiencing the most significant traffic volume increases were segments of the Bypass, U.S. 601 between St. Matthews Road and I-26, Columbia Road between Ridgewood and the Bypass, St. Matthews Road, North Road, and St. Matthews Road, between Chestnut and US 601. Over a 23-year period, from 1981 to 2004, traffic more than doubled on many of these streets, as illustrated in Table 17.

Clearly, increases of this magnitude bring into play the "level of service" standards for determining needed improvements. Inner-city streets on the whole, have not experienced similar increases because of relative stability in the use of land and intensity of development on such streets.

Most development contributing to the overload of local streets has been occurring beyond the more fully utilized “inner-city streets and areas”.

TABLE 17
Orangeburg Urban Area
Average Daily Traffic Volumes
Selected Streets

Street Name	1981	1991	2004	Change (1981-04)	
				No.	%
U.S. 601 (Magnolia St.), from:					
I-26 to St. Matthews Road	11,200	18,100	22,300	11,100	99
St. Matthews Road to Bypass	13,300	14,900	14,500	1,200	09
Magnolia Street, Bypass to Russell	12,300	14,700	13,400	2,300	19
Calhoun Drive (US 301), from:					
Magnolia to Edisto River	14,000	15,600	18,000	4,000	29
Magnolia to Five Chop Road	10,400	13,400	12,000	1,600	15
Woodbine to 21 Bypass	12,800	15,640	19,300	6,500	51
Riverside Street to Edisto River	19,300	25,200	28,400	9,100	47
Columbia Road, from:					
Chestnut to Ridgewood (N)	6,550	10,300	13,300	6,750	103
Chestnut to Broughton	7,800	10,100	10,500	2,700	35
Bypass, from:					
U.S. 178 (N) to Columbia Road	7,400	18,300	23,600	16,200	219
Columbia Road to St. Matthews Road	7,700	18,600	23,100	15,400	200
St. Matthews Road to Magnolia	12,100	20,000	25,000	12,900	107
Magnolia to Russell	10,300	15,700	18,900	8,600	84
Russell to Five Chop Road	7,200	14,800	18,200	11,000	153
Five Chop Road to Rowesville Road	4,950	7,700	10,500	5,550	112
Rowesville Road to U.S. 301 (S)	4,250	4,950	7,100	2,850	67
Russell Road, from:					
U.S. 21 Bypass to I-26	4,300	4,850	7,800	3,500	81
North Road (US 178), from:					
U.S. 178 Business to Kennerly Rd.	10,600	13,512	28,200	17,600	166
Broughton St., from:					
U.S. 178 to Columbia Rd.	4,900	7,400	7,500	2,600	53
Columbia Rd. to U.S. 301	9,300	10,400	11,700	2,400	26
St. Matthews Rd., from:					
By-pass to U.S. 601	4,500	9,970	12,300	7,800	173

Source: S.C. Department of Highways and Public Transportation, Traffic Flow Maps, Selected Years.

As additional development occurs and the use of land intensifies, continuous monitoring will be required to remain alert to the need for street improvements. But much of the need may be anticipated through the local land use planning process, which is an integral part of any highway planning exercise.

Currently (2006), there are no definitive plans for improving the City's internal street and highway system. Four-way stops may prove necessary on some streets. However, there is included in Lower Savannah's Long Range Transportation Plan, a project to multi-lane U. S. 178 to the Lexington County line. Although located outside the City limits, this project will impact development locally.

A pilot bus system was established in 1992 to augment the automotive system, but failed to secure the needed rider ship to sustain operations and subsequently closed, leaving the Community without a bus system.

But the City does own and operate an airport. The Orangeburg Municipal Airport located in the south end of the City, off U.S. Highway 21, serves private and corporate planes, but not commercial. The airport is situated to accommodate industrial related air traffic and general aviation needs.

As stated earlier, the airport has developed a master plan to better meet the needs of aviation. New hangers and expansion of the ramp are planned, positioning the airport to take advantage of future opportunities.

The location of the airport in the City makes it conveniently accessible, but raises questions of compatibility. FAA rules and regulations impose certain development constraints around airports to ensure the safety of aircraft. And these constraints often are at odds with development objectives. For the airport to operate safely at its present location care must be taken to ensure land use compatibility, through the use of the Comprehensive Plan Zoning ordinance and maps.

UTILITIES

The City of Orangeburg is in the unique position of owning and operating all four basic utilities: water, sewer, electricity and natural gas. These utility services are available to varying degrees throughout much of the county and within the urban area. Electricity and water are the most widely extended services; sewer service is the most restricted because of cost. The City's Department of Public Utilities (DPU) recently completed expansion of it's water treatment plant, increasing capacity from 19 to 30 MGDs, an amount sufficient to serve the equivalent of 75,000 households.

Rates are predicated principally on the cost to deliver the service. In the case of water and sewer, all in-city areas are charged a lower rate. Areas outside the City are charged a higher rate, based on distance and difficulty to serve. The added cost-of-service charge averages about 45 percent higher than the in-city rate. These rates are constantly reviewed by DPU to adequately and fairly set charges.

Sewer rates are based on a similar formula. The cost of electricity and natural gas is uniform throughout the urban area, based on consumption.

Except for sewer system expansions in the City, which are financed in total by the City, the primary cost associated with the installation of new water and sewer systems, and to a lesser extent natural gas, rest with the developer. However, financial participation by the City (Department of Public Utilities) generally occurs where oversized facilities are needed for system expansions and for certain shared cost formula items.

Developers and potential customers are neither responsible nor charged for the installation of new electrical service lines by the City.

While complete utility service (water, sewer, natural gas and electricity) is not provided to every resident or business in the urban area, it is generally available. The biggest obstacle to a comprehensive service package is cost associated with the installation of sanitary sewer facilities. But even this service is being expanded by the DPU to cover more of the intensely developed urban areas beyond the City. Some of the expansion cost is being covered by the 1% County Capital Projects Sales Tax.

Suffice to say, the availability and extent of utility infrastructure throughout the urban area place the Community in a positive growth position, capable of reacting expeditiously to and taking full advantage of development opportunities.

RECREATION

The City of Orangeburg has a total of 490.3 acres of recreation and open space in 24 parks, including Hillcrest, which is located outside the City. Approximately 60 percent of the acreage is devoted to active recreation. The other 40 percent is devoted to passive recreation or open space.

An inventory of the City's parks and classification by type, number and acreage follows:

City Parks

- Albergotti Playground
- Berry Park
- Boswell Street Playground
- Canteen and Adden Street Park
- City Gym
- Culler Playground
- Duncan Street Playground
- Edisto Memorial Gardens
- Evergreen Park
- Future multi-purpose city park
- Hillcrest
- Horne Wetlands Park
- Jennings Court Playground
- Maxcy Street Playground
- Memorial Plaza
- Mirmow Field
- Moss Heights
- Pecan Terrace Playground
- Raysor Park & Culler Park
- Riggs Street Playground
- Summers Street Playground
- Sunnyside Playground
- Webster Woods
- Zimmerman Community Center and Peasley Street Park

<i>TYPE</i>	<i>NUMBER</i>	<i>TOTAL ACREAGE</i>
Mini-parks	9	4.7
Playgrounds	3	6.5
Neighborhood parks	4	19.6
Community parks	2	262.0
Passive parks	6	197.5
Total	23	490.3

Source: City of Orangeburg, Recreation Department.

Balanced distribution of these facilities is highly desirable from the standpoint of public accessibility and use. Unfortunately, they are not always where they should be. Such is the case in parts of the City, where there appears to be an imbalance in the distribution and a deficiency in the number of public recreational facilities.

Several residential areas, some fairly densely populated, lack adequate neighborhood parks. The most significant of these are the lower-income areas nearest to the Central Business District, and south of Calhoun to the CSX Railroad. There are a few facilities in these areas, but they appear to be inadequate to satisfy the needs of the nearby population. Neighborhood facilities also are lacking in the larger residential area northwest of Columbia Road.

According to most recreation standards, the city of Orangeburg has sufficient acreage to meet its recreational needs. But in the absence of a County recreational program, the City has the added responsibility of serving the larger urban area, calling into question the adequacy of its park inventory.

Currently (2006), five parks need to be improved. They are:

- Boswell Street Playground
- Jennings Court Playground
- Pecan Terrace Playground
- Duncan Street Playground
- Sunnyside Playground

Additionally, a minimum of two small parks should be added to the inventory in the northern part of the City, where recreational facilities are essentially non-existent.

Short-range plans by the City include:

- 1) Development of a 132 acre city park to include, ball fields, walking trails, picnic areas and other facilities,
- 2) Development of parking lot and restrooms at Arts Center, and
- 3) Development of an amphitheatre behind the Arts Center.

- 4) Improvement to existing or construction of new boat ramp.
- 5) Improvements to Hillcrest Golf Course- greens and bunkers.
- 6) New City Gym and improvements to tennis courts.

Long-range plans call for the expansion of Horne Wetlands Park to the west side of the river.

PUBLIC SAFETY

The city of Orangeburg has a Public Safety Department, including both police and fire fighters, cross-trained to maximize the use of departmental manpower and resources.

Currently, the Department has a staff of 79 full-time public safety officers. It is budgeted for 86. This equates to about 6.2 officers per 1,000 population and 7.4 square miles of responsibility. But in reality, the City's area of responsibility extends far beyond the City limits, at least in the area of fire protection, which includes the entire urban area.

The City's commitment to public safety is illustrated in the size of its staff, which is considerably larger in terms of officers-to-population than in communities of comparable size (Table 18). This is made possible by consolidating the functions of fire and police protection into a single Public Safety Department, and cross-training firemen and policemen.

Table 18 Law Enforcement Profile City of Orangeburg	
Public safety officers	79
Population residing within area of jurisdiction	12,765
Area of jurisdiction (square miles)	7.4
Number law enforcement officers per 1,000 population,	6.2
Average number public safety officers for cities of comparable size (10,000-24,999)	55
Average number public safety officers per 1,000 population for cities of comparable size (10,000-24,999)	3.45
Law enforcement officers per square mile	11

Source: City of Orangeburg; U.S. Department of Commerce, Bureau of Census; and Municipal Year Book, 2004.

Through the COP program, the Public Safety Department has established six Community Oriented Policing Units in high-call areas of the City. They are: Golf Avenue, Sunnyside Community Center, St. Paul's Chapel Apartments, Orangeburg Manor, Windsor and Amelia Streets, and Russell & Doyle Streets.

This program is designed to form a partnership between the police and citizens, working together to create ways to solve contemporary problems related to crimes, the fear of crime, social and physical disorder, neighborhood decay, and improving the overall quality of life for everyone in the Community.

The COP's program is an example of how the City's Public Safety Department has expanded over time to better meet the needs of the Community for both protection from and prevention of crime and disaster.

The Department also improved its fire defenses in 1998, from Class 5 to Class 4 rating.

EDUCATION

Orangeburg Consolidated School District Five serves the City of Orangeburg, the greater Orangeburg urban area and the communities of Bowman and North. Enrollment for the school year 2004-05 was 7,240.

The District offers Programs for Academically Talented Students (PATS) beginning in elementary school. All special students are given the chance to develop their potential with extensive programs for the gifted, as well as the handicapped. At the high school level, Advanced Placement classes, as well as partnerships with the area technical colleges, give students the chance to earn college credit while still in high school. Early communication and computer skills begin in kindergarten with The Writing to Read program, which instructs children to write their thoughts and stories directly into a computer.

At the middle school level, parallel block scheduling has been implemented. This program gives students double blocks of time to further develop skills in a small group setting.

At the high schools, curricula are based on the personal or career goals of individual students. The School to Work Transition Act requires a relevant curriculum for all students, career guidance in grades K-12, and worked-based learning opportunities such as mentoring, shadowing, internships, and youth apprenticeships. There are numerous partnerships between the public schools and area businesses, industry and agencies. Students have opportunities to gain work experience to help them with career choices.

An alternative school has been established that offers students experiencing behavioral difficulties an opportunity in a controlled environment to be inspired by a technical related curriculum.

The private school system offers an alternative in education. There are 12 private schools dispersed throughout the County: five kindergartens, three grade schools (1-8), and four schools with grades 1-12. These finishing schools have received many accolades, not the least of which is their percentage of college-bound graduates---over 90 percent.

Orangeburg Preparatory Schools, Inc., is the largest private school, housing a daycare and grades 4K-12. Students begin their learning through basic skills and most conclude with college prep curriculums.

The Felton Laboratory School, with 2003-04 enrollment of 226, is located on the campus of South Carolina State University. It provides for interaction with college students majoring in teacher education.

Opportunities for higher learning in the area contribute to the lives of students, business leaders, and the community as a whole. The Community has two private colleges, one university, one technical college, and two vocational schools. These learning institutions open the doors to post-secondary education for high school students, and adult members of the community. Continuing education courses, music concerts, and sporting events are just a few of the collegiate activities available throughout the year.

South Carolina State University (SCSU) is the largest of the area colleges, with 2003-04 enrollments of 3,585 full and part time students. Scholastic majors at South Carolina State are offered in engineering technology, agribusiness, health sciences, and the arts and sciences.

At the graduate level, Master's degrees in teaching, agriculture and business administration are a few of the programs available. Doctoral degrees are available in educational administration.

Clafin College, founded in 1869, is a private, four-year, co-educational, career-oriented liberal arts college affiliated with the Methodist Church. It had an enrollment of 1,577 in school year 2003-04. The college is accredited by the Commission of Colleges of the Southern Association of Colleges and Schools and approved by the South Carolina board of Education and the University Senate of the United Methodist Church.

The mission of Clafin is "to educate students of diverse backgrounds without regard to gender, race, religion or ethnic origin, and to provide each student with a professional liberal arts education designed to produce graduates who understand themselves, as well as the historical and social forces which impact their world".

Clafin is the oldest historically black college or university in South Carolina, and the first institution of higher learning in the state to welcome all students regardless of gender or race. It has 59 full-time instructors and a student-faculty of 15 to 1.

The college is located on a 32-acre campus with several buildings listed on the National Historic Register. It offers Bachelor degrees in American studies, art, biology, Black studies, business administration, chemistry, computer science, education, English, French, history, management information science, mass communications, mathematics, music, physical education, religion, philosophy, social science, and sociology. Graduate level courses are offered in Business Administration and Education. Pre-professional programs also are available in medicine, dentistry and law.

Local industry depends on the Orangeburg-Calhoun Technical College, Calhoun-Orangeburg Vocational Education Center, and Cope Area Vocational Center to prepare prospective employees to meet the challenges of today's working environment. Orangeburg-Calhoun Technical College is a public two-year college offering 18 associate degrees, four diplomas and 23 certificates in the areas of business and computer technology, health science and nursing, industrial technology, and public service.

The Calhoun-Orangeburg Vocational Education Center offers instructional courses in electricity, metal fabrication, computer-aided design (CAD), and computer-aided manufacturing (CAM).

OCTC also offers a comprehensive University Transfer program. This program enables students to take the first two years of course work required for a baccalaureate degree and then transfer to a four-year college or university. OCTC's enrollment was 2,491 in school year 2003-04, including both full and part time students.

OCTC also offers customized training for local industry through the Continuing Education Division, which led to the development of the Center for Community and Economic Development. The Center houses the occupational training programs and South Carolina's first JTPA college-center based one-stop center, the National Workplace Literacy Program, and several customized employee preparation programs.

Southern Methodist College is a small private four-year institution, with fewer than 100 students. Southern Methodist offers students post-secondary education in a Christian setting. The overall structure of the College programs and activities seeks to develop general education, intellectual abilities, Bible knowledge, spiritual maturity, and ministry skills through the processes of academic instruction, experiential learning, and career development.

HEALTH AND SOCIAL SERVICES

Meeting the Community's health care needs is the primary responsibility of the Regional Medical Center of Orangeburg & Calhoun counties (TRMC). The Medical Center is a comprehensive healthcare service provider, serving the Community since 1919.

The Medical Center is an acute-care regional facility owned by Orangeburg and Calhoun counties and governed by a 17-member Board of Trustees from both counties. More than 90 physicians, representing most specialties are members of the medical staff. Additionally, more than 40 physicians in outlying areas refer patients to TRMC.

The Center has 286 beds and serves a six-county area. It opened in 1992 a freestanding comprehensive cancer treatment.

The H. Filmore Mabry Center for Cancer Care offers chemotherapy, radiation oncology, psychological counseling and patient support services, with the most advanced equipment available for the treatment of cancer.

TRMC's campus also houses the Health Plus wellness program. TRMC provides a full range of quality services including cardiac and pulmonary rehabilitation, magnetic resonance imaging (MRI), radial keratotomy, respiratory therapy, sleep studies, and nutritional counseling.

Additional healthcare services may be found in Orangeburg at the Family Health Center. The Family Center offers comprehensive services under one roof, including pediatrics, preventive care, primary care, obstetrics, adult medicine, dental services, and a pharmacy. The Family Health Center is a private, not-for-profit corporation with a governing board made up of users of these health services.

Orangeburg's all-inclusive retirement home, The Methodist Oaks, offers a continuum of care. Living life independently and to its fullest is the theme here where over 450 residents occupy cottages, duplexes, apartments, private and semi-private rooms.

Retirement living is available from the Methodist Oaks, together with rehabilitation, Alzheimer's, and dementia care. Methodist Oaks is situated on a 700-acre site next to the Edisto River.

An adult daycare facility located on Whitman Street provides daily care for elderly citizens. Residential care homes throughout the city provide intermediate care for those in need.

CONCLUSION AND GOALS

From the preceding, it is obvious that the City is not the only community facility provider. It is just as obvious that the City has little if any control over the level or quality of many local services and facilities. It is also obvious that the City is not in a position to plan comprehensively for community facilities and services. Cooperation and coordination of and among the various facility providers are essential to an effective planning and orderly development process.

Transportation Goals

Maintain an Efficient and Effective Transportation System.

- / Monitor traffic build-up and conditions for signs of change warranting response.
- / Require traffic impact analysis for large-scale projects.
- / Revisit the feasibility issue of a public transit (bus) system.

Utility Goals

Maintain Quality Utility Services at Lowest Possible Rates.

Expand Utilities to Meet the Growing Needs of the Community.

Maintain Competitive Rates for Industrial Development.

Public Safety Goals

Provide Optimum Response to Public Safety Calls.

- / Insure individual readiness to respond to all critical incidents.
- / Establish a citywide information delivery network that will inform victims of their constitutional rights.
- / Improve the City's ISO rating to Class 3, if economically feasible.
- / Increase the time that sworn officers are able to be out in the Community by providing technology that will decrease time spent on acquiring information from a dispatcher.

- / Improve the Department's capability to respond more effectively to critical incidents.

Make Orangeburg a Safer Community---in the Minds of the People, in the Streets, in the Neighborhoods, During the Day and During the Night.

- / Reduce the crime rate and fear of crime.
- / Maintain a highly visible law enforcement figure on the middle school campus to secure a safe environment that will be conducive to an educational atmosphere and serve as a means of preventing criminal activity.
- / Develop and coordinate prevention and problem solving programs in areas identified as high-risk areas within the City.
- / Maintain a fully accredited agency conforming to the "Commission on Law Enforcement Accreditation Standards".
- / Increase conviction rate and insure proper reporting.
- / Demonstrate a commitment to the Community by striving for the utmost professionalism.
- / Enhance the Department's professional standards (recruitment, FTO and basic training).
- / Continue to work with Claflin University to develop a fully functioning Forensic Lab to include analysis of DNA evidence as well as ballistic analysis
- / Re-establish an aggressive traffic control unit to reduce number and severity of traffic accidents.

Parks and Recreation Goals

Maintain and Further Develop Quality Recreational Facilities and Programs, and Promote the Community's Parks and Recreational Assets as an Economic Development Tool.

- / Update Master Development Plan for Edisto Memorial Gardens.
- / Further develop the Horne Wetlands Park with educational programs, planting, and signage.
- / Continue to pursue governmental grants for recreational programs and facilities.
- / Develop an athletic complex and multi-purpose indoor facility.
- / Retain and nurture partnerships with the Arts Council, Keep America Beautiful, Downtown Revitalization, other non-profit organizations and governmental entities.
- / Develop canoe docks and a formal trail.
- / Work to become a Tree City.
- / Continually monitor and improve existing facilities when needed.
- / Work with the S.C. Department of Parks, Recreation, and Tourism to ensure the City's involvement in the National Heritage Corridor program.
- / Work to develop a Visitors Center and Museum to capitalize on National Heritage Corridor.

Health Services Goal

Provide Comprehensive Quality Healthcare Services Which Meet Community and Individual Needs and Expectations.

Education Goals

ORANGEBURG CONSOLIDATED SCHOOL DISTRICT 5: Empower all students to be problem solvers, users of technology, effective communicators, and life long learners in a rapidly changing global community, by providing challenging experiences in a safe, caring, supportive and cooperative environment.

ORANGEBURG-CALHOUN TECHNICAL COLLEGE: Train a competent work force as well as provide university transfer courses and training in job specific skills.

SOUTH CAROLINA STATE UNIVERSITY: Equip students with the personal and professional skills needed to excel in today's global society.

CLAFLIN COLLEGE: Educate students of diverse backgrounds, and provide each student with a professional liberal arts education designed to produce graduates who understand themselves, as well as the historical and social forces which impact their world.

SOUTHERN METHODIST COLLEGE: Develop general education, intellectual abilities, Bible knowledge, spiritual maturity, and ministry skills through the process of academic instruction, experiential learning, and career development.

PART 7

LAND USE ELEMENT

The final element of the Comprehensive Plan is the Land Use Element. It is predicted in part on information developed in the previous six elements, and consists of three major components:

- Existing Land Use Component
- Goals and Plan Component
- Compliance Index Component

The **Existing Land Use Component** provides the background and physical base upon which the Plan is predicated. The **Goals and Plan Component** establishes geographic goals and objectives in a planned physical order. And the **Compliance Index Component** provides instructions on the use of the Plan.

EXISTING LAND USE COMPONENT

In order to plan for the future, we need to understand the past and the existing use of land produced by it. This will help determine future expectations and dimension the degree of departure, if any, from established patterns of growth and intensity which may be applied in planning future development.

An existing land use inventory was conducted in 1979, updated in 1993, reviewed for change in 1998 and again in 2005 in support of this Plan Update. New development was recorded along with changes to the earlier inventory. Additionally, structural conditions were noted, and residential use data refined to indicate the presence of mixed-use areas, including multi-family and mobile or manufactured homes as well as single-family dwellings.

Existing land uses were recorded for study and analysis in both general and specific terms. General categories include Residential---single-family, multi-family, and mobile or manufactured homes---Commercial, Industrial, Institutional and Recreational. Specific designations were recorded for certain large-scale uses and subdivisions.

Suffice to say, land use patterns in the City have changed very little over the last 26 years, since the 1979 land use survey was completed. But the composition of development has changed, as indicated by a shifting housing market, i.e. relatively fewer single-family homes and more multi-family and manufactured homes. There has also been considerable infilling of established subdivisions, and expansion of commercial development.

Relatively few vacant parcels and undeveloped lots remain within the City. As a result, most new residential development, particularly single-family housing, is taking place beyond the corporate limits, where undeveloped land is more abundant. Change within the City is the result principally of redevelopment, often from low density, single-family to high density, multi-family, and from residential to non-residential. In a word, *transition* best describes land use changes in the City, while outside the City, *expansion* better describes the development process.

Following is an overview and assessment of existing land use and conditions by functional classification.

Residential

Residential characteristics have changed over the last two to three decades, with the infusion of more multi-family and manufactured dwellings. From 82 percent of all housing units in 1970, single-family dwellings in the City dropped to 66 percent of the total by 2000. During this period, manufactured homes increased to three percent of the total, and multi-family units from 17 to 31 percent. Since 2000, the City has issued 93 single-family, and 144 multi-family permits, further tilting the inventory away from conventional site-built single-family dwellings. However, the number of mobile homes in the city declined slightly – from four to three percent of the total -- between 1990 and 2000. And few if any permits for mobile homes have been issued since 2000.

Clearly these changes have impacted the composition of the housing stock and the City as a whole. Still, single-family dwellings dominate the landscape, but not uniformly. Except for the Northview Hills Apartment project next to the Prince of Orange Mall, residential use north and west of Park Street and Columbia Road remains exclusively single-family. And any prospects for change appear remote, based on the stability of these areas and the quality of existing homes and neighborhoods.

There have been changes in other areas of the community however. Multi-family housing and single-family conversions to non-residential use are evident in areas east of Park Street and in the vicinity of the health facility on Carolina Street. Also, residential reuse and attrition is occurring along Amelia and Henley Streets.

Within the area enclosed by Amelia Street, the Boulevard, the CSX Railroad Tracks and the Edisto River there are small "pockets" of substandard and deteriorating housing.

The same scenario is applicable to residential use south of the CSX line. Here environmental conditions are largely responsible for the changes in residential use. It is a mixed-use area, containing a wide range of development, most of which is incompatible with residential use. These conditions contribute directly to the quality of living conditions in the area.

Residential conditions in the area south of South Carolina State University to the CSX rail line have improved somewhat in the last few years, with the demolition of substandard homes and replacement with new ones.

North of the University, between Goff and College Streets, there have been few changes to the composition of the area, but housing conditions may have worsened. This area suffers from widespread structural deficiencies and deterioration.

Commercial encroachment into residential areas has occurred along the Boulevard, between Bennett and Stanley Streets. It is also spreading in the vicinity of the health facility on Carolina Street and in virtually all residential areas south and east of Waring and Amelia Streets. These conversions or intrusions are not unexpected however, as most affected areas have been zoned B-1, permitting a wide range of both commercial and residential uses.

This zoning effectively validates the intrusion of commercial use into residential areas and the mixing of potentially incompatible development.

Commercial

Commercial use has expanded significantly over time. Some of the more notable changes and expansions include:

- (1) Improvements and enlargements at the Prince of Orange Mall and Orangeburg Mall.
- (2) Intensification of commercial development along the Bypass, particularly the segment between Columbia Road and U.S. 601 (Magnolia St.) and the segment between Five Chop Road (U.S. 301) and Charleston Road (U.S. 178).
- (3) Extension and infilling of commercial development along Broughton Street, north and south of the Central Business District.
- (4) Extension and infilling of commercial development along both sides of U.S. 301 south of the Bypass.
- (5) Construction of a Business Park near the intersection of U.S. 601 and I-26.
- (6) Intensification of commercial development along Old St. Mathews Road.
- (7) Intensification and expansion of commercial development north of the City along U.S. 601, particularly the vicinity of the intersection with I-26.

(8) Extension of commercial development out 178,
with Lowe's and Wal-Mart

Not all changes affecting commercial use have been positive however. Some of this development has been at the expense of the Central Business District. Also, some of the commercial development has been at the expense of residential use, or has encroached into residential areas.

Within the City, commercial development is concentrated in three large areas: (1) the Central Business District, (2) Prince of Orange Mall, and (3) the Orangeburg Mall. Commercial development also is stripped along Calhoun Drive through the City, along Broughton Street south of Waring, along much of Russell Street, and along segments of the Bypass. It is also "spotted" in a few areas of the City.

Clearly economics have played a major role in the spread of commercial development into parts of the residential community. And barring stronger zoning restrictions and development policies, further intrusions may be expected. In fact, several existing residential areas already have been compromised through zoning which allows multiple use options, including commercial or industrial uses. Moreover commercial expansion often comes at the expense of established commercial areas, as evident by the Central Business District, where despite ongoing efforts by the city to improve the physical and economic attractiveness of the area, several stores and buildings sit vacant as a result of outward commercial movement.

Industrial

The City contains relatively few industrial uses, as newer and expanding industries have had to look outside the City for acreage. Outside locations also are preferable to industry because of lower land values and taxes; provided, of course, needed urban services are available. In a recent study by the U.S. Department of Commerce, evidence points to the future location of manufacturing jobs and industries in the “exerbs”--- areas beyond traditional suburbs, but within 100 miles of a large city. Adding to the advantages of low land and tax costs is the availability of a more educated work force, a more favorable business climate, and an enhanced quality of life, according to the study.

Clearly industrial development in the Orangeburg area is occurring outside the City. What little there is left in the City is located principally south of Calhoun Drive. It is of the older variety, without amenities, sandwiched between residential and business uses. In most cases, there is little or no room for expansion on existing or contiguous sites.

Conversely, most industries outside the City are on larger tracts with room for expansion and landscaping, which frequently is incorporated into the site design. This not only enhances the image of industry, but also makes it much more compatible with its surroundings.

Industrial locations outside the City are concentrated south of the Fairgrounds on U.S. 21 in and around the County industrial park, and on the Charleston Highway. A few are located on scattered sites, generally west of the CSX Railroad Line and along U.S. 601, on both sides of the City. A relatively new high visibility Business Park near the intersection of U.S. 601 and I-26 is becoming increasingly active, and a 400-acre Industrial Park is being developed near the intersection of U.S. 301 and I-26.

A prime consideration in the location of older industries was proximity to rail, which accounts for their location in the City. In contrast, many of the newer industries rely more heavily on motor transportation, gravitating more toward limited access highways. But rail is still an important element for some companies, as witness their location along U.S. 21 south, paralleling the Norfolk Southern Rail Line, and in the Industrial Park, where rail is available.

Institutional

Falling into this category are several of the City's major tenants, including South Carolina State University, Claflin College, Southern Methodist College, all primary and secondary schools, governmental buildings and facilities, religious and medical facilities, the municipal complex, and other tax exempt public service uses, except recreational which are addressed separately.

In combination, "institutional" uses comprise a relatively large segment of the City's total land area. And while they contribute in many ways to the social and economic well being of the Community, their "tax exempt status" underscores the importance of annexation as a means of expanding the City's property tax base and compensating for the loss of property taxes from an inordinate amount of institutional occupants.

By their nature and function, institutional uses are found interspersed throughout the Community, as most are service oriented, i.e. churches, schools, governmental facilities, etc. The nature and extent of their impact on surrounding development varies, based on the unique characteristics of each. Churches, for example, generally blend well into residential areas, but the public airport by contrast, is much less compatible with its surroundings. In fact, the intensification of development around the airport resulted in the adoption in 1993 of Airport Protection Regulations.

The higher educational complex of S.C. State University and Claflin College also has affected surrounding land use and traffic conditions. Principal among the off-campus problems is student housing, and the impact of "student groups" residing in single-family residential areas.

Additionally, much of the development around these two institutions is declining structurally. On the positive side, expansion and construction of new college facilities, particularly at Claflin with its aggressive building and expansion program, are replacing some of the marginal buildings and structures, effectively upgrading the area. But the process is slow.

Recreational

Recreational land is distributed throughout much of the Community, but concentrated in mass at Hillcrest and the Gardens.

Summary Observations and Ramifications

General patterns of development in Orangeburg are not unlike those found in other similarly sized cities. There is:

- ✓ A presence of quality subdivisions,
- ✓ A predominance of single-family residential development, although declining,
- ✓ A relatively compact business center, with a somewhat diminished role in retail trade, punctuated by scattered vacant buildings and stores, but committed to modernizing and implementing physical and aesthetic improvements, as evident from recent streetscape construction projects,
- ✓ Strip commercial development along some of the major streets into the City,
- ✓ Marginal and transitional use surrounding the central business district,
- ✓ An increasing number of multi-family projects, particularly in the lower-income areas of the community,
- ✓ A small industrial presence in the City, contrasting sharply with large landscaped plants and parks located outside the City, and

- ✓ Evidence of internal transition.

Still, existing land use and land use patterns are distinctly Orangeburg, with its institutions of higher learning and unique position along the banks of the Edisto River, highlighted by the beautiful Edisto Memorial Garden Park and Horne Wetlands Park. Also, unique to Orangeburg is the presence of an airport and swampland in the City.

Much of the inner city in and around the central business district is undergoing both use and structural transition. There are a number of small substandard housing enclaves in the central area, most notably in the vicinity of:

- (1) Windsor-Broad-Bull-Henley Streets
- (2) Rome Street, and
- (3) South Street.

Large concentrations of lower income, substandard housing may be found along and south of Glover Street and in the area between Sunnyside Cemetery and Henley Street. There are others as well. In sharp contrast are substantial quality residential areas north of Waring Street, off both sides of Broughton.

In summary, one of the greatest changes in the use of land over the last 26 years, since the 1979 survey, is in the reuse of residential dwellings for non-residential purposes and the intrusion of non-residential uses into predominantly residential areas.

GOALS AND PLAN COMPONENT

The Orangeburg City Council adopted a goals statement in 1993, establishing five broad based missions, three of which are land use related. These goals have been revisited and reevaluated for continued applicability and are reestablished in the 2005 Plan, as follows:

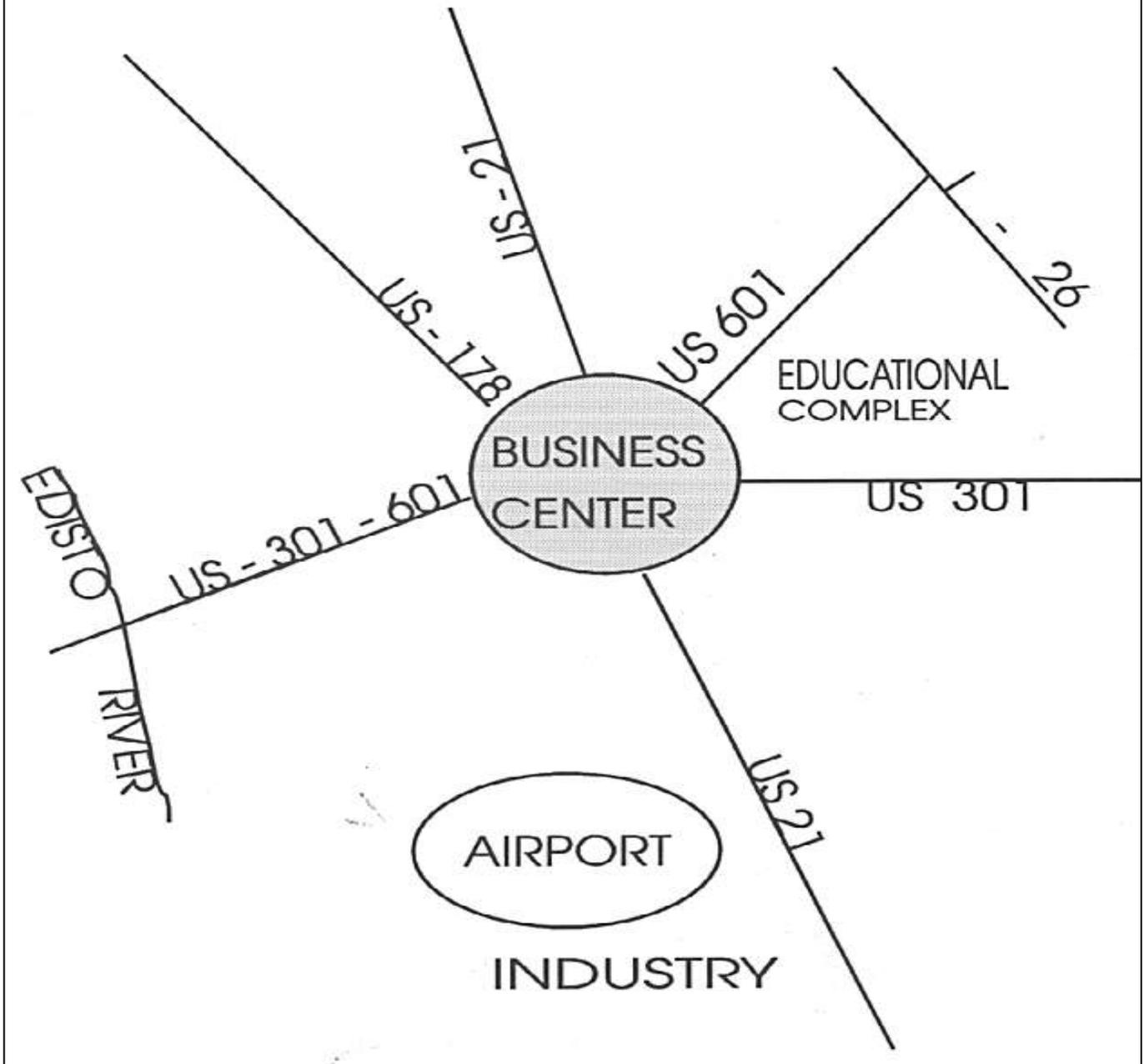
- 1) **“To facilitate or provide an environment of peace and harmony allowing for the orderly growth of business, industry, and the individual.”**
- 2) **“To make Orangeburg a better place to live.”**
- 3) **“To develop municipal policies and procedures to secure financial growth which will enhance the stability of industry, housing, recreation, public safety, and promote annexation.”**

The land use element of the Comprehensive Plan is designed to support these goals. To this end, geographic objectives and policies dealing with the treatment of development are established for various areas of the community. These objectives are identified on the accompanying Land Use Plan Map, and classified below:

- Single-Family Residential Areas
- General Residential Areas
- Residential Border Areas
- Mixed-Use Areas
- Commercial & Business Areas
- Industrial Areas
- Resource Areas

A detailed description of each follows.

MAJOR PLANNING COMPONENTS



Single-Family Residential Areas

Objective

The objective of this classification is to conserve and protect the character and present use of existing neighborhoods and subdivisions and to prohibit any use or development which would compromise or infringe on the prevailing conditions in such areas. Also, this classification is designed to further similar residential development where applicable to undeveloped lots and parcels.

Policy

Where this classification is applied to the Plan Map it shall be the policy of the Planning Commission and City Council to deny zoning changes or ordinance amendments which would in any way compromise or alter the use of property principally for single-family housing. In neighborhoods so designated, any ordinance change which would permit dissimilar uses would be denied as a matter of policy, pending further study by the Commission and Council and subsequent amendment to the Plan Map.

This policy effectively “locks-out” development and zoning changes at variance with prevailing uses and conditions. It is a policy of “no change”, until such time as the plan objectives are reevaluated and amended.

It does not, however, prohibit cluster housing projects, i.e. patio homes, townhouses, and semi-detached dwellings where the density is no greater than the prevailing zone density.

This designation is applied principally to stable, residential areas.

General Residential Areas

Objective

That housing development is taking on a variety of forms in and around the city of Orangeburg is clear from census housing data and land use survey results. Apartments, single-family dwellings, duplexes, etc. are scattered throughout much of the community. Additionally manufactured homes are found in a number of areas, zoning permitting. As a result of a changing housing market, developers need flexibility to meet future demands and preferences.

The objective of this classification is to identify areas within the community suitable to and with short and long-range market potential for a wide range of residential options. This designation is applied principally to single-family residential areas in transition and mixed-use residential areas. Various types of residential units and higher densities are designated for these areas, thus allowing design and market flexibility in responding to local housing preferences and demands.

Policy

The policy regarding areas so classified is to accommodate, where appropriate, adjustments and amendments to the zoning map so long as such amendments are for residential use or reuse, or limited mixed use, provided for in the Office-Institutional Zone District. The type of use proposed and the requested zoning are to be considered on their merits, but retail and industrial uses and zones shall be prohibited outright as a matter of policy, pending reanalysis and amendment of the Plan Map.

Mixed-Use Areas

Objective

This classification is applied to areas in transition and suitable to a variety of uses, where development is mixed and additional change is likely. Here, the objective is to monitor and guide the development and redevelopment process of areas so designated in an orderly manner by channeling change in such a way as to enhance and strengthen the outcome---to make change a positive response.

Policy

Plan Map policies are:

- 1) To monitor and regulate the transitional process so as to enhance environmental conditions and improve property values.

- 2) To further evaluate such areas to determine the cause of change. Some areas so designated are deteriorating and changing for the worse, while others are under economic pressure for higher intensity development.
- 3) To carefully evaluate all proposed zoning changes in such areas to determine the impact on the transitional process, and to grant change only where substantial improvement or strengthening of the area would result---to guide the transitional process in the best interest of the community.

Residential Border Areas (Strips)

Objective

The objective of this designation is to protect the interior of existing residential areas, while permitting limited use transition along the residential borders of such areas, especially where commercial development has been established across the street. There are many areas of the city where traffic build-up and commercial development on one side of a major street has rendered continued residential use and occupancy of the other side undesirable.

Policy

The policy of this designation is to permit limited change from residential to small scale office and other low-intensity business uses, excluding retail, wholesale, and industrial uses. As a further means of fostering compatibility between border area uses and interior residential uses, recycling or continued use of existing dwellings (structures) for non-residential use is favored over new commercial buildings. Strip commercial/business development is discouraged.

Commercial/Business Areas

Objective

This is an inclusive business designation. The objective is to accommodate general and area-wide business activity in areas best suited for such purposes, and to minimize the impact of business development on neighboring properties, the transportation network and environmental resources. Further, the objective is to encourage and promote the economic vitality of the community through strategic location and development of commercial and business uses.

Policy

The policy is to promote and permit through rezoning, business development of the areas so classified by the Plan Map. Most designated areas contain business and commercial establishments at this time and are zoned accordingly. Others have yet to materialize, but are expected to come into use during the life of this Plan. For these areas, the timing of zoning is critical. Premature action and marketing could adversely impact established business areas, and reduce the economic vitality of the community. Plan Map implementation must be tempered by prevailing market conditions and timing. The policy also favors cluster over strip development.

Industrial Areas

Objective

The objectives of this classification are to safeguard existing industry from encroachment by incompatible development and to identify for future use sites with industrial potential.

This Plan Map classification is designed to tighten the application of industrial zoning, to focus more on industrial uses and sites with industrial potential, and to purge from the district residential and other incompatible uses.

Policy

To carry out this objective, a policy of tightening the application of industrial zoning is advocated, and purging from the industrial district uses contributing to the “hodge-podge” situation existing in most of the industrially zoned areas. Also, it will require rezoning areas deleted from the district to a classification more in keeping with existing and potential use of such areas.

Community Resource Areas

Objective

The city of Orangeburg is rich in unique resources, among them:

- The Edisto River
- Wetlands and swamps
- Historical buildings and sites
- Edisto Memorial Gardens
- Higher educational facilities

The contribution of these resources to the “quality of life” is such that care should be taken to ensure their presence for future generations, enhanced rather than compromised by the development process.

Policy

The policy of the City is to ensure the life of its resources by enacting appropriate safeguards against their misuse, as well as the misuse of adjacent areas. Among the safeguards recommended are:

- 1) Monitor all development proposals in the vicinity of such resources to determine impact and compatibility.
- 2) Continue to upgrade and expand facilities at Edisto Memorial Gardens and Horne Wetlands Park.

KEY FEATURES

More than individual objectives of the various land use classifications, the Plan Map embraces the following key features:

- (1) Advocates the physical separation of incompatible land uses. Where incompatible land uses or zoning districts abut one another, the City should require the installation of appropriate landscape, screening, fences, or other buffers on the site of the more intense land use to prevent or diminish incompatibility.
- (2) Encourages the location of higher density residential uses in proximity to employment and commercial centers, along major thoroughfares and on the periphery of low density neighborhoods. This will ensure that length of shopping trips for day-to-day goods and services are minimized and that traffic through low intensity residential neighborhoods is minimized. Included in these areas are multi-family projects and small lot, single-family housing units.
- (3) Recommends scaling down density as development moves outward from the existing urban core. One reason for this is to enhance homogeneity in areas conducive to “like development”. And low density residential development generally occupies most outlying areas.
- (4) Encourages highest use options in certain areas undergoing use and density transition. These areas are delineated on the Plan Map as “mixed-use”. They contain a general mix of uses and zoning districts at this time, and are planned for more varied and intensive use in the future.

- (5) Mandates stability in those areas classified for low density residential development, with only limited options for change. This is perhaps one of the stronger directives of the Plan---to retain designated low density areas exclusively for low density residential use.
- (6) Recommends transitioning residential borders This is designed to maintain land use compatibility, while providing for additional use options of border properties on high-volume streets and highways.
- (7) Recommends an orderly arrangement for future development based on existing patterns and trends.
- (8) Takes into account the carrying capacity of the City's streets.
- (9) Identifies major Community resources and recommends policies to strengthen and enhance their position in the Community.

COMPLIANCE INDEX COMPONENT

Nowhere is a Plan more essential than in decisions involving zoning or rezoning. In fact, 6-29-720 of the South Carolina Code of Laws, 1976 (Comprehensive Planning Enabling Act of 1994) states that "regulations (zoning) must be made in accordance with the comprehensive plan..." But unless the Plan is clear regarding what constitutes conformance, it may not succeed as a guide to the development and regulatory process.

To clarify the intent of this Plan and what constitutes "accordance" therewith, the use of a Compliance Index is recommended. The Index, presented on Table 17 establishes criteria and parameters for determining compliance. It lists the Land Use Classifications shown on the Plan Map, summarizes goals and objectives, and identifies principal uses intended for each mapped area.

It also shows compatible zoning districts as well as acceptable alternatives to Plan Map goals, as all are critical to the compliance issue.

The map classifications and accompanying objective statements on the Index establish intent of the various areas. The principal use column identifies the type of development which fulfills the intent. The compatible zoning column establishes criteria for determining plan compliance. The alternative column provides for plan flexibility.

The compatible zoning district column provides a range of acceptable districts, from few to many, depending on the land use and development objectives of an area. Areas designated single-family residential, for example, show very few alternatives. This means that any rezoning request not listed by the Index should be denied on the basis of non-compliance with the Plan Map. This limited rezoning response makes the case for stability and conservation of existing single-family residential resources classified on the Plan Map.

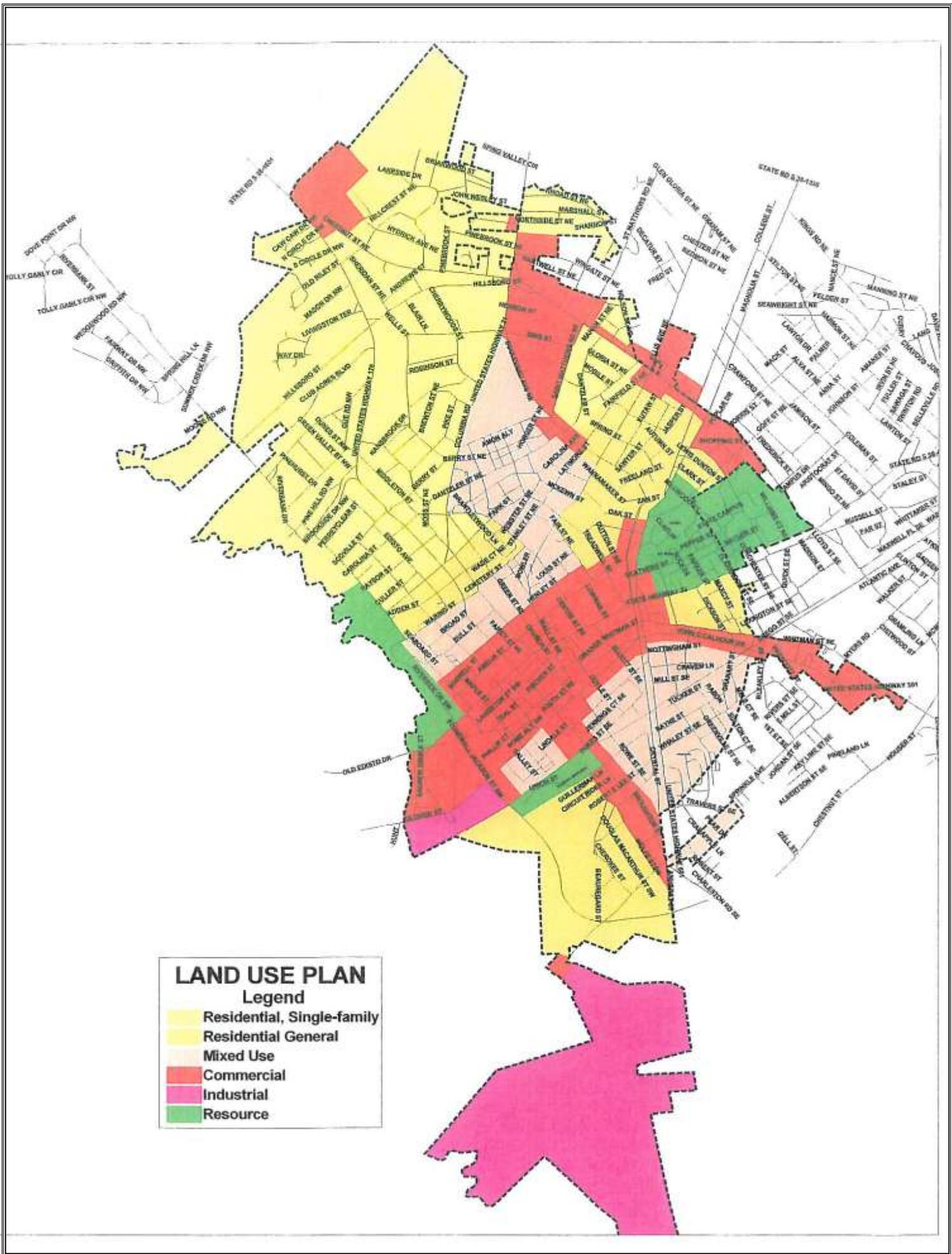
The list of “zoning district alternatives” is designed to give developers needed flexibility to meet changing market conditions within the general framework of the Plan. However, the changes permitted by alternative districting or rezoning are inherently limited by Plan Map goals and objectives for the various areas.

Where the Plan’s goals are brought into question, the matter should be reassessed by the Planning Commission to determine if they are still representative of the area in question. If they are, any rezoning change at variance should be denied on the grounds of “non-compliance”. If, however, there is a deficiency in the Plan or conditions or objectives have changed, the Plan itself should be amended. In this way, the Commission together with the Council will continually evaluate the Plan for applicability.

The entire process---evaluating development and rezoning proposals on the basis of the Compliance Index---is designed to maintain the Plan and the planning process as part of the development and zoning decision-making process.

TABLE 19
Plan Compliance Index
City of Orangeburg

Land Use Classification	Summary Objectives	Principal Permitted Uses	Compatible Zoning Districts	Alternative Zoning Districts
Single-Family Residential	To protect existing residential areas for single-family use.	Single-family, detached site-built dwellings	A-1	PDD (Residential)
General Residential	To meet the needs of changing residential market.	Single-family, townhouses, patio homes, multi-family and manufactured homes	A-1, A-2, A-3	O-I, PDD (Residential)
Residential Border	To allow for limited transition of border areas no longer desirable for residential use, while protecting residential interiors	Single-family, office, and other low-intensity business development	A-1, A-2, O-I	None
Mixed-Use	To monitor and guide the transition of existing mixed use and undeveloped areas with multi-use potential.	Residential, commercial, business, light industrial	A-1, A-2, A-3, O-I, PDD, B-3	B-1
Commercial/Business	To concentrate business activities in areas central and accessible to the community.	Commercial and business uses	B-1, B-2, B-3, O-I, PDD	D-1, A-2, A-3
Industrial	To protect existing industry and promote industrial development	Industrial, wholesaling warehousing and service uses	D-1, PDD	A-2, A-3, O-I, B-1, B-3
Community Resource	To protect such areas & ensure compatibility of exterior areas.	Existing institutional and natural resources	Existing zoning	To be reviewed for compatibility



LAND USE PLAN
Legend

- Residential, Single-family
- Residential General
- Mixed Use
- Commercial
- Industrial
- Resource