

INTRODUCTION - PLANNING ORANGEBURG

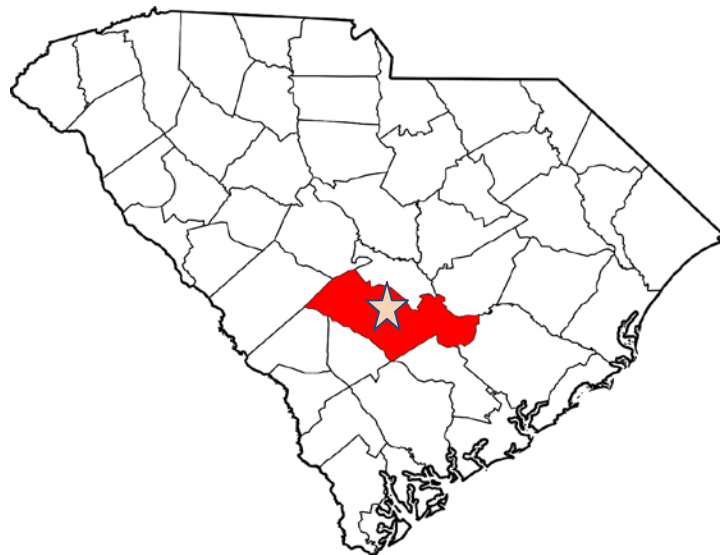
The South Carolina Local Government Comprehensive Planning Enabling Act of 1994 grants local governments the authority to prepare and maintain a comprehensive plan (See *South Carolina Code of Laws, Title 6 – Local Government – Provisions Applicable to Special Purpose Districts and Other Political Subdivisions, Chapter 29*). The Act consolidated prior legislative acts regarding local authority to prepare plans and to adopt zoning and land development regulations, and has since been updated to include additional provisions for education of local planning officials, vested rights, reuse of Federal Defense facilities, and the South Carolina Priority Investment Act.

The City Council officially adopts the Comprehensive Plan by ordinance, and has delegated the authority to review and oversee the preparation of any revisions or updates to the Comprehensive Plan to the City of Orangeburg Planning Commission. The Planning Commission is appointed by the City Council, and meets at least once per year, and as needed to update or amend the Comprehensive Plan. The City Council receives the recommendations of the Planning Commission prior to adopting changes or amendments to the Comprehensive Plan. Prior to adoption, a public hearing must be held and the public must be given a minimum period of thirty (30) days notice that the plan is being considered. Additional public meetings may be provided to seek public input and to present information regarding the preparation of the plan.

.1 Setting and History

The City of Orangeburg is located 37 miles southeast of the South Carolina State Capitol in Columbia, in the south central area of the state. The land area for the city is 8.3 square miles, and the population was 13,954 according to the 2010 census. The city is the county seat of Orangeburg County.

Map 1 (left): Orangeburg City and County, and State of South Carolina



Map 2 (right): City Limits, Orangeburg, 2017

Source: Google Maps



The first human inhabitants in the area along the North Edisto River are thought to be Stone Age cultures that came to South Carolina about 10,000 years ago. Approximately 1,000 years ago, Woodland cultures were established along the rivers and natives built basic shelters, and established trade exchange and burial systems. The Carolina colony was established at Charles Towne in 1670 and the first recorded settlement of Europeans in the Orangeburg area was the creation of a trading post in 1704 on the "Pon-Pon" River (later renamed the North Fork of the Edisto River).

A major war between the Carolinians and the native Yamasee tribe (1715-1717) resulted in the departure of many local Native Americans to Florida and difficulties for the colonists. In 1729, the Kingdom of Great Britain re-established South Carolina as a Royal Colony. In 1730, the Royal Government passed the Township Act and created nine townships of about 20,000 acres each, including Edisto Township. In 1735, a colony of 200 to 250 Swiss, German and Dutch immigrants settled into a new community and re-named it Orangeburgh Township after William IV, Prince of Orange, and a son-in-law of the reigning King George II.

The town became a market for small farms located nearby and a shipping point for agriculture and lumber products down the Edisto River to Charles Town. The first church was established around 1750, and the Orangeburg Judicial Circuit was created in 1769. The church was burned during the American Revolution.

In the early 19th Century, the local farms in the surrounding area gave way to large plantations and the City of Orangeburg became a center for collecting and transporting cotton and a market for many of the nearby plantations. The South Carolina Railroad came to the District in 1833 with the opening of the rail line between Charleston and Hamburg (now part of North Augusta), and in 1842 the railroad opened a branch line from nearby Branchville to Columbia that provided a station in Orangeburg. Parts of Orangeburg, including the railroad station, warehouses, and the courthouse were burned by Sherman's troops in 1865 as they marched from Savannah to Columbia. The City's population dropped from 997 to 246 between 1860 and 1870!

In 1868, the Orangeburg District became Orangeburg County and local officials began to be elected by local resident voters instead of State officials for the first time under the terms of the revised Constitution of the State of South Carolina. In 1872 the South Carolina Agricultural and Mechanical Institute was formed in compliance with the 1862 Federal Land Grant Act and began an evolution to eventually become South Carolina State University. The City of Orangeburg was formally incorporated in 1883, and a water system was built and leased to the city in 1887. Population in the City rebounded to 2,140 in 1880. In the 1890's the city gained electricity services, and in 1869 Claflin University was established as Claflin College by northern missionaries for the education of freedmen and their children.

In the Twentieth Century, Orangeburg grew from 4,455 in 1900 to 15,322 in 1950, but the City's population began falling as industries and jobs began moving out of small towns to larger cities and across international borders. Orangeburg experienced a significant tragedy in 1968 as black community demonstrations for civil rights ended in violence against the protestors and three deaths. Between 1960 and 2010, the City's population has been relatively static (down less than 0.3%) although the County has experienced growth of more than 76%.

.2 Purpose and Process

Comprehensive planning is intended to provide information for decision-makers to address community changes over time, including growth, decline, service requirements, investment, and identifying priorities needed to accommodate those changes. The City of Orangeburg provided planning and zoning prior to the State's adoption of the South Carolina Local Government Planning Enabling Act of 1994. However, the first Comprehensive Plan for the City of Orangeburg adopted under the State's 1994 standards was adopted by ordinance in 1998. The 1998 Plan included seven elements and was to "...guide and help direct future development of the Orangeburg community... "And articulate "...a framework for the arrangement of land use, traffic circulation, and public services design to encourage orderly physical development and contribute to the economic and social welfare of the community."

The introduction to the Plan goes on to say *"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 update of the City's Comprehensive Plan adopted in 2006 repeated the same statement of purpose in the introduction. The statement continues to resonate in 2017 as a new update is prepared and adopted to meet local needs and aspirations in addition to the State mandate required by the Planning Enabling Legislation found in Chapter 29 of the South Carolina Code of Law.

The 2017 Comprehensive Plan provides an inventory and assessment of existing conditions in the community, determines future needs, and sets goals, policies, and implementation strategies for the future. The Plan provides a Future Land Use Map to provide a basis for developing future land use, zoning, and development decisions, and creates investment strategies regarding public facilities, utilities, transportation, housing, and other public and institutional resources.

This Comprehensive Plan will help guide Orangeburg in its arrangement of land uses, transportation systems, and support facilities to maintain and expand the City's importance as a regional economic leader in South Carolina. It also will help the City to address and retain support for the preservation and enhancement of key natural resources and cultural assets that characterize the City.

The comprehensive plan also helps the City meet housing, public service, and facility needs as needs continue to grow and change. Equally important, the plan sets guidelines and strategies for redeveloping older areas of the city that may have declined in population and investment over the years, and ensure that new development respects the natural and cultural environment and does not overburden public services or the transportation system. Finally, the plan aims to help the City meet the needs of current generations while ensuring opportunities for future generations to enjoy local resources and maintain a superior quality of life. Orangeburg has made improvements to establish a more self-sustainable community, and this plan is intended to build upon existing ideals and resources to enhance and ensure the long-term viability of the City.

This iteration of the Comprehensive Plan retains many of the basic elements of the 2006 Comprehensive Plan and integrates fresh data into the Comprehensive Plan to support local decision-making with appropriate information.

.3 Public Involvement

This update of the Orangeburg Comprehensive Plan includes a public participation process that begins with a public kickoff to the planning process. The first public meeting was held on 23 March 2017, and includes a presentation of the proposed process for review and adoption of the required elements of the Comprehensive Plan, a review of the proposed schedule and methods for encouraging public involvement, including public workshops, a public hearing when a draft plan is ready for review and comment, and online resources that are proposed to be made available to interested stakeholders.

The Plan is proposed to include input from a survey made available on the city's website (with hardcopies made available at the workshops) to encourage additional input from citizens and stakeholders regarding the strengths, weaknesses, issues, and future opportunities available in Orangeburg.

PUBLIC OUTREACH: It is important to work extensively with community leaders, stakeholders, and residents to establish a vision for the community that is rational and can be accomplished with the resources available to the agencies responsible for implementation. The public input process is important in defining the goals, policies and recommendations discussed in making the Plan. Hard data and information are key to analyzing a city's current conditions and future needs, but public participation provides a valuable and necessary complement that provides a real, human perspective that cannot be garnered from maps and data alone. The public participation plan and results of the public survey are provided in the appendix.

STEERING COMMITTEE: The steering committee responsible for the preparation of the Comprehensive Plan is the City of Orangeburg Planning Commission with the support of the City's staff. Following the initial kickoff and coordination meeting, planners will conduct interviews with the Planning Commission to identify community strengths, weaknesses, opportunities, and challenges. These major community issues serve as the basis for confirming past plans and identifying goals, strategies, and implementation steps. Steering committee members will assist in reviewing and editing the draft plan elements as they are developed.

PUBLIC HEARINGS AND WORKSHOPS: As with most planning standards, the South Carolina Local Government Comprehensive Planning Enabling Act requires a public hearing prior to adoption of the Comprehensive Plan by the governing body. Common practice recommends holding a public hearing or meeting at the beginning of the planning process to confirm the planning process and identify opportunities for the public to participate and comment on the plan.

Public outreach begins with the initial presentation of the planning process and should continue to engage the community as information begins to accumulate to help confirm the information collected and assist decision-makers in the determination of priorities. These opportunities are proposed to be provided as part of the Orangeburg Comprehensive Plan 2017 update through the initial public meeting and three public workshops. Each meeting/workshop is intended to focus public attention regarding the preparation of the Plan, as the process approaches major decision points.

The Kickoff meeting in March 2017 will discuss the process and the goals and objectives of the plan as they were developed in the prior planning documents, and outline the schedule for the preparation of the Plan. A preliminary survey to request input will be discussed at the meeting.

The second meeting is a public workshop proposed to be conducted in late April or early May 2017. The workshop will provide a review of the planning goals and policies and introduce a discussion of the collective community "vision" based on trends outlined by the demographic profile and

analysis of community strengths, issues, and needs. A discussion of community character for different areas of the city will be used to establish character areas for planning at the local community level. The meeting will include a hands-on discussion of what the community wants to see as outcomes from the planning process.

The third meeting is a workshop proposed to occur in late July or early August 2017. The purpose of this workshop is to confirm the community character areas and identify preferred development patterns for the required elements of the Comprehensive Plan, including the initial recommendations for the future land use plan. The planning team proposes to use a hands-on land use planning exercise (known as a “charrette”) to encourage participants to mark up maps with preferred future development patterns and identify potential issues that need to be addressed to implement the recommendations.

The fourth meeting (third workshop) is proposed for late August or mid-September 2017 to confirm the future land use plan and discuss specific implementation recommendations of the priority investment plans. The workshop will consist of an open house to review plan recommendations, economic development strategies and critical path requirements for implementation.

The Draft Comprehensive Plan is proposed to be documented and made available for review by the Planning Commission in late September 2017. Upon review, comment, and approval by the Planning Commission, the planning documents and maps will be forwarded to the City Council for the adoption process. These documents will be made available for at least 30 days before a public hearing to be held by the City Council prior to the adoption of an ordinance for approval of the new Comprehensive Plan

.4 Character Areas

Orangeburg is a medium sized city with a diverse population and a range of physical characteristics and local issues located in different areas of the city. Land use patterns and social demographics vary in different parts of the city and many new urban and suburban areas are located outside the city limits in unincorporated areas of Orangeburg County.

To effectively plan for the city’s diverse neighborhoods and districts, the city will be divided into Character Areas based on visual, cultural, and/or economic characteristics that guide planners and decision-makers regarding the aspirations and the threats facing the community and address.

The use of character areas in planning acknowledges the visual and functional differences between different portions of the community and allows for more intentional guidance of future development through adequate and specific planning and implementation initiatives. Character areas can define places that:

- 1) Have unique or special characteristics that should be preserved;
- 2) Have the potential to evolve into unique areas; or
- 3) Require special attention related to development or redevelopment issues.

When reviewing a character area discussion, it should be important to recognize that the designated character may not be accurate for every property or parcel within the specified area, but that the designation reflects the defining characteristics of the area. It is anticipated that the delineation and description of these areas will be further developed and refined through work with a citizen steering committee and public input

workshops. The Community Agenda will include revised versions of the Future Development Maps, which will be accompanied by descriptions of the appropriate future land uses in each character area, as well as short-term actions and long-term policies for achieving the community's stated vision for the area.

The methodology for delineating character areas differs according to the setting of a locality. Character areas may vary visually or spatially and may be linked to the differing social, economic, cultural, and natural features of the city as well as the development patterns that exist. Inclusion may be based on visual field surveys and refinement by community input. Boundaries are not necessarily meant to be rigidly adhered to, but may be fuzzy transitions that are in the midst of evolving from one character to another.

The following Character Areas were proposed for consideration as part of the preparation of the Orangeburg Comprehensive Plan:

Commercial Node

- Regional / Downtown
- Community Services Center
- Neighborhood/Village Center

Highway Commercial Corridor

- In Town Highway Corridor
- Developing Highway Commercial Corridor

Government Facilities Focus Area

Campus Development Focus Area

Industrial Focus Area

- Heavy Industrial Area
- Light Industrial Area
- Airport Industrial Expansion Area

Conservation Area

- North Fork Edisto River Protection Corridor

Mixed Residential Area

Heritage Residential Community Area

Residential Improvement Area

Estate Residential Community Area

Significant Undeveloped Land Area

Agricultural Activity Area

The planning process will define the actual character area designations and the designation may fall into one of these categories, or be a combination of the categories, or be a new type of character area designation. Some of these designations are likely to be determined to be inappropriate for this plan, and some of the designations may be modified into variants. Additional designations may be identified and defined in the public process as the plan is prepared.

The discussion of the character areas is continued and expanded in the Land Use element of the plan.

CHAPTER 1 - POPULATION ELEMENT

1.1 CURRENT POPULATION AND REGIONAL COMPARISONS

The population element includes historical trends and projections for the City and adjacent areas. The element also addresses the numbers, size, and characteristics of households, educational attainment, income, race, gender, age, and other information to consider how population affects existing conditions and the community’s potential for the future.

The City of Orangeburg population numbers from the US decennial census were reviewed to track the historical progression of the City’s residential growth. Between 1860 and 1950 the City showed an increase in over each decade from less than 1,000 to 15,322 residents at the middle of the 20th century. However during the 50’s and 60’s, the number of residents declined to 13,252 in 1970. The number rebounded to 14,033 in 1980 and then declined again over the next two decades. State population grew over each decade since 1860 with significant slow periods during the 1860s and the 1920s.

Table 1.1 provides a summary of population growth between 1980 and 2010 for the City of Orangeburg, Orangeburg County, the Columbia-Orangeburg-Newberry Consolidated Statistical Area (CSA), and the State of South Carolina. The City posted an 8 percent population rebound in the 2010 census.

Table 1.1: Regional Population and Growth Rates, 1980-2015

Population and Growth Rates, 1980-2015 - City of Orangeburg, Orangeburg County, and Surrounding Regions								
Jurisdiction	1980	1990	%Change 80-90	2000	%Change 90-00	2010	%Change 00-10	2015 (est.)*
City of Orangeburg	14,933	13,772	-7.8%	12,765	-7.3%	13,650	+6.9%	13,415
Orangeburg Urban Area	37,570	37,651	+0.0%	47,189	+0.25%			
Orangeburg County	82,276	84,803	+3.1%	91,582	+8.0%	92,501	+1.0%	91,355
Columbia-Orangeburg-Newberry CSA	549,492	666,911	+21.1%	774,706	+16.2%	897,480	+15.8%	937,794
South Carolina	3,121,820	3,489,703	+11.8%	4,012,012	+15.0%	4,625,364	+15.3%	4,896,146

Source: US Census Bureau, Decennial Census

*2015 Population Estimates from American Community Survey 1 Year Estimates

The 2015 population estimates in Table 1.1 are based on the “Annual Estimates of the Resident Population for Incorporated Places: April 1, 2010 to July 1, 2015”, and shows a new decline of about 47 persons per year (this is a rate of 0.34% per year). During the same period, Orangeburg County also lost population (at a rate of 0.25% per year), although South Carolina grew by more than a quarter million persons (1.2% per year).

Orangeburg is the county seat of Orangeburg County, and is located within the Lower Savannah Council of Governments region along with Aiken, Allendale, Bamberg, Barnwell, and Calhoun Counties. Orangeburg County is defined as one of 576 micropolitan statistical areas in the United States. A micropolitan statistical area is defined as a labor market area centered on an urban area with a population at least 10,000 but less than 50,000. The County also is located immediately to the south of the Columbia Metropolitan Statistical Area (MSA), and is included as part of the Columbia-Newberry-Orangeburg Combined Statistical Area (CSA). The CSA includes the Columbia metropolitan area, Newberry County, and Orangeburg County. In addition, Orangeburg and Orangeburg County are located immediately to the east of the Augusta metropolitan area and to the north of the Charleston-North Charleston Metropolitan Statistical Areas.

The location of the City and County at this important location between these three regions may have significant implications regarding the growth and development of the City’s future, both attracting and siphoning off different elements of the City’s growth. Table 1.2 provides a review of population growth for the three Council of Government (COG) regions surrounding Orangeburg County. The population for the Lower Savannah COG in the table below has been edited to exclude Orangeburg County.

Table 1.2: Population and Growth Rates, 1980-2015

Population and Growth Rates, 1980-2015 Surrounding Regions								
Region	1980	1990	%Change 80-90	2000	%Change 90-00	2010	%Change 00-10	2015 (est.)
Lower Savannah COG (excl. Orangeburg Co.)	166,518	182,610	9.7%	209,084	14.5%	224,299	7.3%	226,648
Central Midlands COG	455,010	508,798	11.8%	596,253	17.2%	708,359	18.8%	749,643
Berkeley Charleston Dorchester COG	430,462	506,877	17.8%	549,033	8.4%	664,607	21.1%	744,526

Source: US Census Bureau, Decennial Census
 *2015 Population Estimates from American Community Survey 1 Year Estimates

1.2 COMPARATIVE CITIES

Orangeburg is one of several municipalities within the LSCOG Region and across South Carolina that are of comparable size. Table 1.3 provides a comparison of nine South Carolina municipalities, including Aiken and North Augusta in the LSCOG area and Lexington and Newberry in the Columbia-Orangeburg-Newberry Consolidated Statistical Area. Each municipality has a current population over 10,000.

Table 1.3: South Carolina Municipal Growth Comparisons, 1980-2010

Jurisdiction	1980	1990	2000	2010	%Change 2000-2010	2015 (Est.)
Aiken	14,978	19,872	25,337	29,566	16.7%	30,604
Greenwood	21,613	20,807	22,071	23,222	5.2%	23,260
North Augusta	13,593	15,354	17,574	21,348	21.5%	22,300
Lexington	2,131	3,289	9,793	17,870	82.5%	20,138
Conway	10,240	9,819	11,788	17,103	45.1%	21,053
Orangeburg	14,933	13,772	12,765	13,964	9.4%	13,415
Clemson	8,118	11,096	11,939	13,905	16.5%	15,446
Gaffney	13,463	13,145	12,968	12,539	-3.4%	12,566
Newberry	9,866	10,542	10,580	10,277	-2.9%	10,331

Source: US Census Bureau, Decennial Census

Each city was well-established in 1980, yet Lexington’s population increased ten-fold between 1980 and 2015 and Conway and Aiken doubled in size, while Greenwood, Gaffney, Newberry, and Orangeburg have population totals that are about the same as 35 years before. In addition to Orangeburg, Aiken, Greenwood, Clemson, Conway, Gaffney, and Newberry include college campuses, and only Clemson and North Augusta are not the seats of county governments.

1.3 AGE DISTRIBUTION

Table 1.4 shows age distributions in Orangeburg, the State of South Carolina, and the United States between 1990 and 2010. The median age in 2010 was 27.7 in the City of Orangeburg compared to 37.9 in South Carolina and 37.2 in the U.S. as a whole. However, the population in the City has a significantly lower percentage of young persons aged 5 to 18 compared to the state and national percentiles. The lower percentages of young persons in the City may be assumed to be created by fewer families raising children and aging housing stock within the city limits. In addition, a higher proportion of college age students attending local universities in the population mix may be assumed to affect the percentiles.

Table 1.4: Age Distribution Comparisons 1990-2010

Location	Age Range	1990	2000	2010	2010 % of Total
Orangeburg	0 – 4	772	699	897	6.4%
“	5 – 18	2,534	1,559	2,639	18.9%
“	19 – 64	8,378	9,868	9,345	66.9%
“	65+	2,088	1,940	1,978	14.4%
South Carolina	0 – 4	256,337	264,679	302,297	6.5%
“	5 – 18	1,070,396	1,152,813	1,254,622	27.1%
“	19 – 64	1,763,035	2,109,187	2,436,571	52.7%
“	65+	396,935	485,333	631,874	13.7%
United States	0 – 4	18,354,443	19,175,798	20,201,362	6.5%
“	5 – 18	71,987,755	80,261,468	84,652,193	27.4%
“	19 – 64	127,125,844	146,992,887	163,623,999	53.0%
“	65+	31,241,831	34,991,753	40,267,984	13.1%

Source: U.S. Census

The City has a slightly higher proportion of persons aged 65 or older than South Carolina or the US, and the senior population (65 and older) is 14.4% of the population compared to the statewide and national levels (13.7% and 13.0% respectively).

Table 1.5 shows the City’s age distribution in greater detail between 2000 and 2010.

The largest growth in age cohorts between 2000 and 2010 in Orangeburg were among young children aged 0-4 years (+28.5%) and older adults aged 55-59 years (+39.1%) and 60-65 (+51%).

Although the percentage of preschool age children increased and the cohorts representing school age children also increased less dramatically, there was a decline in the cohort representing typical parental ages (20-44). In contrast, the age cohorts between 25 and 54 years decreased substantially in percentages. Additional analysis may be able to identify a generational link between these two groups associated with housing availability preferred by households of the two generations within the cohorts.

Table 1.5: Detailed Age Distribution 2000-2010, City of Orangeburg

Age	2000		2010		% Change 00-10
	Number	% of Total	Number	% of Total	
Under 5	699	5.5%	897	6.4%	28.3%
5 to 9	612	4.8%	696	5.0%	13.7%
10 to 14	580	4.5%	645	4.6%	11.2%
15 to 19	1669	13.9%	1,715	12.3%	2.8%
20 to 24	2343	18.4%	2,276	16.3%	-2.9%
25 to 34	1402	11.0%	959	6.9%	-46.2%
35 to 44	1285	10.1%	610	5.3%	-110.7%
45 to 54	1251	9.8%	735	5.3%	-70.2%
55 to 59	527	4.1%	733	5.2%	39.1%
60 to 64	458	3.6%	692	5.0%	51.1%
65 to 74	908	7.1%	590	4.2%	-53.9%
75 to 84	757	5.9%	761	5.5%	0.5%
85+	274	2.1%	627	4.5%	128.8%
Total	12,765	100.0%	13,964	100.0%	9.4%

Source: U.S. Census

1.4 HOUSEHOLDS AND FAMILIES

Table 1.6 provides a breakdown of households by type in Orangeburg, Orangeburg County, and the state. The percentage of family households within the City is significantly less than the County or the State (about 10%), and the number of female-head household with children is nearly 10% higher than the state as a whole. The table illustrates the challenges faced by many of the households located within the city.

Table 1.6: Household by Type 2017

Household Type	Orangeburg City		Orangeburg County		South Carolina	
	HH	%	HH	%	HH	%
Total households (HH)	4945	100%	35,788	100%	1,801,181	100%
Nonfamily households	2168	43.8%	12,208	34.1%	785,766	43.6%
<i>Living Alone</i>	1771	35.8%	10,362	29.0%	477,894	26.5%
Family households	2777	56.2%	23,580	65.9%	1,216,415	67.5%
<i>With related children under 18 years</i>	1453	29.4%	11,458	32.0%	583,361	32.4%
Husband-wife families	1321	26.7%	13,653	38.1%	849,959	47.2%
<i>With related children under 18 years</i>	469	9.5%	5,225	14.6%	350,288	19.4%
Female householder, no husband present families	1216	24.6%	8,042	22.5%	281,102	15.6%
<i>With related children under 18 years</i>	861	17.4%	5,236	14.6%	185,957	10.3%

Source: US Census Bureau Orangeburg Data and Demographics Profile, 2010

1.5 RACIAL AND ETHNIC COMPOSITION

Table 1.7 shows the racial composition of the population of Orangeburg in 2000 and 2010. The City grew by 9.4%; however the racial percentages changed significantly with a 27.7 percent decline in the white population and a 21.7% increase in the black population. African Americans represent an increased plurality of the city’s residents, changing from 67.5% of the total in 2000 to 75% of the total population in 2010. African Americans represent approximately 62.2% of the population in the county and 27.9% of the population in the State of South Carolina.

Table 1.7: Racial Composition 2000-2010, City of Orangeburg

	2000	% of Total 2000	2010	% of Total 2010	% Change 00-10
Population of one race:	12,687	99.4%	13,052	%	+2.9%
White alone	3,801	29.8%	2,977	21.3%	-27.7%
Black or African American alone	8,618	67.5%	10,479	75.0%	+21.6%
American Indian and Alaska Native alone	17	0.1%	25	0.2%	+47.1%
Asian alone	145	1.1%	231	1.2%	+59.3%
Native Hawaiian/Other Pacific Islander alone	5	>0.1%	7	0.1%	+40.0%
Some other race alone	101	0.8%	93	0.7%	-8.6%
Two or more races:	78	0.6%	152	1.1%	+94.9%
TOTAL	12,765	100.0%	13,964	100.0%	+9.4%
Hispanic or Latino	165	1.3%	266	1.9%	+61.2%

Source: US Census

For the purposes of census demographics, Hispanic or Latino origin is considered an ethnicity rather than a race. Therefore, Hispanic ethnicity is tabulated independently of race, with crosstabs available for more detailed analysis. Mirroring national trends, the Hispanic population in Orangeburg is small. However and represents less than 2% of the total population. However, it increased by 61.2% between 2000 and 2010. The Hispanic population represents an increase in a group of largely non-English speaking workers and residents

Although the census tracts extend across city limits lines, Table 1.8 below illustrates that the black population forms a higher percentage within the city, and although the white population in the other portions of the county is larger, it is still a significant minority at just below 60%.

Table 1.8: Racial Composition by 2010 Census Tract, Orangeburg Urban Area

Census Tract	2010	White Population 2010		Black Population 2010		Other Race 2010		Two or More Races 2010	
	Total	#	%	#	%	#	%	#	%
Orangeburg City	13,964	2,977	21.3%	10,479	75.0%	381	2.7%	152	1.1%
Outside the City in Orangeburg County	78,537	28,793	36.7%	47,056	59.9%	1,719	2.2%	944	1.2%
Total Orangeburg County	92,501	31,770	34.3%	57,535	62.2%	2,100	2.3%	1,096	1.2%

Note: These population statistics include some unincorporated areas which fall outside the limits of the City of Orangeburg
Source: US Census

1.6 INCOME AND EDUCATION

HOUSEHOLD INCOME

Household income and poverty status are crucial factors affecting the quality of life for people in the City of Orangeburg. Table 1.9 below shows the distribution of household income in the Orangeburg according to the Census Bureau’s 2015 American Community Survey. More than 40% of the city’s households have an income of less than \$25,000, and more than 15% of households have an income less than \$10,000. At the other end of the spectrum, only 8.3% of households have an income above \$100,000.

Table 1.9: Household Income Distribution 2015, City of Orangeburg

Income	Households	%
Less than \$10,000	746	16.4%
\$10,000 to \$14,999	514	11.3%
\$15,000 to \$24,999	710	15.6%
\$25,000 to \$34,999	555	12.2%
\$35,000 to \$49,999	478	10.5%
\$50,000 to \$74,999	851	18.7%
\$75,000 to \$99,999	323	7.1%
\$100,000 to \$149,999	314	6.9%
\$150,000 to \$199,999	45	1.0%
\$200,000 or more	18	0.4%
Total	4,549	100.0%

Source: US Census Bureau, American Community Survey

A comparison between median household income in the City of Orangeburg, in Orangeburg County, and in the State of South Carolina is provided by Table 1.10. The table shows the 2015 median household income in the City was almost \$15,000 (33%) lower than the County and the state.

Table 1.10: Median Per Capita and Household Incomes 1999-2015, Orangeburg City, County, and State of South Carolina

Planning Area	Median Per Capita Income			Median Household Income		
	1999	2015	% Change (99-15)	1999	2015	% Change (99-15)
City of Orangeburg	\$15,263	\$15,543	+1.8%	\$37,008	\$30,552	-21.3%
Orangeburg County	\$15,057	\$16,356	+8.6%	\$36,135	\$45,457	+25.8%
South Carolina	\$18,795	\$24,604	+30.9%	\$44,227	\$45,483	+2.8%

Source: American Community Survey One Year Estimates, 2015

*Inflation Adjusted to 2015 Dollars

POVERTY

Poverty rates are another important measure of income relative to average expenses and the consumer price index. In 2015, the poverty rate for individuals within the City of Orangeburg was 30.4%, compared to 23.5% in the County, and 18.6% in the State of South Carolina as a whole.

EDUCATION

Table 1.11 reports educational attainment in Orangeburg, Orangeburg County, and the State of South Carolina for population over the age of 25. The percentage of college graduates (over age 25) in the City of Orangeburg is more than 29%, compared to 19% in the County, and less than 26% in the State. The percentage of college degrees within the City is similar to the national average, and is considered due to the local presence of the universities and colleges in and near the City. However, the City has a higher proportion of residents without a high school diploma and Orangeburg County trails behind the City. A critical review of the table that includes consideration of the local presence of the universities within the City shows that the local education levels appear to be behind the national averages. The high proportion of adults without high school diplomas (15% in the City and 17.7% in the County) indicate that local education programs need work to support students to stay in school.

Table 1.11: Educational Attainment, City of Orangeburg

Education Level Attainment	No High School Diploma		High School Graduate (or Equivalency)		Some College		Bachelors Degree or Higher		Total Population 25 and Older
City of Orangeburg	1,136	15.0%	2,093	27.7%	2,084	27.6%	2,243	29.7%	7,556
Orangeburg County	10,530	17.7%	20,677	34.8%	16,778	28.2%	11,493	19.3%	59,478
South Carolina	463,330	14.4%	955,658	29.8%	961,489	30.0%	829,540	25.8%	3,210,007
United States	28,229,094	13.3%	58,722,578	27.8%	61,558,628	29.1%	62,952,272	29.8%	211,462,522

Source: U.S. Census,

1.7 PROJECTIONS

REGIONAL PROJECTIONS

Table 1.12 lists population projections for Orangeburg County, the surrounding counties, and the State of South Carolina provided by the South Carolina Revenue and Fiscal Affairs Office. Projections for 2030 and 2035 were created in 2006. The projections for 2020-2030 were revised in 2015 using the 2010 census. The numbers for 2030 include the more recent projections in the on the upper line in each cell and the older projections below.

Table 1.12: Regional Population Projections

Area	2000 Census	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection
Orangeburg County	91,582	92,501	92,800	93,000	93,500	94,100 100,700	102,890
Lexington County	216,014	262,391	277,100	291,800	312,500	333,200 333,180	352,590
Calhoun County	15,185	15,175	15,200	15,200	15,100	15,100 17,980	18,640
Aiken County	142,552	160,099	165,500	171,200	176,800	182,500 196,500	206,020
Barnwell County	23,478	22,621	22,400	22,200	22,100	22,000 27,190	28,070
Bamberg County	16,658	15,987	15,800	15,700	15,400	15,200 13,560	13,110
Berkeley County	142,651	177,843	187,800	197,700	208,400	219,100 214,140	225,010
Dorchester County	96,413	136,555	152,000	167,400	178,800	190,200 170,210	180,580
South Carolina	4,012,012	4,625,364	4,823,200	5,020,800	5,235,500	5,451,700 5,488,460	5,722,720

Source: South Carolina Revenue and Fiscal Affairs Office

The two projections provide a range for considering population changes as the community moves forward. The newer projections for reduced the statewide total and reallocated the projections into each county and may be considered more conservative. The projections for Orangeburg County in 2030 show a range of about 7% variance between the two projections.

An aggressive assumption provides a potential population for the County of nearly 103,000 Orangeburg County residents in 2035 (a growth of about 8.5%). The lower projections may be assumed to represent a more moderate population growth of approximately 11.2% between 2010 and 2035, and a more moderate assumption may assume that growth may be about 2100 persons over the 20-year period to approximately 94,635 (2.3%).

The State of South Carolina is projected to grow to 5,722,720 by 2035 (approximately 23.7%) during the 25 year period. These numbers reflect the growing appeal of South Carolina as a place to reside.

CITY OF ORANGEBURG PROJECTIONS

Population projections are usually built on a model that provides a continuation of past growth. However, the City of Orangeburg has lost population since 1980 albeit some recoveries were made in the first decade on this century (2000-2010). Unfortunately, much of that growth was lost with the recession of 2007 to 2012. Table 1.13 illustrates several population growth methods to represent a range of possible outcomes. Each scenario applies different assumptions. The appropriate projection depends on the strength of these assumptions and modifiers that may change the equations. The “share-based” or “step-down” projection assumes that the city will grow proportionally to the growth of the County as a whole. The constant share projection uses the LSCOG County projection and assumes the proportion of the city’s population will remain constant to the County.

Historic trend projection methods, such as linear average, linear regression, and exponential regression assume that the city’s population will follow a trend based on historic growth rates. These trends are calculated independently of regional and state projections. Orangeburg’s 1980-2015 population growth was used.

Table 1.13: Orangeburg Population Projections

Projection Method	2010	2015**	2020**	2025**	2030**	2035**
Constant Share (County)	13,650	13,415	13,485	13,558	13,645	14,919
Linear Regression (80-15)	13,650	13,415	13,900	14,200	14,555	15,000
Linear Average (80-15)	13,650	13,415	13,150	12,950	12,700	12,400

*American Community Survey Estimates based on current city limits

**Robert and Company Forecast

For this update to the Orangeburg Comprehensive Plan, the Linear Regression model is recommended as the best outcome for planning future population growth. The city’s population growth is expected to increase as expansion from the Columbia Metropolitan Area continues and as long as gas prices do not have a major increase or drop compared to current conditions. Growth is projected in the foreseeable future as new residents move into the urban mixed use areas at the heart of the City to take advantage of pedestrian “walkability” and proximity to cultural resources. These population projections are limited to the existing land area of the city. However, the City’s management of public water, sewer, gas, and electric utilities can be expected to serve as an attractive resource for developing areas at the edge of the City and

should be used to create an advantage for annexation of newly developing areas. Some of these areas may be expected to have residential components that will also provide growth of the City’s future population over time.

1.8 POPULATION GOALS AND POLICIES

GOAL	POLICY	ACTION	STATUS
Improve planning efforts to consider impacts on local population.	Promote coordination with regional and State of South Carolina planning for distribution of population	Participate in joint planning efforts with LSCOG and the County	Continuing...
	Manage City utilities to support population growth within the City of Orangeburg boundaries	Consider residential development opportunities at the edge of the City	

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CHAPTER 2 – ECONOMIC DEVELOPMENT

The economic development element provides an inventory and assessment of the economic base and labor force in Orangeburg and the surrounding region. The economic base refers to the jobs located within the jurisdiction, and the labor force of workers and dependents living within the community. Historic trends and projections regarding employment and labor force numbers and characteristics, including education levels and preparedness for work are important factors for defining the quality of the local economic conditions and accommodate new industries, businesses, and employers.

Over several past decades, the Orangeburg region has been transitioning from an economy dependent on local agriculture to a more diversified mix of manufacturing, logistics, services, and agribusiness with greater dependence on regional location, accessibility, education, and information technology. The strength of the transportation/logistics and manufacturing in the Columbia metropolitan area to the north and the Charleston metropolitan area to the south have significant potential to accelerate growth in the location of new businesses, employment, and population in and close to Orangeburg.

2.1 LOCAL ECONOMY

Orangeburg and Orangeburg County have placed a high priority in attracting new economic development to the region. The location of the community adjacent to the primary road and rail connectors between Charleston and Columbia provides economic incentives to support the industrial growth of South Carolina. Two universities located within the city – South Carolina State University and Claflin University – along with a growing number of local manufacturers and technology companies support the City and County economic base. The City has joined with the County to promote economic development through the Orangeburg County Development Commission (OCDC).

The OCDC serves as a liaison with the State, surrounding counties, and other entities to attract industry and commerce to Orangeburg County.

RETAIL TRADE

Table 2.1 shows retail sales in Orangeburg (including some sales from adjacent portions of unincorporated Orangeburg County).

2.1 RETAIL SALES TABLE

2012 Retail Sales Statistics	Orangeburg, SC		South Carolina		United States	
Total Retail Sales (including Food Services)	\$174,263,000		\$65,319,633,000		\$4,690,741,823,000	
Building Materials & Garden Store Sales	\$13,021,000	7.47%	\$4,939,328,000	7.56%	\$300,121,841,000	6.40%
Clothing & Accessories Store Sales	\$4,803,000	2.76%	\$3,133,760,000	4.80%	\$225,430,344,000	4.81%
Electrical & Appliances Store Sales	\$0	0.00%	\$1,160,459,000	1.78%	\$101,037,294,000	2.15%
Food and Beverage Store Sales	\$6,216,000	3.57%	\$8,124,813,000	12.44%	\$612,863,797,000	13.07%
Food Services	\$23,530,000	13.50%	\$7,197,989,000	11.02%	\$502,456,682,000	10.71%
Gasoline Stations Store Sales	\$49,534,000	28.42%	\$10,341,923,000	15.83%	\$526,122,149,000	11.22%
General Merchandise Store Sales	\$27,132,000	15.57%	\$9,650,689,000	14.77%	\$634,982,512,000	13.54%
Health & Personal Care Store Sales	\$25,452,000	14.61%	\$3,952,983,000	6.05%	\$270,681,729,000	5.77%
Home Furnishings Store Sales	\$438,000	0.25%	\$1,274,990,000	1.95%	\$90,949,539,000	1.94%
Miscellaneous Store Sales	\$0	0.00%	\$1,693,053,000	2.59%	\$122,027,154,000	2.60%
Non-store Purchases Sales	\$2,097,000	1.20%	\$1,594,442,000	2.44%	\$398,848,318,000	8.50%
Sporting Goods Store Sales	\$708,000	0.41%	\$1,000,372,000	1.53%	\$89,619,853,000	1.91%

The data for Orangeburg, SC may also contain data for the following areas: Portions of unincorporated Orangeburg County

Source: CLRSearch.com website

Transportation and Logistics

With major port facilities in North Charleston and Charleston and Interstate 95 serving as the primary truck route from Florida to Virginia, transportation and logistics remain a growing sector in the local economy. Shipping volumes at Port of Charleston facilities in 2014 exceeded pre-recession levels. The North Charleston Terminal of the Port of Charleston is a modern container handling facility complete with container cranes, a container freight station, a rail yard, and access to I-26 and I-526. The Port of Charleston is expected to remain one of the top ports in the nation with plans for harbor deepening and expanded capacity. At 45 feet of depth, the harbor can already accommodate the larger post-Panamax ships at high tide, and in 2011 the federal government launched a program to deepen the harbor to 52 feet to increase the capacity for large container ships.

MANUFACTURING

Manufacturing in the Orangeburg is being driven by growth in the automobile and aviation industries and the population growth in the Southeastern United States. The growth of Boeing South Carolina since 2008 and the recent (2015) announcements from Mercedes Benz for a new assembly plant to construct new Sprinter vans in North Charleston and Volvo to build a new plant near Ridgeville provide opportunities for supplier and support industries to locate along the I-95 and I-26 corridors. Although there are few opportunities within the City, local industries in Orangeburg County have a variety of manufacturing and logistical support available sites in the City/County Industrial Park, the Global Logistics Triangle (GLT), and elsewhere in Orangeburg County.

TOURISM

Orangeburg has several attractions for local tourism, including the Edisto Memorial Gardens, South Carolina State and Claflin Universities, and numerous parks and recreation facilities. New hotels in Orangeburg have been constructed within the past five years. These include Comfort Suites, Holiday Inn Express, Homewood Suites, Springhill Suites, and Value Place. Hotel occupancy in the region exceeded 60% in 2015. This is an increase.

MILITARY AND DEFENSE

There are no active military bases in the City of Orangeburg. However, Joint Base Charleston is located 50 miles to the south, Shaw Air Force Base is located 50 miles to the north in Sumter, South Carolina and North Auxiliary Landing Field is located in northern Orangeburg County approximately 18 miles to the northwest.

2.2 ECONOMIC BASE

Table 2.2 shows employment by industry in Orangeburg and Orangeburg County and South Carolina for the year 2013. Table 2.3 illustrates the changes in employment between 2007 and 2013. Although the construction industry suffered significant job losses between 2007 and

2013, the construction industry is expected to rebound as residential home sales grew 21% in 2013, and vacancy rates for office, retail, and industrial sectors were each in single digits.¹

Table 2.2: Employment by Industry, 2015 - Orangeburg County, South Carolina

Industry	City of Orangeburg		Orangeburg County	
	Jobs	% of Total	Jobs	% of Total
Total All Industries	4,743	100.0%	26,992	100.0%
Agriculture, forestry, fishing and hunting (NAICS 11)	21	0.4%	602	2.2%
Mining, quarrying, and oil and gas extraction (NAICS 21)	0	0%	0	0%
Utilities (NAICS 22)	43	0.9%	358	2.3%
Construction (NAICS 23)	89	1.9%	905	3.4%
Manufacturing (NAICS 31-33)	806	17.0%	4,688	17.4%
Wholesale trade (NAICS 42)	69	1.5%	568	2.1%
Retail trade (NAICS 44-45)	617	13.0%	4,482	16.6%
Professional and technical services (NAICS 54)	84	1.8%	446	1.7%
Management of companies and enterprises (NAICS 55)	18	0.4%	23	0.1%
Administrative and waste services (NAICS 56)	208	4.4%	1,480	5.5%
Educational services (NAICS 61)	981	20.7%	3,404	12.6%
Health care and social assistance (NAICS 62)	687	14.5%	4,167	15.4%
Transportation and warehousing (NAICS 48-49)	153	3.2%	1,116	4.1%
Information (NAICS 51)	96	2.0%	130	0.5%
Finance and insurance (NAICS 52)	138	2.9%	577	2.1%
Real estate and rental and leasing (NAICS 53)	56	1.2%	157	0.6%
Arts, entertainment, and recreation (NAICS 71)	29	0.6%	276	1.0%
Accommodation and food services (NAICS 72)	472	10.0%	3,159	11.7%
Other services, except public administration (NAICS 81)	176	3.7%	459	1.7%

Source: US Bureau of Labor Statistics Quarterly Census of Employment and Wages 2016 Annual Averages

Table 2.3 – Change in Employment by Industry 2007-2015

Orangeburg County				
Industry	Jobs 2007	Jobs 2015	Change	% Change
Total All Industries	28,752	26,992	-1760	-6.1%
Agriculture, forestry, fishing and hunting (NAICS 11)	151	602	451	-74%
Mining, quarrying, and oil and gas extraction (NAICS 21)	1	0	-1	-100%
Utilities (NAICS 22)	10	358	348	-97.2%
Construction (NAICS 23)	904	905	1	+0.1%
Manufacturing (NAICS 31-33)	7,715	4,688	-3027	-64.6%
Wholesale trade (NAICS 42)	827	568	-259	-45.6%
Retail trade (NAICS 44-45)	4,615	4,482	-133	-3.0%
Professional and technical services (NAICS 54)	369	446	77	+17.3%
Management of companies and enterprises (NAICS 55)	82	23	-59	-256.5%
Administrative and waste services (NAICS 56)	1,768	1,480	-288	-19.5%
Educational services (NAICS 61)	648	3,404	2756	+81.0%
Health care and social assistance (NAICS 62)	3,515	4,167	652	+15.6%
Transportation and warehousing (NAICS 48-49)	1,569	1,116	-453	-40.6%
Information (NAICS 51)	273	130	-143	-110.0%
Finance and insurance (NAICS 52)	852	577	-275	-47.7%
Real estate and rental and leasing (NAICS 53)	233	157	-76	-48.4%
Arts, entertainment, and recreation (NAICS 71)	269	276	7	+2.5%
Accommodation and food services (NAICS 72)	3,715	3,159	-556	-17.6%
Other services, except public administration (NAICS 81)	1,075	459	-616	-134.2%

Source: US Bureau of Labor Statistics Quarterly Census of Employment and Wages 2007, 2013 Annual Averages

Manufacturing remains an important part of the local economy, with continued expansion of manufacturing and logistics plants. Furthermore, the city could seek industrial-related research and development facilities to expand on the multiple industrial manufacturing and training programs at Orangeburg-Calhoun Tech. Additional high tech manufacturing could become a promising sector for industrial growth within the city.

Transportation and warehousing are a local industrial strength with strong potential for growth. The proximity to the State Port Authority container terminal facilities scheduled to open in 2019, and the expansion of the Global Logistics Center are expected to facilitate continued growth in transportation and warehousing employment.

Finally accommodations and food services represent another important local sector as the City’s location at the edge of the Columbia metro and adjacent to the Charleston region provides access to growth in these nearby communities. The Edisto Gardens and other recreation facilities, renewed growth at SCSU and Claflin University, and the expansion of hospital and health care facilities provide incentives for regional travel to Orangeburg. Medical facility expansion and a quality of life for an affordable price also may help the City grow as a retirement community as the number of older persons in the region increases.

2.3 LABOR FORCE

Table 2.4 illustrates the unemployment rates for Orangeburg County, the state of South Carolina, and the United States between 2004 and 2016. The local unemployment rates appear to have been consistently higher than the State and national rates throughout the reporting period. During the 2007-2011 Recession, unemployment rates in the County spiked above 14% between 2009 and 2012, and as of 2014, the unemployment rate in the County remained above 10%.

Table 2.4: Unemployment 2004-2013

Area	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Orangeburg Co.	9.4%	9.6%	9.2%	8.1%	10.1%	15.3%	15.9%	15.8%	14.3%	10.1%	10.6%	10.1%	n/a
South Carolina	6.8%	6.7%	6.4%	5.7%	6.8%	11.2%	11.2%	10.5%	9.2%	7.6%	6.4%	6.3%	5.2%
United States	5.5%	5.1%	4.6%	4.6%	5.8%	9.3%	9.6%	8.9%	8.1%	7.4%	6.2%	6.3%	4.4%

Source: Bureau of Labor Statistics

Table 2.5 shows employment and labor force participation in Orangeburg, Orangeburg County, and South Carolina. The city’s labor force participation rate has dropped to 68.7% in 2015.

Table 2.5: Employment Status 2015, Orangeburg, Orangeburg County, and State

Employment Status	Orangeburg		Orangeburg County		South Carolina	
	Workforce	% of Total	Workforce	% of Total	Workforce	% of Total
Population 16 years and over	11,323	100.0%	72,350	100.0%	3,812,548	100.0%
In labor force	5,412	47.8%	38,775	53.6%	2,323,906	61.0%
Civilian labor force	5,412	47.8%	38,754	53.6%	2,293,251	60.2%
Armed Forces	0	0%	21	>0.1%	30,655	0.8%
Not in labor force	5,916	52.2%	33,575	46.4%	1,492,642	39.2%
Civilian labor force	5,412	100.0%	38,754	100.0%	2,293,251	100.0%
Employed	4,743	87.6%	33,811	87.2%	2,075,274	90.5%
Unemployed	669	12.4%	4,943	12.8%	217,977	9.5%

* Active Duty personnel

Table 2.6 shows the change in employment status between 2010 and 2015 for the City of Orangeburg.

Table 2.6: Change in Employment Status 2010-2015

Employment Status	2010	2015	Change in %
Population 16 years and over	11,698	11,323	
Civilian labor force	52.4%	47.8%	-4.6%
Employed	44.1%	41.9%	-2.2%
Unemployed	8.2%	5.9%	-2.3%
Armed Forces	0.2%	0.0%	-0.2%
Not in labor force	47.6%	52.2%	+4.6%

Source: US Census Bureau American Community Survey 2007, 2013

Table 2.7 on the next page shows the percentage of the labor force by occupation type in Orangeburg and the state in 2013, according to the American Community Survey.

Table 2.7: Labor Force by Occupation Type, 2015

Occupation	Orangeburg	Orangeburg (%)	Orangeburg County	South Carolina
Civilian employed population 16 years and over	4,743	-	33,314	2,165,702
Management, business, science, and arts	1581	33.3%	32.4%	33.8%
Service occupations	926	19.5%	16.9%	17.9%
Sales and office	1,077	22.7%	23.4%	24.6%
Natural resources, construction, and maintenance	176	3.7%	10.9%	9.0%
Production, transportation, and material moving	983	20.7%	16.3%	14.7%

Source: US Census Bureau American Community Survey 2013

A relatively high proportion of the City’s labor force is employed in the service and natural resources, construction, and maintenance occupations. Unfortunately, service occupations are typically some of the lowest paying occupations. Job training for relevant technical skills is something that can help local residents get better paying jobs, and reduce the proportion of service-related jobs in the city. The city has a relatively low proportion of its labor force in the management, business, science, and arts occupations as compared to the metro area and state.

2.4 SALARIES AND WAGES

Table 2.8 shows average weekly wages for Orangeburg County and South Carolina. Regionally, the highest paying industries in 2013 were the federal government, manufacturing, finance, and information sectors. Average weekly wages for all industries was \$640 in Orangeburg County as compared to \$765 in the state.

Table 2.8: Average Weekly Wages by Industry, 2013

Industry	Orangeburg County	Richland County	Dorchester County	Charleston County	South Carolina
All Industries	\$ 639	\$ 615	\$ 639	\$ 822	\$ 765
All Private Industries	\$ 684	\$ 669	\$ 633	\$ 784	\$ 752
Natural Resources and Mining	\$ 675	\$ 688	\$ 898	\$ 443	\$ 637
Construction	\$ 924	\$ 628	\$ 719	\$ 943	\$ 857
Manufacturing	\$ 1,405	\$ 787	\$ 1,110	\$ 1,282	\$ 1,024
Trade, Transportation, & Utilities	\$ 759	\$ 984	\$ 544	\$ 654	\$ 680
Information	\$ 834	\$ 789	\$ 798	\$ 1,000	\$ 1,034
Financial	\$ 964	\$ 817	\$ 760	\$ 1,131	\$ 1,009
Professional and Business Services	\$ 934	\$ 650	\$ 651	\$ 887	\$ 859
Education and Health	\$ 801	\$ 641	\$ 578	\$ 912	\$ 796
Leisure and Hospitality	\$ 274	\$ 257	\$ 272	\$ 373	\$ 310
Other Services	\$ 455	\$ 440	\$ 465	\$ 604	\$ 562
Government	\$ N/A	\$ 851	\$ N/A	\$ N/A	\$ 824
Federal	\$ 1,405	N/A	\$ 1,027	\$ 1,390	\$ 1,216
State	\$ N/A	N/A	\$ 604	\$ 949	\$ 839
Local	\$ 625	N/A	\$ 657	\$ 769	\$ 757

Source: US Bureau of Labor Statistics Quarterly Census of Employment and Wages 2013 Annual Averages and SC Dept. of Employment & Workforce

2.5 ECONOMIC RESOURCES

The following agencies, programs and other resources described in this section are available in Orangeburg and South Carolina to help generate more business and produce labor readiness in the local economy.

DEVELOPMENT AGENCIES

- Orangeburg County Development Office** – The Orangeburg County economic development office works with the City of Orangeburg, the State and other organizations to recruiting business into the city and county, help existing businesses expand, and help solve problems for local businesses so that they may stay in the area. The department has had success in attracting manufacturing and logistics jobs to the county. The City and County provide several types of business incentive packages.

PROGRAMS

- ❑ **FasTrac South Carolina** – FasTrac is an educational program that helps train entrepreneurs and small business owners in starting and running their business. FasTrac is a national program, with local programs held in South Carolina. State funding provides these educational programs at significantly reduced rates for South Carolina residents and additional discounts for students.

OTHER

- ❑ **Center for Accelerated Technology Training (CATT)** – CATT is a state program that provides qualifying companies with a pre-trained and productive workforce. CATT works in partnership with the South Carolina Technical College System of which Orangeburg-Calhoun Technical College is a part.
- ❑ **Colleges and Technical Schools** – The number of colleges and technical schools in Orangeburg County is growing. OC Tech, SCSU, and Claflin University have been in Orangeburg for decades, but additional programs and resources are continually added to serve the community.

BUSINESS TAX CREDITS AND INCENTIVES

- ❑ **Business License Tax Credits** – Credits may be granted to reduce business license fees.
- ❑ **Historical Tax Credits** – Credits may be granted for historic industrial properties that qualify for the state historic tax credit for rehabilitation. This law includes providing financial incentives for the "rehabilitation, renovation, and redevelopment of abandoned textile mill sites located in South Carolina".
- ❑ **Jobs Tax Credits** – Credits granted for 5 years for each permanent job created, of \$1,500 per job. Amount depends on number of jobs created and location. Manufacturers that locate in a jointly developed industrial park and create permanent jobs may be eligible for an additional five-year credit.
- ❑ **Child Care Program Incentive** - Provides tax credits for companies that provide child care benefits. Annual credit may not exceed \$3,000 per employee.
- ❑ **Infrastructure Construction and Improvements** - Credits can be applied to corporate income taxes for contributions to infrastructure construction or improvement. Credits are up to 50% and cannot exceed \$10,000 per year.
- ❑ **Corporate Headquarters & Office Facilities** - Corporate tax credits are available to companies that establish corporate headquarters and office facilities. Credit given only for 20% of cost of construction or for five-year lease expenses on headquarters' real property. Minimum of 40 new jobs must be created, 20 of which must be managerial or professional positions. Unused credits may be carried over for 10 years.

- ❑ **Business Development Corporation of South Carolina** - Financing available to job-creating companies unable to obtain loans from conventional sources.
- ❑ **Tax Increment Financing** - Companies that locate in a designated area may be eligible for reimbursement for public infrastructure such as park facilities, streets and water/sewer improvements.
- ❑ **Palmetto Seed Capital Fund** - Financing for early-stage development projects.
- ❑ **Fee-In-Lieu Program** - Allows companies to negotiate fee-in-lieu of property taxes for up to 40% savings.
- ❑ **Special Schools** -Relocating or expanding companies can receive a pre-trained workforce on the first day of operation. The State can screen, recruit, test and train potential employees to fit specific needs.
- ❑ **Enterprise Zones** - Qualified companies may apply for up to 5% of wages that normally are withheld for personal income tax. Credits may be used for land, building, training and infrastructure.

2.6 ECONOMIC DEVELOPMENT GOALS AND POLICIES

GOAL	POLICY	ACTION	STATUS
2.1: Attract new business and industry to Orangeburg.	2.1.1: Increase marketing of the city.		The City’s economic development and recruiting efforts are ongoing. Also, through the Tourism Office, the City is advertising in major national publications and will be launching a new website.
	2.1.2: Continue to support and cooperate with the local Chambers of Commerce, Regional Development Alliance, and other regional business organizations.		Ongoing.
	2.1.3: Continue providing attractive business incentives that will attract desired industries.		Ongoing.
	2.1.4: Encourage new hotel development and other accommodations-related uses.		Ongoing.
2.2: Increase and incubate the high-tech industry sector in Orangeburg.	2.2.1: Work with Orangeburg Calhoun Technical College and high school vocational programs to generate a work-ready labor force for high-tech industries.	Market Orangeburg as a center for logistics, high-tech and innovative industries and businesses.	Orangeburg Calhoun Tech (OCT) has expanded course offerings and is currently working with the State and local stakeholders to expand training for new and existing industries.
	2.2.2: Promote sustainability in Orangeburg as a draw for innovative and environmentally conscious small businesses and corporations.	Identify best practices for Orangeburg to be a ‘Sustainable City’ and use this in marketing and business recruiting.	

GOAL	POLICY	ACTION	STATUS
2.3: Utilize the city's cultural assets as a generator of the local economy.	2.3.1: Provide adequate support for local arts organizations		Use Accommodations Tax allocations to support cultural organizations and activities.
	2.3.2: Continue promoting festivals, farmers markets, and other cultural events in the city.		Ongoing.
2.4: Ensure the availability of good jobs for the city's residents.	2.4.1: Coordinate with school systems to provide high school curriculums that provide skills needed by local industries.		
	2.4.2: Provide a local labor force with skills needed for local industries and businesses.	Continue and expand workforce-training partnerships with OCT through the Workforce Investment Act and JTPA.	
2.5: Provide education and training for residents to create the workforce skills necessary to support and attract new industries.	2.5.1: Include both job training and business recruitment in the city's economic development programs.	Provide job training and marketable skills to citizens in distressed areas.	
		Develop summer internship programs aimed at local youth.	
2.6: Support planning efforts to better integrate rail and major highway corridor operations and redevelopment with economic development goals to provide a suitable environment for attracting desirable growth.	2.6.1: Identify and support the design and redevelopment of transportation facilities that include providing suitable economic development opportunities.	Consolidate/relocate/remove rail and highway barriers to accessibility and/or redevelopment through planning studies and incentives that add jobs and economic value to properties.	

CHAPTER 6 - HOUSING

Housing is one of the principal elements of the Comprehensive Plan, and provides a measure of lifestyle, land use, economic health, and environmental conditions. The housing chapter reviews the numbers and status of existing housing stock within the City and the trends that have taken place in local residential development and patterns. The chapter discusses the location, type, age, ownership, occupancy, conditions, and affordability of housing for residents and various demographic and economic, several housing indicators for the period between 2000 and 2015 were examined to assess the effects of the 2007-2010 recession on the housing market within the city. The element concludes with a projection of housing needs for the city.

6.1 HOUSING TYPE AND MIX

The City’s housing stock is the habitat. Housing type and mix refers to the characteristics of the dwelling structure, such as the number of units in the structure. Multi-family structures may include owner-occupied or renter-occupied units. Table 6.1 shows the number of housing units by type in the City of Orangeburg in Year 2000, in 2010, and in 2015. The largest category of housing type in Orangeburg is single-family detached homes (64.6% of the total number of units). The number of multi-family units, including duplexes, totals 1,638 units (approximately 29.6% of the total units).

Table 6.1: City of Orangeburg Housing Units by Type 2000-2015

Housing Units	2000		2010		2015		Change 2010-2015	
	Units	% of Total	Units	% of Total	Units	% of Total	Units	% Change
Single-family (detached)	3,396	65.6%	3,972	67.8%	3,570	64.6%	-402	-10%
Townhomes (SF attached)	N/A	N/A	395	6.7%	247	4.5%	-148	-37%
<i>Multi-Family</i>								
2-4 Units per Structure	N/A	N/A	1,055	18.0%	1,159	21.0%	+104	+9%
5+ Units per Structure	N/A	N/A	422	7.2%	479	8.7%	+57	+13%
Multi-family (Combined)	1,619	31.3%	1,477	25.2%	1,638	29.6%	+161	+10.9%
Manufactured Home, Mobile Home or Other	161	3.1%	36	0.6%	72	9.4%	+36	+100%
TOTAL	5,176		5,860		5,527		-333	5.7%

Sources: U.S. Census 2000 and 2010, and American Community Survey 2015

* Note: Year 2000 Census housing unit numbers are for occupied housing units. Information for 2010 and 2015 include vacant housing units.

Single-family detached homes continue to make up the largest share (64.6%) of the housing stock in 2015. The ratio of single-family units to other forms of housing dropped from 82% in 1970 to 65.6% in 2000. Although it rose during the first decade of the century, it dropped again through 2015. The 2015 American Community Survey estimates show a significant drop (10%) in the total single-family housing stock

between the 2010 Census and the 2015 ACA estimates. A significant element of this change was the expansion of SCSU housing outside the city limits and the replacement of housing units in the city by non-residential uses as many older single-family houses become too expensive to maintain or improve as residential uses. The growth of university institutions as they expanded to accommodate new classroom, administrative, and support functions also reduced the number of older residential units inside the city limits.

The changes between the Census count and the more recent ACA estimates also may indicate some difficulties in determining whether a housing unit was actually counted inside the city or in the unincorporated county during and since the 2010 census. In addition, the 2010 Census occurred in the middle of the recession and counts may have been more difficult to verify. However, in every consideration the number of housing units in the City declined between 2010 and 2015.

Although both the total number of housing units and the number of single family housing units declined, the numbers of duplex and multi-family housing types increased. Therefore, the percentage of single-family housing as a component of the total housing stock in the City dropped. The 2006 Comprehensive Plan noted that there may have been greater acceptance by local residents and officials to accept multi-family dwellings and manufactured homes as reasonable alternatives to more expensive “stick-built” housing construction at that time. Multi-family and manufactured homes are considered to provide lower cost alternatives for persons who cannot afford traditional construction, and between 2000 and 2006, multi-family housing accounted for 61% of all new residential permits issued by the City. The 2007-2011 Recession appears to have slowed the demand for all types of housing development that began in the 1970s, as more stringent lending practices and security requirements restricted the availability of mortgage funding. More recently, national and regional trends appear to show some revival of the housing market in and close to major cities, especially for multi-family housing and higher income single-family homes.

The City may expect the market share for alternative, lower cost multi-family and manufactured home dwelling units to continue into the future if zoning and permitting are acceptable to City decision-makers. The City must consider ensuring the health, welfare, and safety of all forms of housing, including an appropriate share of multi-family homes, to support and enhance property values as one of the primary revenue sources for continued City operations through property taxes.

However, one of the major challenges posed by the expansion of manufactured housing as a portion of all housing units involves reconciling differences between how these units and traditional site-built, single-family housing development are valued and taxed. Local public service providers are concerned that manufactured housing rarely generates sufficient financial resources to offset the cost of public services received due to the depreciation (or slower financial appreciation) of the manufactured dwelling units. As proportionate numbers of manufactured units grow, local governments must consider the implications of revenues compared to expenses to serve additional manufactured housing units. In 2000 the median value of manufactured housing in the City of Orangeburg was only \$31,000, according to the US Census. A 2012 national insurance study identified the median value for a manufactured home remained close to \$31,000. The median value of all housing units located in the City of Orangeburg in 2010 was \$123,500 (US Census, and the ACA estimated the median value in 2015 was \$125,400.

In light of the above discussion, community planning within the City should consider maintaining an appropriate balance of all housing types to accommodate the housing requirements of current and future Orangeburg residents and to ensure that the aesthetic, cultural, and financial impacts of likely increases in multi-family and manufactured homes within the City do not interfere or harm the health, safety, or welfare of existing community lifestyles and housing patterns.

Table 6.2 provides ten years of building permit data in the City of Orangeburg between 2007 and 2016. The American Community Survey says that less than 100 housing units were constructed within the City between 2010 and 2015, and about 500 units were constructed between 2000 and 2010. The effects of the national recession and out-migration from the older housing developments within the city can be seen in the drop off in permitted housing units and the ACS estimates. The permit activity shows that multi-family permits also dried up during the recession, but finally began to recover in 2015. In place of growth within the City, the number of housing units permitted in the County has increased, but has not grown within the city. However, the market for higher-density housing types has rebounded to some extent, as multi-family permitted units now exceed single family unit permits.

Table 6.2: City of Orangeburg Building Permits (Units) 2007-2016

Housing Units	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Single Family	4	6	5	10	5	3	3	5	3	2
Two Family	0	2 units	2 units		8 units					4 units
Multi-Family (3 or more family)	3 units	4 units		14 units					44 units	
Total Residential Units	7	12	7	27	13	3	3	5	47	6
Non-Residential	1	1	3	3		1	1	2	4	4

Source: City of Orangeburg Building Permits (Units) with Input and Estimates

6.2 OCCUPANCY AND TENURE

Housing occupancy refers to the proportion of housing units that are occupied or vacant. Tenure refers to the status of a housing unit as either owner occupied or rental occupied. Vacant housing can be either for sale or for rent. Rental housing units typically have a vacancy rate 3-4 times the level of owner-occupied housing due to the regular turnover of leases and mobility of the rental population.

Table 6.3 shows occupancy and tenure of housing in the City of Orangeburg between 2000 and 2015. Excluding vacant housing units, approximately 43% of the occupied housing units in Orangeburg were owner-occupied in 2015. Housing tenure in the County was 68% owner-occupied and slightly higher (69%) in the State of South Carolina. Owner occupancy in Clemson, SC was 42%, in Gaffney was 56%, in Conway was 60%, in Newberry was 47% and it was 45% in Greenwood, SC.

Table 6.3: City of Orangeburg Housing Occupancy Characteristics 1970-2015

Category	1970		1980		1990		2000		2010		2015 (est.)	
	Units	% of Total	Units	% of Total	Units	% of Total	Units	% of Total	Units	% of Total	Units	% of Total
Owner Occupied	1,974	49%	2,541	49%	2,483	46%	2,383	46%	2,540	43%	1,943	35%
Renter Occupied	1,819	45%	2,178	42%	1,963	41%	2,129	41%	2,471	42%	2,606	47%
Occupied, Total	3,793	94%	4,719	91%	4,446	89%	4,512	87%	5,011	86%	4,549	82%
Vacant	261	6%	495	9%	415	9%	656	13%	849	14%	978	18%
Total Housing Units	4,054	-	5,214	-	4,798	-	5,168	-	5,860	-	5,527	-

Source: US Census 1970-2010, American Community Survey 2007-2015

The Vacancy rates in Orangeburg increased from 12% in 2000 to 18% in 2015. A review of American Community Survey statistics shows that the vacancy rate in owner-occupied single family housing in Orangeburg has increased steadily over the last seven years. During the later part of the national recession and foreclosure crisis (2013), the city’s vacancy rate (14%) was lower than the vacancy rate for the State of South Carolina (17%).

Over time the largest category of housing continued to be owner-occupied, single-family housing units through 2010. However, the difference between owner-occupied and renter-occupied steadily dwindled until 2011 when multi-family rental housing units overtook owner-occupied units within the City limits. Orangeburg’s home ownership percentage decreased to 35% in 2010. The rate of home ownership is considerably lower in the City than it is in the County. The percentage of owner-occupied homes in Orangeburg (about 43% of occupied homes) is significantly lower than Orangeburg County (69%) or the State of South Carolina (68%) levels in 2015. This situation is not unusual as municipalities frequently provide a greater share of the rental housing market than do unincorporated areas.

The City’s housing stock declined by eight percent between 1980 and 1990, but recorded an increase of 22 percent between 1990 and 2010. The number of owner-occupied units went up by only 2.5 percent during this period, but the number of multi-family units went up by 26%. Although the increase in home ownership was small, increased home ownership is a healthy sign, as ownership generally translates into neighborhood stability, upkeep and pride.

6.3 AGE AND STRUCTURAL CONDITION

In the absence of individual housing inspections or a complete city-wide survey, structural conditions of the City's housing stock are estimates that cannot be assessed with any high degree of accuracy. However, the housing values previously addressed, and a review of the American Community Survey provide some indications.

The 2010 census identified no occupied dwellings lacking complete plumbing facilities and four lacking complete kitchen facilities. Both were less than 0.1% of the city's housing stock. The 2015 ACS estimates expected 34 and 42 units in these categories, but these statistical estimates still show these deficiencies in less than one percent of the housing in the City. A windshield survey of the community in 2005 identified several neighborhoods as having structurally deficient housing. These neighborhoods are identified as Target Rehabilitation Neighborhoods. These areas were identified in the 1998 and 2006 Comprehensive Plans, but have been reduced in size and extent of deterioration since then.

Over time, many substandard homes in these areas have been removed and/or replaced with in-fill housing, as conditions overall have improved. An updated windshield survey in 2017 affirmed the improvements although many older homes continue to need rehabilitation.

The condition of older housing stock is an issue that needs consideration. The age of housing units is used often as an indicator for determining housing conditions as older homes are more likely to pose fire hazards, have lead paint, may have dangerous code violations, or may be structurally deficient in some way. Ten percent (10.3%) of the housing stock within the City was built prior to 1940. The median age of housing in the City of Orangeburg appears to be about Year 1971 (About one-half of the extant homes in the City were built before 1971 and one-half after). In other words, about half the housing stock is approaching 50 years old. Housing built prior to 1965 is potentially eligible for the National Register of Historic Places (the rough rule of thumb for historic status is 50 years of age). This represents roughly 45% of the city's housing stock. More information about the city's historic structures is provided in Chapter 6, Cultural Resources.

Many new regulations and safety codes have been added to construction requirements over the past 45-50 years and the median age could be a possible indicator of substandard conditions. Although all older homes cannot be considered to be substandard, the age of these structures shows a potential for becoming substandard and the costs of maintenance for these homes can generally be considered to be greater. As identified in the 2006 Comprehensive Plan for the City, a HUD publication (May 2001) entitled: Barriers to the Rehabilitation of Affordable Housing, Volume I 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. Of the 5,527 housing units reported for Orangeburg in the 2015 ACS Survey, we estimate about four percent may require major rehabilitation, about one in ten needs moderate rehabilitation, and about 30% can make do with only minor rehabilitation.

Table 6.4 reports the age of the housing stock in the City of Orangeburg based on the American Community Survey. Approximately half of Orangeburg's housing was built since the 1980s. However, the rate of new housing growth in and around Orangeburg slowed considerably beginning in 2007 due to the national recession. The recovery in housing had not made much progress as of the 2015 ACS statistics.

Table 6.4: City of Orangeburg Housing by Year Built

Year Structure Built	Units	% of Total
Built 2010 or later	93	1.6%
Built 2000 to 2009	397	7.2%
Built 1990 to 1999	535	9.7%
Built 1980 to 1989	771	13.9%
Built 1970 to 1979	1,127	20.4%
Built 1960 to 1969	852	15.4%
Built 1950 to 1959	848	15.3%
Built 1940 to 1949	335	6.1%
Built 1939 or earlier	569	10.3%
TOTAL	5,527	

Source: US Census Bureau, American Community Survey 2015

About 60% of the housing units built before 1940 (569 units) require some type of rehabilitation. This is about 15 to 20% more than the figure cited for all housing. Approximately 42% of the housing stock built after 1980 is in need of repair.

Another factor in evaluating the condition of housing is if there is a lack of complete plumbing and/or kitchen facilities. Table 6.5 reports less than 1% of the housing units are without these facilities in Orangeburg. This proportion of homes without plumbing or kitchens is generally in line with the county and the state. Lack of telephone service is another measure of housing quality that also reflects economic stability. However, the increasing ubiquity of cell phones and programs to ensure access to subsidized cell phone services for emergencies make this issue less viable as a measure.

Table 6.5: City of Orangeburg Substandard Housing 2015

Housing Condition	Units	%
Occupied housing units	4,549	
Lacking complete plumbing facilities	34	0.7%
Lacking complete kitchen facilities	42	0.9%
No telephone service available	126	2.8%

Source: US Census Bureau, American Community Survey 2015

6.4 HOUSEHOLD SIZE

Over many decades the number of households has increased at a higher rate than the population throughout the United States as a sustained reduction in household size has occurred. Orangeburg has seen a similar reduction over the long term

Table 6.6: Persons in Household s and Group Quarters (City of Orangeburg)

1970-2010	1970	1980	1990	2000	2010	2015 (estimated)	% Change 1970- 2015
Number of Households	3,793	4,719	4,383	4,512	4,945	4,549	20%
Persons Per Household	3.0	2.56	2.42	2.24	2.27	2.45	-18%
Persons in Households	11,451	12,093	10,593	10,267	13,964	13,415	-17%
Persons in Group Quarters	1,801	2,900	3,146	2,498	2,739 (est.)	2,270 (est.)	26%

Source: U.S. Census, General Population and Housing Characteristics, Selected Years and ACS 2015.

Table 6.7: Comparison of Household Size

	Orangeburg City	Orangeburg County	South Carolina
Average Household Size 2015	2.45	2.19	1.68
Average Household Size 2010	2.82	2.19	2.49

Source: US Census Bureau, American Community Survey 2015 and US Census 2010

From 1970 to 2010, the number of persons per household in Orangeburg dropped from 3.00 to 2.27 albeit a slight increase occurred between 20010 and 2015 to 2.24. Overall the average household size reduced by approximately 18%. At the same time the population declined by 7.5%, but the actual number of households increased by 17%.

Households are projected by the U. S. Bureau of Census to become even smaller in the future as national trends show a stronger increase in households than in population. Census projections show an increase of 13.6 million households between 2015 and 2025 and 11.5 million households between 20125 and 2035. Aging and immigration are expected to continue to have the largest influence on future household growth, although adult population growth levels are expected to peak and begin to moderate after 2025. The greatest increase is anticipated to occur in older households and non-Hispanic whites.

Using national trend lines as a measure of what to expect in Orangeburg, the future household size is projected to continue declining to approximately 2.0 persons per household by the year 2025. The trend toward smaller households may help the local housing industry by generating a need for more housing units to accommodate the smaller numbers of people in each household. Although many of the new

units in the greater Orangeburg community have been constructed outside the city limits, future growth of units for older residents and one or two-person households can be an objective for City actions to attract in-town investment.

Also, it is herein noted that households may include all persons who occupy a housing unit, but not all households are considered to be families. By definition, a family 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.

Approximately 52.4% of households in the City of Orangeburg consist of families. About 26% of these households have children under the age of 18 living at home. The remaining 74% have no related children under 18.

About 47.6% of the total households are considered to be non-family households, and most of these households (about 88%) constitute one-person households. Thus, about 42% of all households in the City are one-person households. Non-family households are more prevalent in the City than in the urban area outside the City because the City's population is older, with 15% at or over age 65, and the many students that reside in the City that attend Claflin and South Carolina State Universities. These two sectors make up most of the non-family households, either residing alone or as unrelated groups.

OVERCROWDING

The Census defines overcrowded housing as having an average of 1.01 or more persons per room; and severely overcrowded as having 1.51 or more per room. Table 6.8 show the number of overcrowded housing units in Orangeburg as compared to the metro area and state. Orangeburg had a higher percentage of overcrowded and severely overcrowded housing units in 2013 than the surrounding region and state.

Table 6.8: Overcrowded Housing Units 2015

Column	Orangeburg		Metro Area		South Carolina	
	Units	%	Units	%	Units	%
Overcrowded (1-1.5/Room)	514	1.4%	2,428	0.9%	23,865	1.3%
Severely Overcrowded (>1.5/Room)	297	0.8%	1,576	0.6%	7,582	0.4%
Total Overcrowded Units	811	2.2%	4,004	1.5%	31,447	1.8%

Source: U.S. Census Bureau, American Community Survey 2015.

6.5 HOUSING COSTS

The financial characteristics of owner-occupied housing in Orangeburg indicate that a majority of such homes are structurally sound. Approximately 7.4 percent of all owner-occupied housing units were valued at less than \$50,000 in 2010. The median value of owner-occupied dwellings in 2010 was \$76,500 in the City, compared with the State median of \$83,100. Although the percentage of owner-occupied housing units valued less than \$50,000 in Orangeburg had grown to 9% in 2015, the number of units was (174) 15 fewer units than five years before. Approximately 4.9% of housing units statewide were valued at less than \$50,000, but 20.5% of the units without a mortgage were valued at less than \$50,000. This shows that many older housing units that have been “paid off” have declined in value significantly below the state or national median values.

Between 2010 and 2015, the median value of houses sold in Orangeburg decreased by \$100 to \$125,400. The median value of the houses sold in the United States was about \$225,000, but only about \$145,300 in South Carolina. This illustrates that Orangeburg owner-occupied housing values and costs are significantly lower than the national averages; and still about 15% lower than the state median. However, many of the houses sold in the state were new units near the three major metropolitan areas. Only about 56% of owner-occupied houses in Orangeburg have a mortgage compared to the statewide average of 65%.

Table 6.9: Housing Value Financial Characteristics

City of Orangeburg Owner Occupied Housing Unit Value	1990		2015		Change 1990-2015	
	Units	%	Units	%	Units	% Change
Less than \$50,000	764	36%	174	9%	-590	-77%
\$50,000-\$99,999	1,103	52%	600	31%	-503	-46%
\$100,000-\$149,999	181	8%	507	26%	+326	180%
\$150,000-\$199,999	49	2%	393	20%	+344	802%
\$200,000-\$499,999	40	2%	250	13%	+210	525%
\$500,000 and more	2	0.1%	19	1%	+17	805%
Total Overcrowded Units	2,139	100%	1,943	100%	-196	-9%

Source: U.S. Census Bureau, 1990 Census and 2015 American Community Survey

Gross rent includes the amount of contract rent plus estimated average monthly utility costs. Gross rent is used as a measure in order to eliminate discrepancies in rent that result from the inclusion of utilities in some rental agreements. For homeowners, the US Census provides data on selected monthly owner costs, including utilities, fuel, condo fees, and insurance. For the purpose of this analysis, housing values are examined in order to assess the impacts of the national recession and housing market crash.

Average gross rents in Orangeburg were about \$660 in 2015 compared to about \$1,150 per month in South Carolina and a national median of \$1,500 per month. This disparity is primarily caused by the large number of student-occupied rental housing units in the City. About 89% of the rental units pay less than \$1,000 per month gross rent.

RENTAL COSTS

Table 6.10 shows the distribution of gross rents within the City of Orangeburg and Orangeburg County. The median gross rent in 2015 in Orangeburg was \$659 as compared to \$790 in Orangeburg County and in both the Columbia and Charleston-North Charleston metropolitan areas. Since the national recession, rental costs have increased more moderately in Orangeburg (3.4%) compared to the Columbia or Charleston-North Charleston metro areas (about 4.5% in each area).

Table 6.10: Gross Rent 2015, Orangeburg, Orangeburg County, and South Carolina

Gross Rent	Orangeburg City		Orangeburg County		South Carolina	
	Units	%	Units	%	Units	%
Less than \$500	584	24.5%	2,131	25.1%	76,690	14.9%
\$500 to \$999	1,537	64.4%	5,417	63.5%	302,285	58.6%
\$1000 to \$1499	210	8.8%	817	9.6%	103,392	20.0%
\$1500 to \$1999	56	2.3%	0	0.0%	22,191	4.3%
\$2000 or more	0	0.0%	7	0.1%	12,035	2.2%
Occupied units paying rent	18,465		23,354		515,803	
Median Gross Rent						
2015	\$659		\$790		\$790	N/A

Source: US Census Bureau, American Community Survey 2015

HOUSING VALUES

Table 6.11 shows the distribution of housing values across Orangeburg, Orangeburg County, and South Carolina. Housing values in the City of Orangeburg are considerably less expensive than the surrounding region. As of 2013, the median housing value in the City of Orangeburg was \$136,600 as compared to \$241,500 in Orangeburg County and \$187,700 across the State. Beginning in 2008 a crash in the national housing market triggered a severe recession that has continued to depress housing values and the economy in general. Between 2007 and 2013, housing values in Orangeburg declined 10% after accounting for inflation.

Table 6.11: Housing Value 2013 (Owner-occupied Units), Orangeburg, Orangeburg County, and South Carolina.

Housing Value	Orangeburg City		Orangeburg County		South Carolina	
	Units	%	Units	%	Units	%
Less than \$50,000	174	9.0%	5,806	2.5%	176,310	14.2%
\$50,000 to \$99,999	600	30.9%	7,191	4.4%	249,794	20.1%
\$100,000 to \$149,999	507	26.1%	3,930	8.3%	243,422	19.6%
\$150,000 to \$199,999	393	20.2%	2,591	21.9%	198,547	15.9%
\$200,000 to \$299,999	163	8.4%	2,086	24.2%	189,459	15.2%
\$300,000 to \$499,999	87	4.5%	1,157	17.9%	120,494	9.7%
\$500,000 to \$999,999	9	0.5%	174	11.4%	52,301	4.2%
\$1,000,000 or more	10	0.5%	150	9.4%	14,671	1.2%
Total Units	1,943		23,085		1,244,998	
Median Value	\$125,400		\$87,600		\$139,900	

Source: US Census Bureau, ACS 2013

COST BURDENED HOUSEHOLDS

The Census defines ‘cost burdened’ as spending 30% or more of one’s income on housing. Analyzing the incidence of cost burdening in a community helps to identify the need for affordable housing and other supportive programs for low-income households. Table 6.12 shows the percentage of housing units that are cost burdened in the City of Orangeburg, Orangeburg County, and South Carolina. Despite the

lower housing costs in Orangeburg, the City has a higher proportion of cost burdened households (37.2%). This is higher, but comparable to Orangeburg County (30.4%) and the State of South Carolina (30.3%). The low income level of many residents within the City of Orangeburg appears to illustrate that many residents still struggle to afford housing.

Table 6.12: Cost Burdened Households 2013, Orangeburg, Orangeburg County, and South Carolina

Cost Burdened Households	Orangeburg City		Orangeburg County		South Carolina	
	Households	%	Households	%	Households	%
Rental Households	1,204	54.2%	4,307	54.6%	260,682	52.0%
Owner Households with Mortgage	350	28.9%	3,776	36.5%	225,458	30.4%
Owner Households without Mortgage	137	19.5%	2,064	17.2%	63,327	12.9%
Total Cost Burdened	1,691	37.2%	10,147	30.4%	549,467	30.3%

Source: US Census Bureau, American Community Survey 2013

6.6 AFFORDABLE HOUSING PROVIDERS

SOUTH CAROLINA COMMUNITY LOAN FUND

The South Carolina Community Loan Fund is an independent 501(c)3 non-profit corporation that provides capital to assist non-profit organizations, government entities, and private developers in developing affordable housing. The Community Loan Fund, which grew out of the widely recognized Mayor's Council on Homelessness and Affordable Housing, was created to foster a regional approach to the need for housing. The Fund receives and leverages funding from several sources, including local, state, and federal government and private donors and makes the funds available to eligible affordable housing projects across the State of South Carolina through zero and low-interest loans awarded through a competitive application process. The funds can be used for predevelopment costs, site acquisition, construction funding, and gap financing for affordable housing to serve citizens with incomes primarily below 80 percent of the Area Median Income (AMI).

The SC Community Loan Fund actively promotes policies that reduce unnecessary regulatory barriers to affordable housing production; supports experienced affordable housing developers; and works to increase the capacity of newcomers. The Fund accomplishes its mission by providing education on the need for affordable housing, advocating for the removal of regulatory barriers to affordable housing production, encouraging the inclusion of affordable housing in local developments, and the financing of affordable housing projects. Additional financial and technical assistance is available to affordable housing developers and municipalities through a variety of loan, incentive, and development programs.

HABITAT FOR HUMANITY

Orangeburg Habitat for Humanity is a locally run affiliate of Habitat for Humanity International, a nonprofit, ecumenical Christian housing organization. Local citizens concerned with the large quantity of people living in substandard housing have participated in expanding the construction of suitable homes throughout the country. Habitat for Humanity works in partnership with people in need to build decent, affordable housing. The houses then are sold to those in need at no profit and with no interest charged. Volunteers provide most of the labor, and individual and corporate donors provide money and materials to build Habitat houses. Partner families themselves invest hundreds of hours of labor - "sweat equity" - into building their homes and the homes of others. Their mortgage payments go into a revolving Fund for Humanity that is used to build more houses. In addition to helping build affordable housing, Habitat for Humanity administers a program for homeowner home rehabilitation. Since 1991, Edisto Habitat for Humanity in Orangeburg has built 75 new homes, and provided training for new homeowners, financing for 25 years with no interest loans, and recycled mortgage payments through a revolving fund.

6.7 HOMELESSNESS

Homeless shelters provide crucial emergency housing for the most vulnerable and lowest income residents. Because many of the homeless suffer from multiple afflictions such as substance abuse and mental illness, it is important to include social services within homeless care programs. This holistic, comprehensive approach is referred to as a continuum of care. The US Department of Housing and Urban Development (HUD) provides some support to homeless service providers through its Continuum of Care Homeless Assistance Program.

Assessing the extent of the homelessness problem is inherently difficult given the problem of counting transient populations. Under the HUD Continuum of Care program, housing and service providers are required to participate in an annual point in time count of the people who are homeless in their community. This count is conducted every two years during the last two weeks of January. At this time, homeless service providers tally the population in shelters and volunteers attempt to locate unsheltered homeless individuals. The 2013 South Carolina Homeless Count found a total of 6,035 homeless individuals statewide on the day (1/24/13) of the survey. A more recent annual count estimated 5,050 persons experiencing homelessness in South Carolina in 2016. Approximately 24% of the homeless were unsheltered. The count was conducted by various agencies throughout the state, including the Midlands Area Consortium for the Homeless (MACH) for 14 Midlands counties. The number of homeless in Orangeburg County was seven in emergency shelters, 39 in transitional housing, and two unsheltered in the report for the 2016 count.

6.8 AFFORDABLE HOUSING PROGRAMS

COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

The Federal Community Development Block Grant (CDBG) program was established in 1974 when a series of categorical assisted housing programs were effectively folded into a block grant directly to larger urban areas and to states for distribution to smaller places. The grants are restricted to benefiting lower income persons. Although CDBG grants are not restricted to housing, the fact that the source of initial funding superseded housing programs established a political claim in favor of grants being used for housing. Because of the flexibility that the grant recipients have in using CDBG funds, entitlement communities must submit an Annual Action Plan to the United States Department of Housing and Urban Development (HUD) stating how the anticipated CDBG funding would be used to further the goals of the Consolidated Plan. The City of Orangeburg receives CDBG funds as a sub-recipient of Orangeburg County.

HOME INVESTMENT PARTNERSHIPS PROGRAM (HOME)

The HUD HOME program provides formula grants to States and localities that communities are used—often in partnership with local nonprofit groups—to fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people.

HOME is the largest Federal block grant to State and local governments designed exclusively to create affordable housing for low-income households. Each year it allocates approximately \$2 billion among the States and hundreds of localities nationwide. HOME funds are awarded annually as formula grants to participating jurisdictions. HUD establishes HOME Investment Trust Funds for each grantee, providing a line of credit that the jurisdiction may draw upon as needed. The program's flexibility allows States and local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancement, or rental assistance or security deposits. The City of Orangeburg receives HOME funds like CDBG funds, as a sub-recipient to Orangeburg County's allotted entitlement.

Participating jurisdictions may choose among a broad range of eligible activities, using HOME funds to provide home purchase or rehabilitation financing assistance to eligible homeowners and new homebuyers; build or rehabilitate housing for rent or ownership; or for "other reasonable and necessary expenses related to the development of non-luxury housing," including site acquisition or improvement, demolition of dilapidated housing to make way for HOME-assisted development, and payment of relocation expenses. Public housing agencies may use HOME funds to provide tenant-based rental assistance contracts of up to 2 years if such activity is consistent with their Consolidated Plan and justified under local market conditions. This assistance may be renewed.

SECTION 8 HOUSING CHOICE VOUCHER PROGRAM

Under the HUD Section 8 Housing Choice Voucher program, tenant-based vouchers increase affordable housing choices by allowing low-income families to choose and lease affordable privately owned rental housing. According to HUD, the Public Housing Authority (PHA), who

usually administers the program, pays the owner the difference between 30 percent of adjusted family income and a PHA determined payment standard or the gross rent for the unit, whichever is lower. Eligibility for the Section 8 Voucher program extends to “very low-income” families (incomes below 50% of AMI).

At the national level, housing vouchers are now the preferred housing subsidy program for low-income households. Housing vouchers have the advantage of allowing residents choice in where they live, providing that a landlord is willing to participate in the program. Vouchers can also alleviate some of the problems of concentration of poverty associated with large high-density public housing complexes. Local housing authorities are also freed of the responsibility to maintain subsidized housing under voucher systems. However, careful administration of Section 8 programs is necessary in order to ensure that housing conditions are adequate and families are not re-concentrated.

SUPPORTIVE HOUSING PROGRAMS FOR THE ELDERLY (SECTION 202) AND FOR PERSONS WITH DISABILITIES (SECTION 811)

Low-income elderly households are served through the Supportive Housing for the Elderly (Section 202) program, and low-income disabled households are provided assistance through the Supportive Housing for Persons with Disabilities (Section 811) program.

The Section 202 and 811 programs provide interest-free capital advances to private, nonprofit sponsors for the construction or rehabilitation and operation of residential projects (and their related support services) for the low-income and elderly/disabled to live in an independent environment. The advances do not have to be paid for 40 years as long as they serve the designated purpose. Residents in a Section 202 residence must meet the “very low-income” threshold (within 50% of AMI) and have at least one person who is 62 years or older in the household. Similarly, tenants in a Section 811 household must also meet the “very low-income” threshold and have at least one person who is 18 years or older with a physical or mental disability. .

SOUTH CAROLINA STATE HOUSING FIRST TIME HOMEBUYER PROGRAM

The South Carolina State Housing First Time Homebuyer Program makes purchasing a home more affordable for low-to-moderate income families and individuals by offering a fixed, below market interest rate mortgage loan. South Carolina State Housing also offers up to \$4,000 to assist eligible borrowers with their down payment and closing costs.

LOW INCOME HOUSING TAX CREDIT (LIHTC) PROGRAM

Created by the Tax Reform Act of 1986 to help offset the loss of accelerated depreciation for low-income rental housing, the LIHTC program was the only new construction program to replace the “Section 8 New Construction/Substantial Rehabilitation” program that was terminated in the early 1980s. Originally required to maintain low-income occupancy for 15 years, the period of performance was extended to 30 years in 1991.

The LIHTC program is implemented by the Internal Revenue Service (IRS) through state housing finance agencies. The IRS allocates the tax credits to states, which then allocate the credits to owners of eligible rental properties.

Tax credits must be used for new construction, rehabilitation, or acquisition and rehabilitation of low-income rental housing. The tax credit is a dollar for dollar reduction in the federal income tax liability of the owner, thereby reducing the amount of federal income tax the owner must pay. The LIHTC program not only provides for new housing construction, but also provides incentives for owners to maximize occupancy in their developments.

According to the IRS, “20% or more of the residential units in the project are both rent restricted and occupied by individuals whose income is 50% or less of AMI or 40% or more of the residential units in the project are both rent restricted and occupied by individuals whose income is 60% or less of AMI.” Rent for housing under the LIHTC program is based on 30% of a family’s annual income, less any deductions. Owners must comply with the established IRS regulations regarding applicant, resident, and unit eligibility or risk losing the credits.

6.9 AFFORDABLE HOUSING STRATEGIES

There are several strategies for expanding the supply and quality of affordable housing that can be applied within the City of Orangeburg. Given the scope of affordable housing needs in the city, it is advisable to apply a combination of strategies to be effective. Many of the innovative funding mechanisms for affordable housing are already in place through the South Carolina Community Loan Fund which serves as a national model for financing affordable development. In addition to using multiple tools to encourage affordable housing, it is also important to work with adjacent local governments and regional entities to address housing needs on a regional scale. This regional approach may help to avoid a concentration of low-income housing in one community.

VOLUNTARY INCLUSIONARY ZONING

“Inclusionary zoning” involves regulations that encourage the development and maintenance of affordable housing within a given community. While mandatory set asides of affordable housing are not permitted under South Carolina law, incentives for affordable housing within new developments may be a valuable tool to increase or maintain a stock of low-cost housing. Orangeburg has appropriate areas zoned for a dense pattern of development, and as the city considers design guidelines and architectural requirements, the effect of added regulations on housing costs should be considered.

Local *inclusionary* zoning requires or establishes a voluntary goal for new residential developments to earmark a proportion of housing units for lower-income households, and is dependent on private homebuilding industry to assist in meeting community needs for affordable housing. Communities that are concerned with affordability perceive inclusionary zoning as a productive approach to meeting real housing needs.

Affordable housing programs in other states have incorporated five elements that they recommend for effective inclusionary zoning:

- Designated size of the inclusionary percentage set-aside;
- Income targeting of the housing;
- Alternatives to construction of affordable units on site;
- Length of affordability; and
- Developer incentives.

The first element requires counties and municipalities to set the size of the development, by total number of housing units, which should be regulated or included in the inclusionary housing program.

Effective inclusionary zoning regulations should target specific income segments. Setting a target income involves defining what incomes the affordable housing program seeks to help and setting a percentage of affordable housing units that should be made affordable for this income class. These income segments should be based on the HUD definitions for Area Median Income in the local region.

Another successful strategy for implementing inclusionary zoning is to provide options for developers to donate money to build affordable housing units or build affordable housing off site from their development. The most common alternatives to onsite construction are in-lieu fees and land dedications.

Retention of affordable housing stock is one of the most important elements of an inclusionary zoning program. Monitoring and compliance mechanisms are necessary in order to track affordable units within mixed-income developments. Requirements for long-term maintenance as affordable units can prevent owners and landlords from reselling or re-renting units at market rate. Most inclusionary zoning systems do allow for affordable units to be eventually converted to market-rates.

DEVELOPER INCENTIVES

Developer incentives provide a market-based mechanism for encouraging the construction of affordable housing. Density bonuses are the most common form of compensation for affordable housing requirements. These bonuses allow developers to build at a higher density than residential zones typically permit in exchange for the inclusion of affordable units within the development. Alternately, the developer may be permitted to purchase density credits by paying into a local housing trust fund, such as the South Carolina Community Loan Fund. Massachusetts's zoning law recommends that the percentage of affordable units may be increased up to 15% of the covered residential development and the developer/builder shall receive a density bonus of up to 22% (based on a sliding scale).

Design flexibility also provides a method to encourage developers to offer affordable housing. It is important for affordable housing units to fit within the context of their surrounding neighborhoods. Mixed-income developments should strive to have units be indistinguishable from market-rate units. One such regulatory tool is to require identical or similar exteriors while allowing variations in internal features in order to

facilitate financial feasibility for developers. Also, it is important that design guidelines within a zoning ordinance do not add excessive costs to construction and maintenance of housing.

Another developer incentive is the provision of fee waivers, which reduce or waive the fees levied on new development projects where affordable housing is included. Regulations may be set up to reimburse permit fees to a builder upon certification that the dwelling unit is affordable. Tap-in fees for public utilities such as water and sewer may also be reduced for affordable housing developments. For example, partnerships between non-profit housing developers and utility providers such as the Orangeburg Sewer District could create reduced sewer fees for affordable units.

Fast track permitting provides another possible incentive for developers to include affordable housing. This system can expedite affordable housing developments to help reduce costs and time delays in the construction permitting process. The “one-stop-shop” resource center for permitting that already has been implemented by the city can be tailored to include pre-approved design standards for affordable housing as part of efforts to facilitate affordable housing and reduce potential opposition.

6.10 FUTURE HOUSING NEEDS

Table 6.13 is based on the population forecast (Table 1.13), and a projected decline in the size of households, the future looks pretty good. Forecasts through the year 2025 show an increase of about 475 housing units (Note that this increase is in addition to the replacement of some existing units by new units in their place). This increase does not include annexation which should be expected to add to the existing housing supply. However, 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 ½ and one percent per decade).

Table 6.13: City of Orangeburg Future Housing Projections and Needs 2015-2035

Housing Type	2015**	2020**	2025**	2030**	2035**
Population	13,415	13,900	14,200	14,555	15,000
Total Housing Units	5,527	5,800	6,000	6,210	6,465
Single-family (detached)	3,570	3,500	3,540	3,580	3,600
Townhomes	247	400	540	600	660
Duplex (2-4 units)	1,159	1,159	1,020	1,000	1,000
Multi-family	479	675	845	1,030	1,160
Mobile Home or Trailer	72	65	55	52	45

Source: Robert and Company Housing Needs Forecasts (Projected numbers in parentheses)

The proportion of housing types was based on the mix of housing in 2013. However, the mix of housing types is likely to change as the city undergoes redevelopment. The number of manufactured housing units inside the city is likely to decline as older mobile home park properties are redeveloped for more appealing financial return on the land they occupy. Likewise, growth of townhome development is likely to increase the city’s share of multi-family housing.

The Comprehensive Plan update assumes that the number of manufactured home housing units should be modified to show a decline by approximately two percent per year throughout the planning period. It is also assumed that these projections will be reallocated to a town home, duplex unit, or multi-family unit to be constructed in place of the manufactured home at a rate of 20% to townhomes, 20% to duplexes, and 60% to multi-family housing.

6.11 HOUSING GOALS AND POLICIES

CONCLUSIONS AND GOALS

From the preceding discussion we know:

- (1) *The composition of housing has been changing, with manufactured and multi-family housing commanding an increasingly larger share of the market;*
- (2) *The size of households is shrinking, giving rise to potential changes in housing unit size, and increasing the demand for more (albeit smaller) housing units ;*
- (3) *The rate of owner occupancy has been declining; and*
- (4) *Current housing conditions, while improving over time, still do not afford decent habitats for all City residents.*

Therefore, the following housing goals and strategies are recommended:

GOAL/OBJECTIVE	POLICY	ACTION	STATUS
Goal 6.1: Protect and Maintain the Existing Supply of Quality Housing and the Stability of Residential Areas	6.1.1: Prevent encroachment of incompatible land uses into established residential districts.	<i>Protect the investment in housing by local residents from incompatible development (Primarily through zoning and protection of the general welfare and sustainability of residential areas.)</i> <i>Not all land use is complementary to or compatible with residential development. As a result, any infringement by uses adversely</i>	<i>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</i>

		<i>affecting existing residential areas generally is met by resistance from affected home owners.</i>	<i>zoned residential. Zoning can break down over time and often does.</i> <i>The City's adopted policy to guide the rezoning process helps ensure 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.</i>
	6.1.2: Support home repair and maintenance programs,		Ongoing
	6.1.3: Support neighborhood organizations.		Ongoing.