

## CHAPTER 7 – LAND USE & DEVELOPMENT

The purpose of a comprehensive plan is to provide a guide for local government officials and other decision-makers to make everyday decisions that are supportive of the community’s stated vision for its future. The plan should serve as a local guide for assessing development proposals, including public investments, rezoning applications and redevelopment plans. Residents, business owners and members of the development community should be able to use the plan to provide insight into what types of land uses and development are timely and appropriate at various locations throughout the city and county, and the plan should be a reference for government staff as they prepare budgets and associated capital improvement programs to provide local government functions and services.

The land use plan element of the comprehensive plan identifies and discusses characteristics of public and private land within and adjacent to the City to identify existing development and opportunities provided by the natural, cultural, and human resources of the City. The land use element also takes the findings and projections from the preceding elements of the comprehensive plan to help define appropriate capacities and needs to best serve the City of Orangeburg.

The land use and development element of the plan includes three components:

- Existing Land Use and Character Areas
- Goals and Plan Objectives
- Future Plan Recommendations

The **Existing Land Use and Character Areas Component** provides the background and physical basis upon which the Plan is proposed. The consideration of Character Areas has been added to improve context in the assessment of current conditions and to enhance the understanding of social and economic factors that affect t land use and development decisions.

The **Goals and Objectives Plan Component** establishes social, economic, and geographic goals and objectives in a planned physical order. This section addresses the strengths and weaknesses of the community, identifies broad community goals, and sets objectives for government and private commitments. The commitments to land use policies that support successful neighborhoods and commercial enterprise are important to meet current and future needs, and may help identify and accommodate dreams that may be opportunities for the City’s residents and investors.

The **Future Plan Recommendations Component** provides a proposed plan that serves as a model for future decision-making, and includes instructions on the use of the Plan to connect the goals and policies to land use decision. The recommendations include criteria and parameters to maintain compliance with the South Carolina Compliance Enabling Act of 1994 and amendments (SC Code of Laws 6-29-720).

## 7.1 EXISTING LAND USE

Land uses change as population, economies, and values change. The existing land use pattern of development in Orangeburg and the transition of land uses that have occurred over the past several decades should support our understanding regarding how many parcels of land may be used in the future. However, all parcels are not created equal. Various areas of the city have new or different advantages or disadvantages regarding how and for what purpose land parcels may be used. Past uses and established patterns of development and intensity may provide expectations of potential growth, but city decision-makers may want to consider if and how they want to reinforce conditions and trends in some areas or reallocate opportunities in other locations to the advantage of the city's economic and social health.

Inventories of existing land use were prepared in 1979, 1993, 1998, and 2005 in support of prior updates to the City's Comprehensive Plan. Over three decades between 1979 and 2006, land use patterns in the City changed very little. However, the composition of development densities changed as the housing market shifted from mostly single-family homes to a mix with more multifamily and manufactured homes. Subdivisions were filled in and commercial development expanded significantly throughout the period, and relatively few vacant parcels or undeveloped lots remained within the City. Most new residential development, including both single-family and multifamily housing, took place outside the incorporated city limits on available undeveloped land.

There was some annexation; however most of the changes within the City were due to redevelopment, often from low density, single-family to higher density, multi-family residential, and from residential to non-residential uses.

The 2006 Comprehensive Plan identified the following generalized land use categories:

- Residential / Low Density Neighborhoods and Communities, including single-family, and mobile or manufactured homes;
- Residential / Medium Density Areas, including a mix of multi-family and smaller lot single-family, mobile or manufactured homes;
- Commercial; including the downtown Central Business District, shopping centers, single stores, and strip commercial corridors;
- Industrial, including manufacturing, process, warehouse and distribution centers;
- Institutional Activity Centers, including education and government campus centers;
- Open Space/Recreation and Conservation Activity Areas, including parks, cemeteries, and floodplain areas that cannot be developed.

The 2017 Comprehensive Plan Update uses these categories with some modifications. Ten land use categories were identified. The 2017 Plan did not identify any Agricultural Land Uses as part of the planning area although it was assumed that there may be appropriate agricultural land uses elsewhere in Orangeburg County. The Residential, Commercial, and Open Space categories were expanded into two categories apiece to expand how each land use area is understood and allow more precise discussion of the uses that may be considered as appropriate within each category. The Low Density Residential area is divided into Estate Residential and Suburban Residential land uses. The Commercial category is divided into Mixed Use Commercial and General Commercial land uses. Finally, the Open Space/Recreation and Conservation Activity Areas are separated into Open Space/Recreation Activity Areas and Conservation land uses.

The nine categories of Existing Land Uses in the 2017 Comprehensive Plan are as follow:

- Estate Residential includes very low density communities consisting of single-family and compatible accessory outbuildings;
- Suburban Residential includes low density communities consisting of single-family homes;

- Urban Residential includes the mix of medium density multi-family and smaller lot single-family homes;
- Mixed Use Commercial includes the core of the downtown Central Business District, and concentrations of shopping centers
- General Commercial includes the strip commercial corridors and single stores and offices on individual lots;
- Industrial includes manufacturing, process, warehouse and distribution centers, and the airport;
- Institutional Activity Centers includes education, government, and religious campus centers;
- Open Space/Recreation Activity Areas include public parks, cemeteries, and active public recreation areas; and
- Conservation Areas identify undevelopable floodplain areas.

The following overview and assessment of existing land use and conditions by functional classification is updated from the 2006 Comprehensive Plan:

### **Residential Land Uses**

The number of housing units in the City of Orangeburg increased between 2000 and 2015 by 350 units (6.8%) as the population increased by 650 persons. However, the percentage of single-family residential homes continued a slow decline, as 2015 estimates from the US Census identified 64.6% of the homes in Orangeburg were single-family detached units compared to 66% in 2000 and 82% in 1970. Attached single-family units accounted for 4.5% of the total housing units inside the city in 2015. The biggest gain in housing units by type was the increase in manufactured units from 3.1% in 2000 to 7.4% in 2015. Thus far into the 21<sup>st</sup> Century, the number of multi-family units within the city increased by only 1.1%.

#### **Estate Residential Land Uses**

Estate Residential Land Uses identify single-family detached residential properties that usually accommodate a large (approximately one acre or larger) lot at the urban fringe of a city. They may be on wells for water and are usually on septic tanks. These very low-density land uses are usually located in unincorporated areas and there are no estate residential land uses identified in the city at this time.

#### **Suburban Residential Land Uses**

Single-family dwellings continue to provide a majority of the housing stock in Orangeburg. Suburban residential land uses include detached single-family residences and accessory buildings that are incidental to the primary use. Accessory residential uses that are not part of the main structure (granny flats, garage apartments, etc.) are not usually included within the land use category.

Most of the new single family developments since 2000 have been north and west of Park Street and Columbia Road. These areas are relatively stable and the quality of the housing stock appears to support the retention of single-family detached with few exceptions such as the multi-family Northview Hills Apartment project next to the Prince of Orange Mall, and several locations outside the city on Willington Road (Willington Lakes). Prospects for change in these areas are less likely, based on the stability of the single-family areas, the quality of existing homes and neighborhoods, and appropriate buffering between low density residential and higher density residential and non-residential uses.

Some subdivision developments may be comprised of attached single-family residences, duplexes, and/or townhomes. These structures normally have separate front and rear access but share a single roof. Although some examples of these development types may exist within the category, attached single-family residences, duplexes, townhouses, etc., are not considered to be a Suburban Residential Land Use s for the purposes of this Plan.

### **Urban Residential Land Uses**

This land use category is primarily a mix of single family detached and attached structures and multi-family residential land uses ranging from attached units, duplexes and townhomes to apartment buildings, and may include non-residential uses such as offices, small shops, and commercial uses. These areas may have seen significant changes as residential units have been converted to non-residential uses. The single-family and multi-family housing units in the vicinity of the health facilities on Carolina Street and in areas east of Park Street are examples. Residential uses along Amelia and Henley Streets have been replaced by office and professional uses.

South of Amelia and Henry Streets, small “pockets” of substandard and deteriorating housing are dominated by surrounding non-residential uses located along Russell and John C, Calhoun Drive. The Glover Street community is split by development on Broughton and Stonewall Jackson Drive, and by small industrial uses along the northern side of the Seaboard rail line.

Environmental conditions south of the CSX line have accommodated a wide range mix of non-residential development that have left additional pockets of substandard and deteriorating housing along Union, Bayne, and Whaley Streets, most of which is incompatible with the non-residential uses. Residential uses near Mellichamp Elementary School form another pocket surrounded by industrial transportation corridors.

Many substandard homes were demolished south of South Carolina State University and replaced with newer units. However, the residential area is in a pocket between the University and the CSX Railroad with major transportation impacts along Russell Street and John C. Calhoun Drive.

North of South Carolina State University and Claflin University in the area along Goff and Magnolia Streets, the residential character has been affected by the decline of housing conditions and the deterioration of residential structures. Claflin has purchased some properties to provide room for expansion and to improve the character of the campus surroundings.

Commercial uses continue to encroach into residential areas along the Boulevard between Bennett and Stanley Streets, on Carolina Street in the vicinity of the health facility on Carolina Street, and in virtually all residential areas south and east of Waring and Amelia Streets. These conversions or intrusions should be expected to continue as long as the B-1 Zoning category allows a wide range of both commercial and residential uses. The urban residential land use areas are intended to support the maintenance of traditional “in-town” residential uses with some neighborhood scale non-residential, but a better balance needs to be struck to improve the design of non-residential uses to allow neighborhood preservation.

On the north side of the City, the unincorporated area east of Columbia Road includes a mix of attached units and apartment complexes along Wingate Road, Columbia Road (Glenfield and Home Place), and St. Matthews Road (Pecan Grove Apartments). These

higher-density residential uses form a pocket around the low-density single-family subdivision on Marshall and Rhoad Streets to the east side of Columbia Road. These areas are

### **Commercial Land Uses**

Commercial land uses include retail sales and services, finance, insurance, real estate, food services, and professional, business, scientific, technical, and personal services. Over time, commercial land use areas have expanded significantly and become more complex. Two types of commercial areas were identified in Orangeburg. The first category is comprised of the major Mixed Use Commercial activity centers that serve regional or larger community economic needs. The second category is identified as General Commercial Land Use Areas which include neighborhood and smaller commercial and retail uses, small offices, and automobile-oriented highway commercial uses. Both types of Commercial Land Uses are described below:

#### **Mixed Use Commercial Land Uses**

This category is comprised of the major commercial activity centers which include major shopping centers and mixed uses. These are the major origin and destination points for retail activities and serve as anchors for economic activity and development. These land uses can be expected to accommodate pedestrian and public transit transportation modes in addition to automobile access, and provide the opportunity for more complex mixed uses including multi-floor residential development. These land use areas may also be the best locations for multiple mixed uses that are supported by the density of traffic and their proximity to other uses.

Within the City, mixed use commercial development is concentrated in three large areas: (1) the Central Business District, (2) Prince of Orange Mall, and (3) the Orangeburg Mall.

The primary commercial area for Orangeburg is a large area of nearly 300 acres that extends from the South Carolina State and Claflin Universities campuses on Magnolia Street on the east to Edisto Gardens on the west (1.22 miles) and from Amelia Street on the north to Glover Street on the south (2140'). This 300-acre "downtown" area includes the Commercial Business District (CBD), the City and County government complexes, a mix of local street and highway-oriented commercial uses along Russell Street and John C. Calhoun Drive (US 301 / US 601), and a mix of office, commercial, institutional, and residential land uses in the areas between the CBD and the Norfolk Southern Railway to the east and between the CBD and the Edisto River to the west.

The core Downtown Mixed Use Commercial activity center is located between Cutino and Doyle Streets (about 60 acres), primarily on Russell, Broughton, and Middleton Streets. This area is identified as a focal area by the Downtown Vision Plan. Past plans have recommended the extension and infill of commercial development along Broughton Street, north and south of the Central Business District.

The Downtown Vision Plan also identified Railroad Corner at the intersection of Russell, the Boulevard, and Magnolia Streets as a potential commercial and entertainment redevelopment district appropriate for catering to college students, faculty, and visitors.

The Prince of Orange Mall has been successful in attracting nearby expansion of ancillary restaurants, and commercial use and has expanded the tax base at the edge of the City along North Road. Much of the expansion to the north is occurring outside the City.

The Orangeburg Mall and the nearby shopping centers on Chestnut have declined as newer shopping opportunities on North Road and out on US 601 near the I-26 interchange draw new commercial investments away to the Orangeburg Regional Medical Center, OC Tech, and interstate highway access.

### **General Commercial Land Uses**

This category primarily includes the less dense commercial uses. It includes some of the less dense areas of “downtown” Orangeburg including the College Corridor identified in the Downtown Vision Plan consisting of several older commercial properties and small shopping centers along Russell Street between Church Street and the railroad. This area includes several vacant and underutilized properties that were former grocery, hardware, specialty and similar stores that have moved away. The area is outside the normal pedestrian walking distance of 1/4 mile to more densely developed activities and has seen less interest than sites closer to Broughton Street commercial, the government buildings, or the campuses.

The Garden District between Broughton and the Edisto Gardens is another area identified as General Commercial due to its location “in between” which appears to support less intensive commercial and mixed use activities, including professional offices, small shops, and (hopefully) some new in-town residential.

The area between Amelia Street and Henley Streets and along Broughton Street up to Waring Street and the Sunnyside Canal also are affected by the expansion of less intensive non-residential commercial and institutional uses as the areas along the Boulevard between Ellis Street and St. Matthews Road and along Summers and Westchester Streets between Carolina Street and Bennett Street.

Automobile-oriented commercial land uses are located along the numbered US and major State Routes through the city, including Chestnut Street, Broughton Street south of Glover Street, and Russell Street and Magnolia Street south and east of Railroad Corner. Outside the City, the extension and infilling of commercial development along the Bypass formed by Chestnut Street, Whittaker Parkway, and Joe E. Jeffords Parkway, and along both sides of US 301 both east (Five Chop Road) and west (Old Edisto Road) of the city limits have increased over the past decade. North east of the City, highway-oriented commercial development has increased along US 601 ((Magnolia Street) between Kings Road and I-26, and on Saint Matthews Road between the city limits and Hillcrest, and finally, portions of North Road outside the city to the north of the Prince of Orange Mall and Lowes are developing in highway-oriented uses.

Some of this highway-oriented commercial development has been at the expense of the Central Business District, and some has been at the expense or has encroached into residential land use areas.

Land value and proximity to market continue to play a major role in the spread of commercial development into parts of the residential community, and barring stronger zoning restrictions and development policies, further intrusions may be expected.

Several existing residential areas appear to have been compromised through B-1 zoning allowing multiple use options, including commercial or industrial uses. Strip commercial expansion may often come at the expense of established commercial areas, creating less vitality in the CBD where ongoing efforts by the city to improve the physical and economic attractiveness of the downtown have not yet found new uses for stores and buildings vacated as new commercial buildings were added around the fringes of the City.

### **Industrial / Employment Land Uses**

Industrial land uses include manufacturing, wholesale trade, warehousing, storage, and transportation/communications/utilities (TCU) uses. The city contains relatively few manufacturing uses, as newer and expanding industries have moved outside the City to find acreage, buffers, and improved access for regional truck delivery and distribution. Locations outside the city may also be preferred as long as land values and taxes are lower; and the industry can still receive needed urban services (especially water, waste management, and fire and police services).

Studies by the U.S. Department of Commerce and others note that industries like to be located in the “exurban” areas beyond traditional suburbs, but within 100 miles of a large city. Orangeburg County meets these criteria for the future location of manufacturing jobs. However, evidence also points to the need for a more educated work force, a more favorable business climate, and an enhanced quality of life.

The industrial development within the City of Orangeburg is older and has fewer amenities. Small industries along the railroads and in the southern portions of the city provide some employment, but many of the older existing structures no longer meet industrial user needs and there is little or no room for expansion on existing or contiguous sites. Residential and business uses also limit the ability of industries to expand or to landscape their properties to enhance the image of the industry and make it more compatible with its neighbors.

Outside the City, the County industrial park near the airport continues to attract some industrial uses into the industrial park, and other industries are located south of the Fairgrounds on US 21 (Rowesville Road) and US 178 (Charleston Highway) and west of the city along Cannon Bridge Road. Newer high-visibility industrial and business parks located near the I-26 interchanges with US 601 and US 301 have attracted new plants with greater proximity to limited access highways for truck movement and logistics. However, rail is expected to be an important element for some companies, most significantly along US 21 south, paralleling the Norfolk Southern Rail Line, and in the Industrial Park and along SC State Route 33 where rail serves the Husqvarna Plant near Gramling Creek.

TCU uses include the rail lines, the airport, power, fuel storage/distribution, solid waste, and major communications facilities in addition to the vehicular and pedestrian network of roads, sidewalks, and trails. For the purposes of the Comprehensive Plan, roads pipelines, water and sewer lines, and smaller TCU facilities such as gas stations, auto repair, broadcast centers, and similar facilities are identified as accessory uses or networks within the appropriate land use categories. The airport and other larger TCU uses with implied impacts on surrounding environs are considered industrial land uses.

### **Institutional Activity Center Land Uses**

South Carolina State University, Claflin College, Southern Methodist College, primary and secondary schools, governmental buildings and facilities, religious facilities, and larger medical facilities are considered to fall into this category. These “institutional” land uses comprise a relatively large segment of the City’s total land area, and contribute in many ways to the social and economic well being of the Community. However these facilities have “tax exempt status” and do not contribute revenues to the City’s tax base. Institutional uses are interspersed throughout the community, and the nature and extent of their impact on surrounding development varies, depending on the unique characteristics of each. Churches and schools generally blend well into residential areas, but also may be compatible with offices and commercial uses if properly buffered.

The higher education campuses of South Carolina State University and Claflin University have impacted surrounding land use and traffic conditions. Student housing and “student groups” residing in nearby single-family residential areas place a large number of young people in the community surrounding the campuses. These areas feature large amounts of pedestrian and vehicular activity and support the expansion and construction of new facilities on and off the campuses. Claflin University has pursued an aggressive building and expansion program to replace some of the marginal buildings and structures and effectively upgrade the area.

However, the process is slow and much of the development around these two institutions is declining structurally. Over the past decade, South Carolina State University has seen reduced enrollment and has not been able to expand and growth has moved across Chestnut Street outside the city limits. Within the City, the expansion of the Claflin ach campus has significant potential to affect the adjacent residential areas along Goff Street and the growth of SCSU could affect the residential areas between Russell Street and Whitman.

The Orangeburg Municipal Airport is much less compatible with residential uses and has significant noise and land use impacts on nearby surroundings to protect air access and compatibility with aircraft operations. The adoption of Airport Protection Regulations in 1993 was accomplished to protect both the airport and adjacent investments as development around the airport became more intensive in the 1990’s. Therefore, the Airport is considered a Transportation/Communications/Utilities land use and included in the Industrial land use category.

### **Open Space and Recreational Land Uses**

Recreational land is distributed throughout much of the Community, but concentrated at Hillcrest, The Edisto Gardens, the Country Club Golf Course, and the new City Park being constructed off North Road near the Prince of Orange Mall. Hillcrest Recreational Park is operated jointly by the City and Orangeburg County, but is owned by South Carolina State University. The Hillcrest Recreation Park property is leased from the University and the current lease expires in a few years. Therefore the property may be subject to reuse at a date in the near future. The new park located off of North Road will provide ballfields and many of the regional recreation amenities currently found at Hillcrest.

Cemeteries, small city parks, and lakes make up the remainder of the areas designated as Open Space and Recreation land uses.

### **Conservation Reserve Areas**

Conservation areas are not specific land use areas, but identify areas that are floodplains or otherwise not developable due to the environmental, economic, and life safety requirements to restrict development. These areas are located throughout the city along the North Edisto River, Caw Caw Swamp, and other tributary streams. The areas are defined by the 100-Year Flood maps prepared by the Federal Emergency Management Agency (FEMA) or its successors.

A map of the existing land uses for the City of Orangeburg follows on page 9-11 showing current land uses in the City of Orangeburg and the adjacent urban areas.

### **Summary Observations**

Table 9.1 compiles the acreage within each land use category, based on digital parcel files provided by the City. The calculations show that more than approximately 365 acres within the city are not developable because they are within the floodplains along the North Edisto River

and Caw Caw Swamp. Another 260 acres of unincorporated land adjacent to the city limits are also undevelopable conservation and floodplain land.

**Table 7.1: Composition of Existing Land Uses**

Land Use	Orangeburg City Acres	Pct. (%)
Suburban and Estate Residential	2078	39.7.1%
Urban Residential	317	6.0%
Commercial Mixed Use	489	9.7.2%
Commercial General	849	16.0%
Industrial & Employment	329	6.2%
Institutional	871	16.3%
Open Space & Recreation	380	7.2%
<b>TOTAL</b>	<b>5313</b>	<b>100.0%</b>
<i>Conservation (Floodplains)</i>	<i>365.0</i>	<i>6.9%</i>

Source: Robert and Company, 2017

Suburban Residential land uses form the largest proportion of existing land uses within the City (39.7.1%). General Commercial and Institutional make up approximately 16% apiece, Mixed Use Commercial occupies more than 9%, and Open Space, Industrial, and Urban Residential each comprise approximately 6% to 7.2 % of the acreage inside the City.

Outside the City limits, Suburban and Estate Residential is the primary land use with sizable elements of the acreage being in Industrial use.

The general patterns of development in Orangeburg are like those found in many other similarly sized cities. The greatest change in the use of land over the last four decades appears to be the reuse of residential dwellings for non-residential purposes and the intrusion of non-residential uses into predominantly residential areas. Much of the inner city in and around the Central Business District continues to see changes in use and a transition in the structural composition of the city as much of the more recent residential, commercial, and industrial development have been outside the city.

Substantial quality residential areas are located off both sides of Broughton north of Waring Street. However, concentrations of lower income, small substandard housing enclaves are found throughout the central areas of the city and continue to persist in the area between Sunnyside Cemetery and Henley Street, and in the vicinity of Rome Street, and South Street. A much larger area of substandard housing continues to be found along and south of Glover Street and throughout the southern quarter of the City south of the Norfolk Southern Railroad.

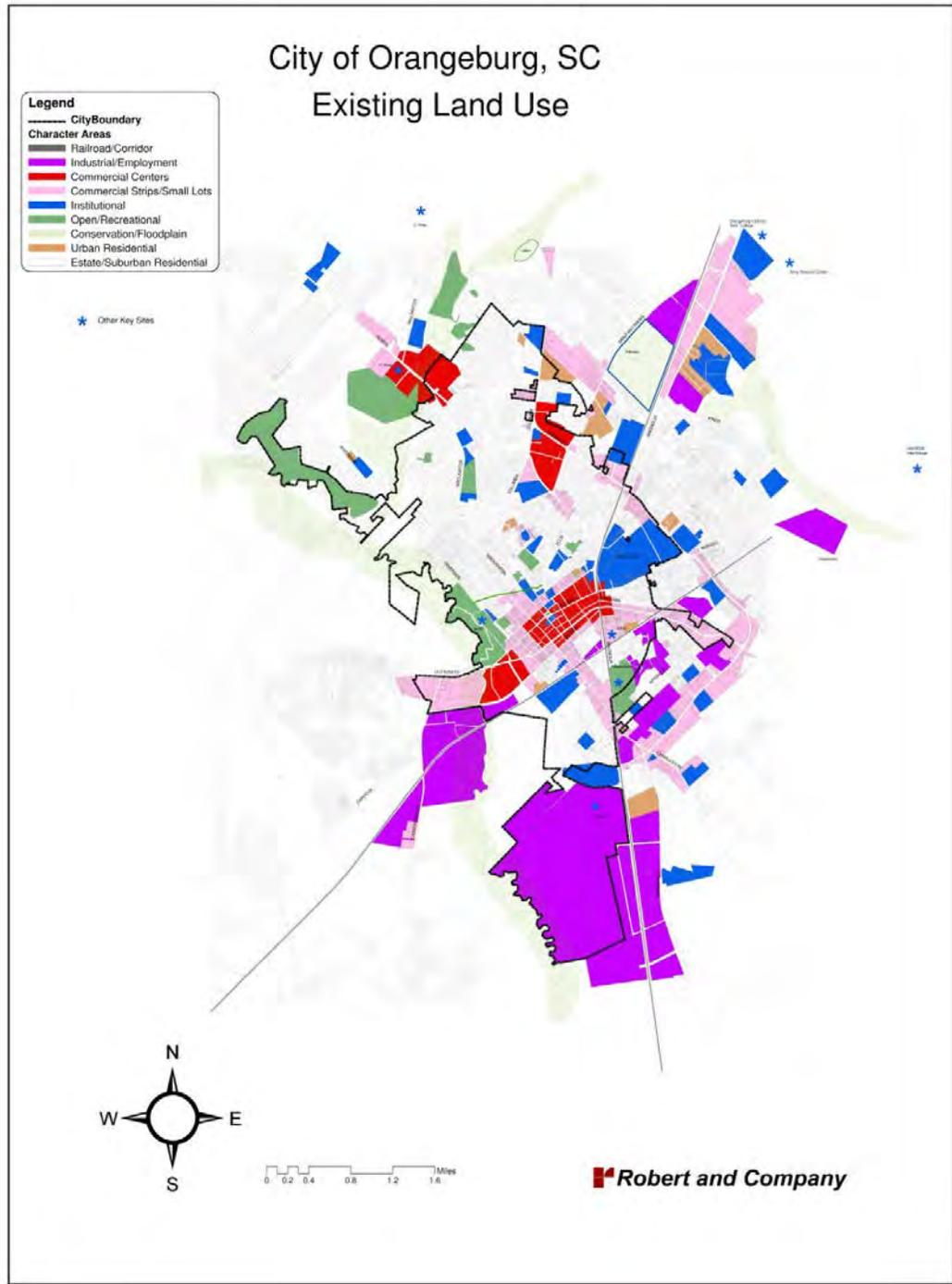
On a positive note, Orangeburg possesses the institutions of higher learning and a unique position along the banks of the Edisto River, highlighted by the beautiful Edisto Memorial Garden Park and Horne Wetlands Park. These resources provide a “quality of life” highly sought

by industrial developers and entrepreneurs. The airport and extensive areas of developable land in the adjacent areas of the County with great access to interstate highways and rail provide important assets for development.

Orangeburg has the following assets:

- ✓ A presence of quality subdivisions, and a predominance of single-family residential development, although declining,
- ✓ A large business center, with available resources for infill, albeit a somewhat diminished role in retail trade,
- ✓ A commitment to modernizing and implementing physical and aesthetic improvements,
- ✓ Transitional uses surrounding the CBD and strip commercial development along some of the major streets into the City,
- ✓ An increasing number of multi-family projects, particularly in the lower-income areas of the community, and
- ✓ A small industrial presence in the City, but large landscaped plants and parks located outside the City.

**MAP 7.1: EXISTING (2017) LAND USE** (insert fold-out page 7.11):



## 7.2 CHARACTER AREAS

Conventional land use planning is usually organized around the future land use map and shows mostly single-function land use districts. The use of character areas in planning acknowledges the differences between neighborhoods within a community and provides more intentional guidance for development and redevelopment through specific planning and implementation initiatives. A character area is a specific geographic area within the community that:

- 1) Has unique or special characteristics that should be preserved or enhanced (such as a downtown, a historic district, a neighborhood, or a transportation corridor);
- 2) Has the potential to evolve into a unique area with more intentional guidance of future development through planning and implementation (such as a strip commercial corridor that could be revitalized into more attractive development patterns); or
- 3) Require special attention related to unique development issues (rapid redevelopment patterns, economic decline, etc.).

Each character area is a planning sub-area within the community where more detailed, small area planning and implementation of specific policies, investments, incentives, or regulations may be applied in order to preserve, improve, or otherwise influence its future development patterns in a manner consistent with the vision of the community. The character area approach involves the following tasks:

- Determine the physical boundaries;
- Establish a vision;
- Formulate objectives for the area to achieve the vision.
- Create development recommendations, design guidelines and/or standards and regulations to implement the area objectives.

Note that the designated character of any given Character Area is generalized and may not be accurate for every property or parcel within the area. The designation is a reflection of the defining character of the entire area. Over time, the delineation of the character area should be refined and redeveloped through working with citizens and stakeholders through to integrate policies and decisions related to land use, zoning, and investment in infrastructure. The character areas provide input to the Future Development Maps, and should 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(s) for the area.

A map illustrating the geographic locations of each defined Character Area in and adjacent to Orangeburg is attached (Figure 7.2, see page 7.15). Twelve different character area types were identified although only three were not located within the city boundaries.

The following sections provide a discussion of the various character areas to be found in the City of Orangeburg Comprehensive Plan:

**Agricultural Character Area (None within City Boundary)**

This character area type is not located within the city boundaries, but may be found in unincorporated Orangeburg County. The character area includes farmlands, woodlands, and sparsely settled areas that are expected to be maintained in a rural cultivated, pastoral, or woodlands state. Economic activities that sustain a rural way of life include agricultural, timberlands, and small farms. Independent industrial sites suited for agri-business, or logistics support may be located within the rural character areas at locations along major thoroughfares and utility lines. Small commercial establishments also may be located adjacent to major highways, especially at intersections with other important roads.

Existing farmlands should be preserved for the cultivation of crops and the raising of livestock, and should be protected from the construction and development of incompatible land uses nearby that could affect their long-term viability. Timber plantations also may be maintained where economically feasible and development should be in harmony with the existing environment. Land use and zoning regulations should encourage development designed to preserve open space and valuable agricultural land, such as Agricultural Zoning, Rural Development Guidelines, and Rural Cluster Zones. Conservation easement and Transfer of Development Rights (TDR) programs should be utilized when applicable.

These character areas should seek to preserve: Regional Identity and Heritage, Open Space, Farmlands, and Environmental Resources.

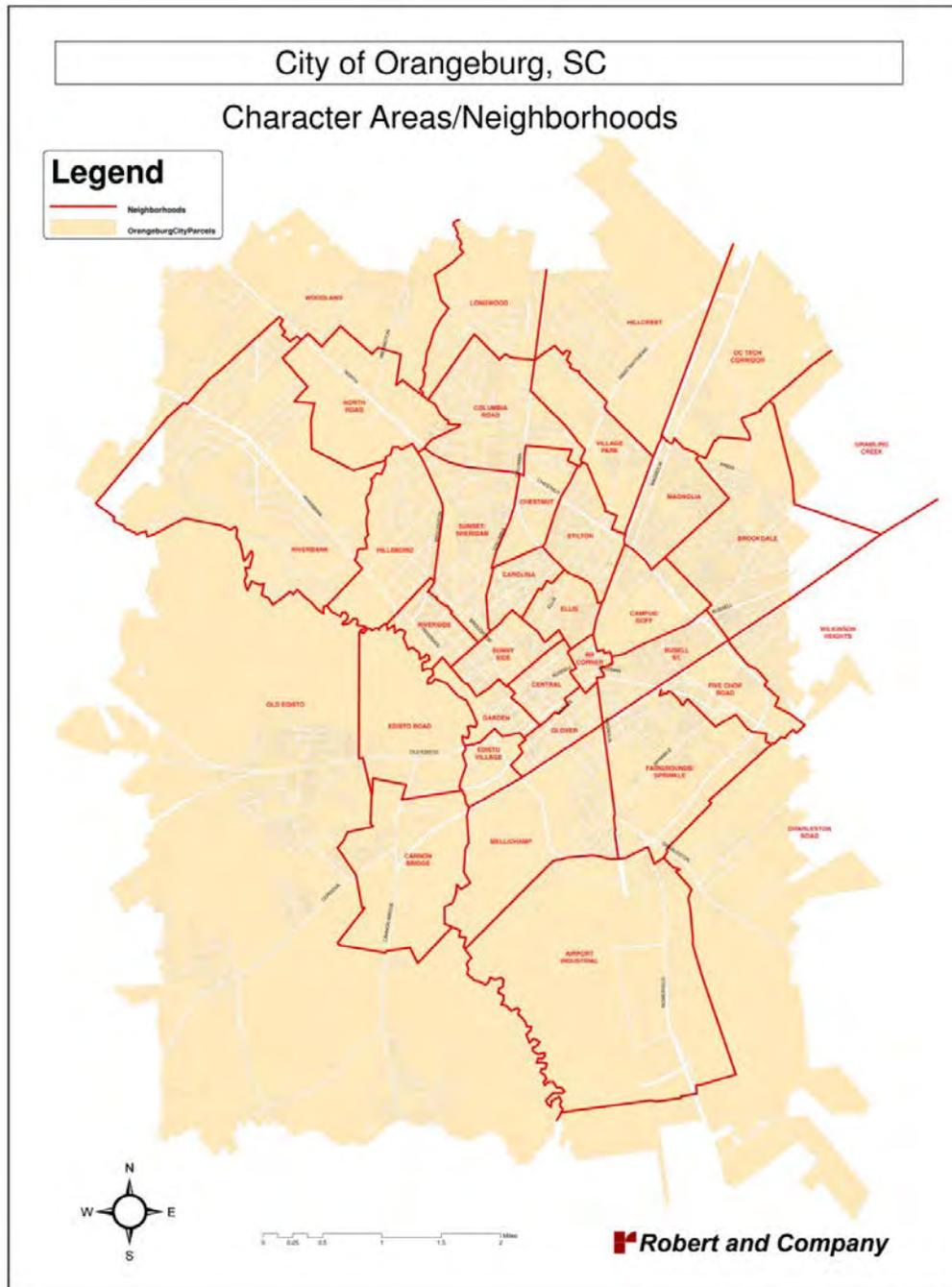
**Recommended Uses in Agricultural Areas**

- ◆ Rural Density Residential
- ◆ Farming
- ◆ Pasture Land
- ◆ Forestry
- ◆ Parks / Recreation
- ◆ Mining
- ◆ Cellular Towers / Utilities\* (conditional)

**Potential Implementation Measures**

- Zoning to Enhance Agricultural Viability
- Agricultural Tax Policy
- Agricultural Financing Programs (e.g., Revolving Loan Fund, Matching Funds, Grant Programs)
- Agri-business Promotion
- Conservation and Development Plans / Open Space and Recreation Planning
- Agricultural Land Mitigation Ordinances
- Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR)
- Natural Resource Inventory / Natural Resource Protection
- Agricultural and/or Rural Cluster Zoning
- Right to Farm-Laws

**MAP 7.2: ORANGEBURG CHARACTER AREAS** (see page 7.15):



**Rural Residential Character Area (None within City Boundary)**

Rural Residential Future Development Areas accommodate large lot residential development and maintain their rural atmosphere and large lot sizes. These areas are recognizable by an abundant mix of open space, cultivated lands, woodlands, and pastures. This character area also is found outside the city boundaries in unincorporated Orangeburg County.

Industrial sites for agri-businesses or logistics support may be located within a Rural Residential Character Area at locations along major thoroughfares and utility lines. Small commercial establishments may also be located adjacent to major highways, especially at intersections with other important roads.

Rural Residential areas are located outside the City in unincorporated Orangeburg County, and may be transitional areas between agricultural areas and the suburban estate and subdivision areas or other more dense development located adjacent to the city. They include large parcels located between the City of Orangeburg and Interstate 26 to the east and Interstate 95 to the south.

Future developments should be typified by architecture that is compatible with the rural character of the community, abundant open space, and large lot sizes compatible with the existing environment. This may include promotion of rural cluster zoning, conservation subdivisions, and large lot size minimums as prototypes for new development in the rural settings.

These areas should seek to preserve: Regional Identity and Heritage, Open Space, and Environmental Resources.

**Recommended Uses in Rural Residential Areas**

- ♦ Rural Density (Single Family Detached Residential (Conservation Subdivisions, and 2-acre min. lot size)
- ♦ Farming
- ♦ Livestock
- ♦ Forestry
- ♦ Parks / Recreation
- ♦ Cellular Towers / Utilities\* (conditional)

**Potential Implementation Measures**

- Rural Subdivision-type Development, such as Rural Cluster Zoning
- Individual Site Plan Review to Govern Development of Individual Parcels of Land.
- Subdivision Review to ensure streets, lots, infrastructure, and open space is properly and safely designed.
- Architectural Design Controls to Ensure Design and Character of the Built Environment is Compatible with the Natural Environment.

### Estate Residential Character Areas

These areas are low-density neighborhoods and subdivision developments, with almost exclusively residential land uses. They are characterized by cul-de-sacs and curvilinear street patterns designed to discourage cut-through traffic. These future development areas are concentrated on the northwest side of Orangeburg.

There may be significant development pressure in or adjacent to these areas due to the high income levels of the households in the area and available disposable income for services. Additional pressures may be tied to the availability of water and sewer services, and proximity to Orangeburg amenities. Infill development in Estate Residential areas must be carefully regulated in order to ensure that redevelopment is compatible with existing neighborhood patterns.

Although this type of development is characterized by cul-de-sac development and automobile-oriented design, pedestrian accessibility should be provided. Likewise, neighborhood connectivity should be encouraged. Plans for new Estate Residential communities should provide for a healthy balance of nearby amenities, such as parks, schools, recreational facilities, and appropriate retail opportunities. The Riverbank areas is identified as an Estate Residential Character Areas

These areas should seek to preserve: Housing Opportunities, Heritage Preservation and Sense of Place. They may be subject to Infill Development that may be inconsistent with the interests of local stakeholders.

#### Recommended Uses in Estate Residential Areas

- ♦ Single Family Detached (1/2- to 1-unit per acre minimum, Conservation Subdivisions)
- ♦ Parks and Recreation Uses

#### Potential Implementation Measures

- Screening and Buffering Requirements between Neighborhoods and Surrounding Commercial/ Industrial Uses.
- Home Ownership and Maintenance Programs
- Buyer Education and Counseling
- Sidewalks and Pedestrian Linkages
- Infill Development Program to Regulate Compatibility of New Development in Established Neighborhoods
- Traffic Calming
- Neighborhood Connectivity

### Suburban Residential Character Areas

Suburban Residential Neighborhoods are low-density residential areas that provide for both small attached and detached housing, and may include a mix of owner and renter occupied housing. Townhomes, duplexes, condominiums, and senior housing may be appropriate developments within these neighborhoods. Small churches, public buildings, parks, and limited neighborhood retail should be integrated as conditional land uses in these predominantly residential neighborhoods. These areas may have such as cul-de-sacs, wider setbacks, and larger lot size characteristics. The Hillsboro, Columbia Road, Sunset/Sheridan, and Brookdale are identified as Suburban Residential Character Areas.

Areas designated as Suburban Neighborhood in the city are primarily focused along the city's periphery. Suburban Neighborhoods have larger lot sizes and more separation between buildings and are more automobile-oriented. However, street connectivity and sidewalks should be applied to new residential development proposals. Any declining Suburban Residential Neighborhood should be stabilized to protect the integrity of the investments in these residential communities.

Pedestrian-friendly environments and connectivity should be promoted in Suburban Residential neighborhoods. Houses should be oriented toward the street with relatively small setbacks, and amenities like sidewalks, lamps, street trees, and on-street parking should be provided. Neighborhoods may include small churches, public buildings, and neighborhood retail.

Quality Community Objectives should include Growth Preparedness, Heritage Preservation, Housing Opportunities and Choices, Traditional Neighborhood, Sense of Place, Infill Development, and Open Space Preservation.

#### Recommended Uses in Suburban Neighborhoods

- ◆ Single Family Detached
- ◆ Traditional Neighborhood Development
- ◆ Duplexes and Cluster Homes
- ◆ Townhomes and Condominiums
- ◆ Senior Housing
- ◆ Conservation Subdivisions
- ◆ Parks/Re creation/Greenspace
- ◆ Schools
- ◆ Master Planned Communities

#### Potential Implementation Measures

- Traditional Neighborhood Development – Comprehensive TND Overlays
- Cluster Development
- Design and Construction Standards
- Home Ownership and Maintenance Programs
- Buyer Education and Counseling
- Strict Code Enforcement
- Infill Development Program to Regulate Compatibility of New Development in Established Neighborhoods
- On-Street Parking
- Traffic Calming
- Sidewalks and Pedestrian Linkages
- Historic Preservation
- Planned Unit Development (PUD)
- Conservation Subdivision Ordinance
- Screen and Buffer Requirements between Neighborhoods and adjacent Non-Residential Uses
- Large Lot Zoning Category

### Traditional Neighborhood Character Area

Traditional Neighborhoods are medium density residential areas with a majority of single-family houses, with opportunities for higher density uses and infill redevelopment. Many of Orangeburg’s historic neighborhoods fall within this category. Although emphasis is placed on single family housing, Traditional Neighborhoods are often anchored by institutions and parks, which function as activity centers.

Limited development of duplexes, townhomes, and cluster homes with designated open space, condominiums, and senior housing are all appropriate uses in the Traditional Neighborhood Future Development Area. The central neighborhoods surrounding the historic downtown are Traditional Neighborhoods. This category promotes pedestrian-oriented development and supports nearby “main street” retail opportunities as well as limited neighborhood commercial and activity centers. Characteristics of this type of development include grid street patterns, small building setbacks, sidewalks, alleys, and lamp posts as street lighting. Owner occupancy should be encouraged within these areas. The Carolina, Ellis, and Riverside areas are representative of this type in Orangeburg. The Stilton area is considered to be within this category, but appears to have major issues with surrounding non-residential development.

Quality Community Objectives within these character areas include: Neighborhood Organizations, Regional Identity, Infill Development, Heritage Preservation, Transportation Alternatives, Housing Opportunities, and Sense of Place

### Recommended Uses in Traditional Neighborhoods

- ♦ Traditional Neighborhood Development
- ♦ Single Family Detached
- ♦ Duplexes and Cluster Homes
- ♦ Townhomes and Condominiums
- ♦ Senior Housing
- ♦ Small Neighborhood Churches
- ♦ Conservation Subdivisions
- ♦ Parks/Re creation/Greenspace
- ♦ Schools
- ♦ Conditional Neighborhood Commercial
- ♦ Conditional Condominiums, Townhomes, and Cluster Homes

### Potential Implementation Measures

- Comprehensive TND Overlays
- Maximum Lot Size
- Infill Development Regulations
- Open Space Requirements in Cluster Infill
- Historic Preservation
- Design and Construction Standards
- Home Ownership and Maintenance Programs
- Strict Code Enforcement
- On-Street Parking and Traffic Calming
- Sidewalks and Pedestrian Linkages to Activity Centers and Parks
- Historic Preservation
- Planned Unit Development (PUD)
- Conservation Subdivision Ordinance
- Screen and Buffer Requirements between Neighborhoods and adjacent Non-Residential Uses

### Urban Community Mixed Use Character Area

Situated in multiple locations throughout the city, areas designated as Urban Communities should be appropriate areas for the city's highest density residential developments and potential mixed uses. These communities allow for a variety of housing options provide opportunities for workers in the community to also live in the community. The higher-density residential developments in these areas include condominiums, apartment complexes, and townhomes. Historically, higher density communities in Orangeburg have allowed up to sixteen (16) units per acre which may be too high to maintain a character consistent with this area.

In order to promote a sense of community in these neighborhoods, other services, such as civic, institutional, and recreational uses that are supportive of higher-density residential development, are encouraged in Urban Density areas. Small-scale commercial or office activities may be allowed although they should be limited to less than 10,000 square feet in total area and their design should be compatible in scale and character with nearby residential developments to minimize negative impacts on surroundings. Commercial uses should be oriented toward streets and easily accessible from surrounding neighborhoods. Buildings should have minimal front setbacks with entrances oriented toward the street.

The portion of downtown located between Cutino Street and Edisto Gardens is identified here as an Urban Community Area, as are the Sunnyside, Glover, and Russell Street areas.

These areas should seek to provide objectives that promote Housing Opportunities, Infill Mixed-Use Development, Open Space Preservation, and Environmental Protection.

### Recommended Uses in Urban Community Areas

- ◆ Apartment Homes and Condominiums
- ◆ Duplexes and Cluster Homes
- ◆ Senior Housing
- ◆ Civic and Government Centers
- ◆ Parks / Recreation Facilities
- ◆ Planned Unit Developments
- ◆ Neighborhood Commercial (conditional)
- ◆ Multi-Family (conditional)

### Potential Implementation Measures

- Design and Construction Standards
- Level of Service Standards for Development Permitting
- Sidewalks and Pedestrian Linkages to Activity Centers and Parks
- On-Street Parking
- Screen and Buffer Requirements between Residential and adjacent Non-Residential Uses
- Open Space Requirements in Cluster Infill
- Strict Code Enforcement

**Neighborhood Commercial Character Areas (None within City Boundary)**

The assessment did not identify any Neighborhood Commercial Character Areas in the City at the current time albeit some portions of the identified areas may fit within this category. This type of small, node-like commercial development is intended to be local serving. Existing and proposed stores should provide convenient retail and services to surrounding neighborhoods, and serve as neighborhood focal points that concentrate small commercial, civic, and public activities at a definable location. Development within these areas is encouraged to be pedestrian-oriented and compatible with surrounding single-family and small multi-family unit residential areas.

Crossroads / Neighborhood Commercial areas are typically situated at the intersection of highways or near a collector street intersection and feature small-scale commercial activities that typically may be less than 10,000 square feet in total area. Stores should be compatible in scale and character with nearby residential developments in order to minimize negative impacts on surrounding areas. Commercial buildings should be oriented toward streets that are easily accessible from surrounding neighborhoods. Buildings should have minimal front setbacks with entrances oriented toward the street. Site developments should include sidewalks and basic pedestrian amenities where possible. Surface parking should be located behind or to the side of buildings. Landscape buffering should be provided between parking lots, adjacent sidewalks, and adjacent residential uses where possible.

In order to ensure that these areas do not negatively impact nearby uses, and are compatible with the character of the area, these areas should be limited in scale with a maximum height of two (2) stories and with small-scale establishments that are each less than 5,000 square feet in size.

Quality Community Objectives should include Appropriate Businesses, Employment Options, Infill Development, Heritage Preservation, Regional Identity, and Sense of Place

**Recommended Uses in Neighborhood Commercial Areas**

- ◆ Neighborhood Commercial
- ◆ Retail Commercial
- ◆ Medical Offices
- ◆ White-Collar Offices
- ◆ Nursing Homes
- ◆ Professional Day Care Centers
- ◆ Churches
- ◆ Civic and Public Buildings

**Potential Implementation Measures**

- Mixed Use Zoning
- PUD Zoning
- Minimum setback Requirements
- Buildings oriented toward street
- Parking in rear or on side of building

### Community Commercial Character Areas

The larger commercial areas in Orangeburg serve as focal points for economic life and include low-intensity, commercial, civic, and public uses. These areas usually are situated near major intersections and include multiple commercial activities that are larger in scale than in the Neighborhood Commercial areas. The existing and proposed community stores should provide convenient shopping and services to surrounding neighborhoods. Although pedestrian-oriented design and linkages to surrounding residential neighborhoods is encouraged, these areas are assumed to require continued automobile access and support auto-related services.

The areas in Orangeburg developed as “Community Commercial” are located along portions of major collector roads in the city, including Chestnut Road between Columbia and Saint Matthews, on North Road between Broughton and Willington, and on Old Edisto (John C. Calhoun) at Edisto Village. The Railroad Corners area on Magnolia at Russell Street is recommended to be defined as an emerging Community Commercial area.

Quality Community Objectives include Appropriate Businesses, Employment Options, Infill Development, Heritage Preservation, Regional Identity, and Sense of Place

#### Recommended Uses in Community Commercial Character Areas

- ◆ Neighborhood commercial
- ◆ Limited (low-rise) business/Office-Professional
- ◆ Restaurants / Services
- ◆ Civic and Public Buildings
- ◆ Churches
- ◆ Parks / Public Plaza

#### Potential Implementation Measures

- Level of Service Standards for Development Permitting
- Redesign Off-Street Parking Facilities for Inter-parcel Connectivity
- Set Maximum Parking Lot Limits and Negotiate Shared Parking Agreements
- Limited Development Intensity
- Landscaping Requirements
- Signage Regulations
- Parking in rear or on side of building
- Require small setbacks

### Highway Commercial Corridor Character Areas

The Highway Commercial Corridors are concentrated along the U.S. Highway 301, 21, and 21 Bypass corridors. These areas function as regional access corridors and as activity centers, and accommodate multiple commercial uses serving both neighborhood and regional needs. Highway Commercial Corridors contain a mix of commercial, industrial, civic, and higher density residential uses easily accessed via the major arterial roadways, and are essentially automobile-oriented. Pedestrian safety and basic pedestrian access across the highways and between developments may be major issues. The primary examples are Magnolia, Village Park, Five Chop Road, and Edisto Road.

The Highway Commercial Character Areas should focus on improving the aesthetics of the retail centers through architectural guidelines, corridor overlays, façade grant programs, and selective redevelopment. Because many of the Highway Commercial future development areas were constructed several decades ago, much of the infrastructure is aged and may need to be renewed. More attractive building design and development layout and use of new urbanism principles may allow improved buffers, access roads, shared driveways or inter-parcel connections to provide alternate access to development and help reduce the number of curb cuts and traffic conflicts on the main corridors.

A natural vegetative buffer (approx. 50 feet) and placement of parking to the rear or sides could be considered to allow enhanced pedestrian access, improved opportunities for mass transit, and improved visibility and interactions for traffic entering and leaving the roadway.

Quality Community Objectives should include: Appropriate Businesses, Employment Opportunities, and Infill Development

#### Recommended Uses in Highway Commercial Corridor Character Areas

- ♦ Agri-business
- ♦ Retail Commercial
- ♦ Wholesale Commercial
- ♦ Medical and Small Professional Offices
- ♦ Day Care Centers
- ♦ Churches
- ♦ Public Buildings

#### Potential Implementation Measures

- Encourage Alternatives to or Reuse of Big Box Retail Development
- Mixed Use Zoning for Larger Parcels
- Corridor Design Guidelines and Architectural Standards
- Landscaping Requirements and Signage Regulations
- Access Management / Inter-parcel connectivity
- Parking and Access/Egress Standards
- Enforce Corridor Overlay District
- Buffering between Commercial Uses and Surrounding Neighborhoods
- Pedestrian Safety Improvements
- Level of Service Standards for Development Permitting

### **Downtown Mixed Use Character Areas**

The historic Downtown Central Business District is the primary focus of the economy and civic structure of Orangeburg. The character area is a part of the larger downtown extending from the Railroad to the North Edisto River. The Downtown Mixed Use Character Area provides an arena for traditional main street retail, as well as civic activities, gatherings, and events. The area provides a vibrant mix of uses within easy walking distance of each other with a pedestrian-friendly atmosphere to stimulate a live / work / play environment.

The future development of the Downtown Mixed Use Character Area is proposed to balance historic preservation with needed economic development. Historic structures and sites will be preserved and protected where possible. New construction, renovations, and infill within the area are expected to retain compatibility with the existing historic fabric. Redevelopment opportunities, such the adaptive reuse and renovations to existing older commercial buildings and warehouses into live/work/play mixed use projects is proposed.

However, opportunities for vertical mixed-use projects in the area may be limited by existing zoning and building codes to allow loft-style residences where feasible. The location of the downtown area in proximity to the SC State and Claflin Universities to the east and Edisto Gardens to the west make mixed use residential, office, and entertainment uses particularly fitting in the core area of the city.

This character area should seek to support Regional Identity and Sense of Place, Heritage Preservation, Employment Options, Infill Development, Development of Appropriate Businesses, the Central Nexus of Transportation Alternatives, and Housing Opportunities

### **Recommended Uses in Downtown Mixed Use Character Areas**

- ◆ Downtown Mixed Use Infill Projects
- ◆ Main Street Retail
- ◆ Office / Professional
- ◆ Loft Housing
- ◆ Townhomes / Condominiums
- ◆ Civic / Government
- ◆ Churches
- ◆ Parks / Plazas / Gathering Spaces
- ◆ Transportation Center

### **Potential Implementation Measures**

- Marketing Publication Promoting Existing Businesses
- Marketing Program for Potential Downtown Developers
- Level of Service Standards for Development Permitting
- Continue Enforcement of Historic Resources Design Standards
- Coordination of More Festival Events
- Enhance Gateways
- Downtown Business Improvement District
- Redevelopment Overlay Districts
- Pedestrian Safety Improvements / Sidewalk and Pedestrian Network Design
- Modify Zoning Ordinance to Allow Vertical Mixed Use
- Maximize Use of Existing Parking
- Negotiate Shared Parking Agreements
- Landscaping Requirements

### **Public / Institutional Campus Character Area**

Public / Institutional areas consist of significant government, public, medical, and educational campuses and complexes that serve the community. This future development area includes public buildings, colleges, technical schools, public schools, hospitals, and churches. The South Carolina State and Claflin University campuses make up the majority of the single district that fits this category. However, the Goff Street community of homes is considered within this character area due to the impacts created by the presence of the schools and the small size of the neighborhood.

Public / Institutional buildings often serve as an anchor for surrounding neighborhoods and activity centers. This category often includes schools, churches, and single-function land use districts where public access is controlled or limited. While automobile accessibility is typically necessary, pedestrian accessibility and walkable environments are encouraged.

Quality Community Objectives of this Character Area should include: Educational Opportunities, Employment Options, Regional Identity, Cooperation, and Solutions, and Sense of Place

### **Recommended Uses in Campus Character Areas**

- ◆ Schools / Universities / College Buildings
- ◆ Medical and Professional Campus (Conditional)
- ◆ Campus Service Commercial Uses
- ◆ Higher Density Residential
- ◆ Public, Civic, and Government Buildings
- ◆ Parks / Recreation Uses

### **Potential Implementation Measures**

- Design Guidelines / Signage
- Marketing Publication, Promoting Educational / Learning Opportunities
- Business Incentives
- Parking Standards and Public Transportation
- Access Management
- Sidewalk and Pedestrian Network Design
- Overlay Zoning Buffering and Screening Between Campus uses and surrounding neighborhoods
- Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR)

### **Industrial / Employment Character Areas**

These areas include concentration of industrial parks, warehousing, distribution, manufacturing, and extraction industrial uses. It is important to plan for the development of industrial employment properties to maintain job opportunities for residents, generate significant property tax revenue, and contribute to a mix of employment types for residents and investors. The Airport Industrial area is the best example of this character. The Mellichamp and Fairgrounds/Sprinkle areas are also identified as fitting this character although both have significant residential uses interspersed within each area.

Orangeburg (both City and County) have a substantial history of industrial investment providing a substantive portion of jobs for local residents. However many of the older shops and industrial plants no longer meet investor criteria as access has shifted from the railroads to the interstate highways and larger facilities and more highly trained workers are needed for the new industrial facilities. The historic industrial areas in Orangeburg along the railroad continue to operate but as lighter, less intensive industrial uses that are more compatible with the residential areas nearby except for their legacy.

Future industrial uses are expected to continue growing in the vicinity surrounding Orangeburg Municipal Airport. In addition, agri-business logistics and distribution opportunities are expected to continue near the railroad where accessibility for rail and trucks is considered most viable. Light manufacturing, warehousing, and industry operations are considered most appropriate for these areas, along with some commercial and wholesaling development. The integration of office uses within light industrial, distribution, and warehousing centers should be encouraged.

Quality Community Objectives of this character area include: Appropriate Businesses, Employment Options, and Regional Solutions and Identity.

### **Recommended Uses in Agricultural Areas**

- ◆ Manufacturing / Industrial
- ◆ Agribusiness
- ◆ Retail Commercial
- ◆ Wholesale Commercial
- ◆ Extraction Industrial Uses
- ◆ Cellular Towers / Utilities (conditional)

### **Potential Implementation Measures**

- Marketing Strategies
- Business Incentives for Clean Industry
- Level of Service Standards for Development Permitting
- Buffering and Screening between Industrial Uses and Surrounding Neighborhoods
- Tax Allocation Districts (TAD)
- Enforcement of Designated Freight Routes

### 7.3 CURRENT ZONING

The current zoning ordinance for Orangeburg identifies nine (9) zoning districts and three (3) overlay districts. Table 7.2 shows the distribution of zoned land in Orangeburg. The A-1 Single-Unit Residential District zoning takes up the most land of any of the existing zoning categories, with \_\_\_% of zoned land.

**Table 7.2:-Current Zoning Distribution**

Zoning	Name	Acres	Pct. %
A-1	Residential / Single-Unit District		
A-2	Residential / Multi-Unit District		
A-3	Residential / General District		
O-I	Office-Institutional-Residential District		
B-1	Commercial / General Business District		
B-2	Commercial Central Business District		
B-3	Neighborhood Business District		
D-1	Industrial District		
PDD	Planned Development District		
<b>TOTAL</b>	<b>Total Zoned Land</b>		
HCD	Historical Conservation Special Purpose Overlay		
DOD	Design Overlay District		
ACO	Airport Compatibility District Overlay (Ordinance No. 2002-2, Article IV)		
<b>TOTAL</b>	<b>Overlay Zoned Land</b>		

SOURCE: ROBERT AND COMPANY, 2017

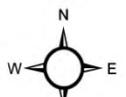
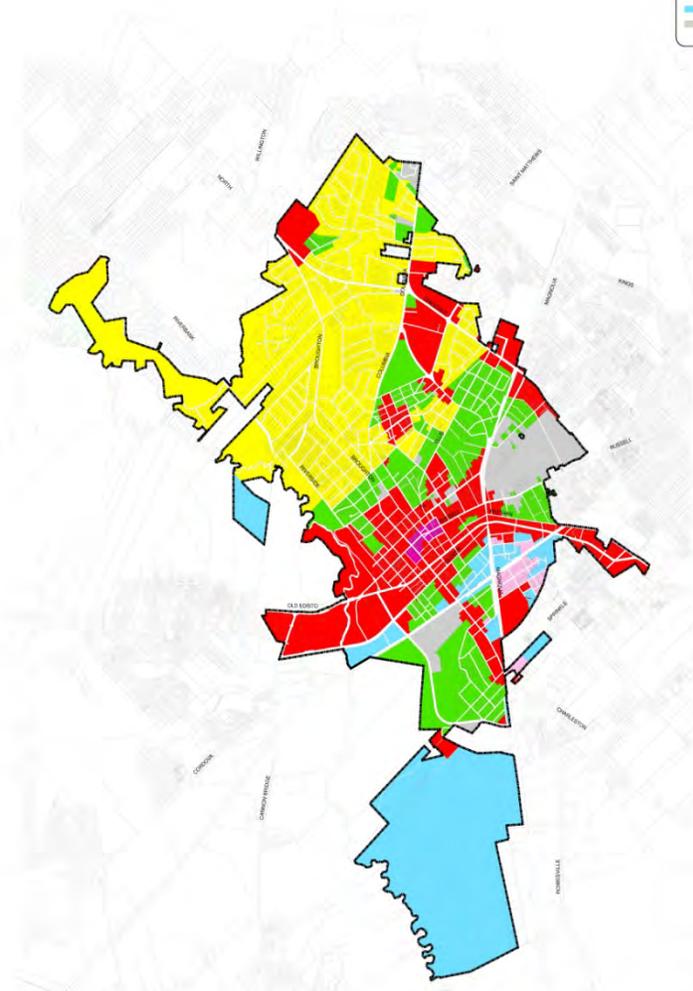
Map 7.3 on the following page illustrates the zoning by parcel.

**MAP 7.3: ORANGEBURG ZONING** (Insert Zoning Map on this fold-out page):

# City of Orangeburg, SC

## Zoning

- Legend**
- CityBoundary
  - OrangeburgCityParcels
  - A-1 Residential, Single-Unit District
  - A-2 Residential, Multi-Unit District
  - A-3 Residential, General District
  - B-1 General Business District
  - B-2 Central Business District
  - B-3 Neighborhood Business District
  - D-1 Industrial District
  - O-1 Office-Institutional-Residential District
  - Proposed Annexation



1 Miles

Each zoning district is designed and intended to accomplish the following, specific objectives:

**PRIMARY ZONING DISTRICT OBJECTIVES:**

A-1, Single-unit Residential District: This district is intended to foster, preserve and protect areas of the community principally for single-family residences. The principal use of land is for detached, single-unit dwellings and related support facilities.

A-2, Multi-unit Residential District: This district is intended to accommodate higher density residential development and a variety of housing types on small lots or in project settings in areas accessible by major streets, and in proximity to commercial uses, employment opportunities, and community facilities.

A-3, General Residential District: This district is intended to accommodate single-family and duplex dwellings in environments conducive to such uses, and provide opportunities for affordable housing alternatives to conventional site-built dwellings.

O-1, Office-Institutional-Residential District: This district is intended to accommodate office, institutional and residential uses in areas whose character is neither exclusively commercial nor residential in nature. It is designed principally for areas in transition, along major streets and for ameliorating the consequences of change impacting established residential areas.

B-1, General Business District: The intent of this district is to provide for the development and maintenance of commercial and business uses strategically located to serve the community.

B-2, Central Business District: The intent of this district is to promote the concentration and vitality of commercial and business uses in the downtown area. This district is characterized by wall-to-wall development, pedestrian sidewalks, and public parking lots.

B-3, Neighborhood Business District: This district is intended to meet the commercial and service needs generated by nearby residential areas. Goods and services normally available in this district are of the "convenience variety". The size of any such district should relate to surrounding residential markets and the locations should be at or near major intersections.

D-1, Industrial District: The intent of this district is to accommodate wholesaling, distribution, storage, processing and manufacturing in an environment suited to such uses and operations while promoting land use compatibility both within and beyond the boundaries of such districts. Toward these ends, residential development is not permitted, nor is the establishment of this district on other than a major street.

**SPECIAL PURPOSE ZONING DISTRICTS:**

PDD, Planned Development District: The intent of this district is to encourage flexibility through the collaborative mixture of different types of housing, compatible commercial uses, shopping centers, office parks, manufactured home parks, and other mixed use developments in a plan that sets specific uses, densities, setbacks, and other requirements for the planned development. The approval of the plan provides the amendment of zoning regulations for the particular planned development, and allows flexibility in design, character and quality of development and preservation of natural and scenic features in a form that promotes, and encourages or requires development to be appropriate in location, character and timing.

**SPECIAL PURPOSE OVERLAY ZONING DISTRICTS:**

Overlay zoning districts provide supplemental development requirements and conditions for parcels within the specified district. The underlying zoning category (e.g., A-1, B-2, etc.) determines the type of use permitted for the land parcel, but that parcel is also subject to the additional requirements of the overlay district. Descriptions of these overlays are below, and their locations are shown on Map 7.7.

HCD, The Historical Conservation District: This is an "overlay" district, designed and intended to promote the educational, cultural, economic and general welfare of the public by providing a mechanism for the identification, recognition, preservation, maintenance, protection and enhancement of existing historic and architecturally valuable structures, properties and/or districts which serve as visible reminders of the social, cultural, economic, political and/or architectural history of the City of Orangeburg, thereby: (a) Fostering civic pride; (b) Preserving local heritage; (c) Fostering public knowledge and appreciation of structures and areas, which provide a unique and valuable perspective on the social, cultural, and economic mores of past generations of Americans; (d) Fostering architectural creativity by preserving physical examples of outstanding architectural techniques of the past; and (e) Encouraging new structures and development that will be harmonious with existing structures, properties and sites included in said districts.

DOD, The Design Overlay District: This " o v e r l a y " district is intended to (a) promote unified planning and development along the City's major corridors, (b) improve and enhance the aesthetic quality of land uses fronting on these corridors, and (c) foster civic pride.

ACD, Airport Compatibility Districts: These are "overlay" districts designed to promote compatibility between the municipal airport and surrounding property, by: (a) Protecting and promoting the general health, safety, economy and welfare of area residents; (b) Protecting the dual interests of navigational safety and airport operations; (c) Protecting property in the vicinity of the airport; and (d) Promoting the improvement and the utility of the airport and the public investment therein (per Ord. No. 2000-2, Art. IV)

## 7.4 LAND USE PLANNING GOALS, OBJECTIVES AND POLICIES

**Goals** are the ends toward which a program or problem solution is directed. Goals are outcome statements to guide implementation of the strategy (i.e., the tactics of what is planned to be done). While goals tend to be general or broad and ambitious, they also must be clear and realistic in order to clarify the team's direction and gain support of other stakeholders.

In the context of strategic planning, goals should state where the organization wants to be. The Orangeburg City Council adopted an initial goals statement in 1993 establishing five broad based missions. Three of these goals are land use related. The goals were revisited and reevaluated for continued applicability and confirmed in the 2006 Comprehensive Plan. These goals are broad statements that continue to support the planning process for the City and are continued here in 2017 as follows:

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

**Priorities** are important to the planning process. However, if the strategic planning committee only identifies a handful of goals, there is no need to set priorities as a separate process.

**Objectives** are more detailed than goals and explain how goals will be accomplished. Objectives define the measure of progress that is needed to get to the destination and detail the activities that must be completed to achieve the goal. The number of objectives needed to successfully achieve each goal can be anything, but the usual range is 1 to 6 objectives to help the organization meet each goal. Objectives should be specific, measurable, achievable, and include associated time lines. Words like “increase” and “reduce” indicate change.

The acronym “SMART” is often used to remember how to develop good goals and objectives:

- ***Specific***
- ***Measurable***
- ***Attainable***
- ***Relevant to the Mission and Vision of the Community***
- ***Time-oriented.***

**Planning Policies** are concerned with the preparation and implementation of plans that help decide where and when development should take place. As of 2017, the American Planning Association identifies 27 adopted policies for planning to inform decisions to approve or reject planning decisions. These represent major issues that affect most American cities today and serve as a reference resource for Orangeburg:

<u>AGING IN COMMUNITY</u>	<u>ENVIRONMENT: WATER RESOURCES MANAGEMENT</u>	<u>IMPACT FEES</u>
<u>AGRICULTURAL LAND PRESERVATION</u>	<u>ENVIRONMENT: WETLANDS</u>	<u>NEIGHBORHOOD COLLABORATIVE PLANNING</u>
<u>BILLBOARD CONTROLS</u>	<u>FACTORY BUILT HOUSING</u>	<u>PROVISION OF CHILD CARE</u>
<u>CLIMATE CHANGE</u>	<u>FOOD PLANNING (</u>	<u>PUBLIC REDEVELOPMENT</u>
<u>COMMUNITY AND REGIONAL FOOD PLANNING</u>	<u>FREIGHT</u>	<u>SECURITY</u>
<u>COMMUNITY RESIDENCES</u>	<u>HAZARD MITIGATION</u>	<u>SMART GROWTH</u>
<u>ENDANGERED SPECIES AND HABITAT PROTECTION</u>	<u>HISTORIC AND CULTURAL RESOURCES</u>	<u>SURFACE TRANSPORTATION</u>
<u>ENERGY</u>	<u>HOMELESSNESS</u>	<u>TAKINGS</u>
<u>ENVIRONMENT: WASTE MANAGEMENT</u>	<u>HOUSING</u>	<u>WATER</u>

**Sustainability** touches many different areas of policy and planning and is woven throughout the above policies through APA’s Sustainability Policy Framework which provides support to most of these issues. More information regarding each of these issues and APA recommendations are provided by the APA policy guidelines at <https://www.planning.org/policy/guides/>. These resources are not part of the policies of the City but do represent a guidance resource for policy review and implementation.

**Orangeburg Planning Policies** regarding land use do not include all of the national issues identified above. However, the land use element of the Comprehensive Plan does supports the City’s planning goals and includes objectives to manage and guide development. The planning

objectives and policies deal with the treatment of land use and development and are established for various areas of the community by Character Area and. These land use objectives and policies are classified below and identified on the accompanying Land Use Plan Map:

- Mixed-Use Commercial Land Uses
- General Commercial & Business Land Uses
- Industrial Land Uses
- Institutional Campus Area Land Uses
- Urban Residential Land Uses
- Suburban Residential Land Uses
- Estate Residential Land Uses
- Open Space and Recreation Land Uses

In addition to the eight designated land use types, floodplains are identified as Conservation Resource Areas overlaying the primary land uses. These areas represent large areas along the North Edisto River and Caw Caw Swamp.

A detailed description of strategies and policies for each land use area follows:

### **Mixed-Use Commercial Land Uses**

**Key Character Areas:** Central Downtown, North Road, Railroad Corner, Edisto Village, and Chestnut...

**Description:** This is an inclusive land use category for multiple adjacent parcels that features major activity centers in and outside the City with a variety of mixed retail commercial, office, and civic institutional uses. Higher density residential land uses may also be a part of these mixed use centers. The land uses are on multiple interdependent parcels within a specific geographic area. These activity centers should provide interactive mixed use development opportunities and support internal pedestrian-oriented accessibility in addition to transit and roadway access. These areas also may be defined in more detail as Regional Mixed Use Activity Areas and Community Level Activity Areas.

Downtown Orangeburg is the primary example of a Regional Activity Center providing major civic and commercial activities serving Orangeburg County and some adjacent counties. It is the primary location of multi-story vertical development and attracts many visitors from a large service area that includes all of Orangeburg. However, most regional activity centers are densely developed and may be limited to within a walkable distance of ¼ to ½ mile. The large physical size of “downtown” Orangeburg (1 ¼ miles long by more than ½ mile) spurred a decision to identify the more compact area between Cutino Street and Elliot Streets as the Central Downtown Character Area of Orangeburg. The majority of this character area is designated for future Mixed Use Commercial land uses. Although adjacent character areas are also included in the City’s traditional “downtown”, the density of these areas does not rise to the level that the core ¼ mile radius of the block on Russell Street between Broughton and the east side of the Square.

Railroad Corner and Edisto Village form the commercial end-points of “downtown” Orangeburg between the SCSU and Claflin campus to the east and Edisto Garden on the west. Both have the capacity to serve as Community Activity Centers. Edisto Village (including the Wal-Mart, and auto-oriented stores on John C. Calhoun Drive) provides community-level commercial uses for the nearby downtown populations of Glover Street, the Garden, Mellichamp, and the Edisto Road corridor. Railroad Corner extending from Elliot Street to the east side of Magnolia

between the Claffin campus down to Mosely is less organized as a center, but has a mix of commercial uses and the best potential within the city limits to provide student-related development including entertainment and nightlife venues.

The Prince of Orange Mall and adjacent growth around North Road Lowe's, and the developing new Regional Recreational Park for Orangeburg is a booming activity with opportunities for infill mixed-use development. The older Orangeburg Mall in the Chestnut Character Area is surrounded by a mix of several strip shopping centers, auto-oriented commercial, office, and higher density residential uses. This area appears to be declining as the mall and strip centers lose visitors to the North Road area.

**Objectives:** Encourage and promote the economic vitality of the community through strategic location and development of commercial and business uses.

Promote mixed use, pedestrian-oriented development, transit access, and minimize the impact of business development on neighboring properties, the transportation network and environmental resources.

**Policies:** Promote the development of the areas so classified by the Plan Map and permit rezoning for higher intensities and densities in the Central Downtown and Railroad Corner character areas. This should include housing and mixed use vertical structures in these activity centers

Support the development of campus-related housing, lodging, and entertainment venues in the Railroad Corner Activity Center.

Support transit stops and multi-modal access to the Regional and Community Level Mixed Use Commercial Areas.

Enhance and redevelop commercial and mixed uses in the Edisto Village and Chestnut Community Level Mixed Use Commercial areas.

Support the development of pedestrian facilities to support mixed uses around the Prince of Orange Mall in the North Road Mixed Use Commercial area.

### **General Commercial and Business Land Uses**

**Key Character Areas:** The Garden, Glover Street, Russell Street, Five Chop Road, OC Tech Corridor, and large elements of the Sunnyside, Chestnut, North Road, Ellis, Sprinkle Road, and Village Park character areas...

**Description:** This land use category identifies mixed retail commercial, office, and civic institutional uses that are not in major activity centers. It includes the fringe areas adjacent to major activity centers, neighborhood activity centers and single-use automobile-oriented commercial development along major road corridors within the city limits and in nearby unincorporated Orangeburg County.

There are three different types of areas that feature General Commercial and Business land uses: One is the peripheral areas around downtown, including the Garden, and most of the Sunnyside and Glover Street character areas. A second type of area is the Neighborhood Activity Centers around the old Hospital on Carolina Street and nearby in the Stilton and Ellis character areas. The third type and most prevalent areas of this land use category are found along the automobile-oriented commercial areas throughout the City and adjacent unincorporated areas along area highways.

**Objectives:** Identify locations that are best suited to accommodate general business activities, and minimize the impact of business development on neighboring properties, the transportation network and environmental resources.

Encourage and promote the economic vitality of the community through strategic location and development of commercial and business uses.

**Policies:** Promote and permit through rezoning and construction permits, development of businesses and commercial establishments in areas suited for commercial uses. Note that these areas may grow at the expense of existing commercial areas such as downtown. The timing of zoning and development is critical when premature development could adversely impact established business areas, and reduce the economic vitality of the community activity centers. This policy should favor cluster over strip development.

### **Industrial Land Uses**

**Key Character Areas:** Airport Employment Center and large elements of Sprinkle Road and the OC Tech Corridor...

**Description:** This land use category identifies industrial manufacturing, warehousing, wholesaling, logistics and distribution/office development and may include some retail commercial, office, and civic institutional uses as well. Most of the parcels with these uses are located outside the city in unincorporated Orangeburg County.

**Objectives:** Protect these land uses for employment and tax base revenues. This classification identifies land uses that serve as significant employment centers, and has seen many changes over time as local industries have shifted from (1) small local manufacturing shops serving local markets to larger plants serving larger regional areas; (2) dependency on rail access to access to and from interstate highway; (3) constant changes in manufacturing and distribution processes, operations and logistics; and (4) increased dependence on a better trained work force. Industrial land uses may create or be impacted by conflicts with other land uses.

**Policies:** Tighten the application of industrial zoning and purge uses from the industrial district that contribute to “hodge-podge” land use conflicts. Also, identify transitions between industrial and other land uses and improve buffers to support transitions in keeping with existing and potential uses of both areas.

Support larger sites for industrial users to provide buffers and room for expansions.

Support STEM (science, technology, engineering and math) education programs to train local students and working citizens for better-paying blue collar and support service jobs.

### **Institutional Community Resource Land Uses**

**Key Character Areas:** Campus/Goff, the Garden, and significant elements of OC Tech Corridor, Mellichamp, Village Park, and Hillcrest...

**Description:** This land use category identifies public and religious institutional uses including local government offices and operational facilities, churches, schools, and the campus facilities of South Carolina State University, Claflin University, and Southern Methodist College within the city. It also includes the US Fish Hatchery and the campuses of the Regional Health Center, Orangeburg public schools, Orangeburg

Preparatory School, and religious facilities located in unincorporated areas nearby. The Hillcrest Recreational Facility is considered a partial institutional land use as it currently serves as recreational land. These include City and County government facilities, schools, religious facilities, the campuses of South Carolina State, Claflin, and Southern Methodist College, and civic structures such as the library (both existing and future locations).

Edisto Memorial Gardens and other “built” recreational and environmental interpretative assets

**Objectives:** Ensure that key institutional resources that provide positive “quality of life” assets to Orangeburg are maintained and enhanced for future generations rather than compromised by the development process.

Support programs to educate citizens and visitors regarding the many resources found within the City of Orangeburg.

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

Monitor all development proposals in the vicinity of such resources to determine impact and compatibility.

Continue to upgrade and expand facilities at Edisto Memorial Gardens and Horne Wetlands Park.

### **Open Space and Recreational Land Uses**

**Key Character Areas:** Large elements of the Garden, Riverbank, North Road, Hillcrest, and Sprinkle Road character areas...

**Description:** This land use category identifies public recreation uses and dedicated open space, including public parks, recreation areas, and water ways including the North Edisto River and local streams and lakes that are defined as part of the water areas of the United States.

Edisto Memorial Gardens, the Country Club golf course, and the new regional recreation park under construction off of North Road are included in this category, as are other local parks, the spray park, and other “built” recreational and interpretative assets. The Hillcrest Recreational Facility is considered to be an Open Space and Recreation land use at the current time (pending the end of the lease arrangement with South Carolina State University).

**Objectives:** Ensure that key open space resources that provide positive “quality of life” assets to Orangeburg are maintained and enhanced for future generations rather than compromised by the development process.

**Policies:** Ensure the life of community resources by enacting appropriate safeguards to protect their use and the use of adjacent areas.

Monitor all development proposals in the vicinity of such resources to determine impact and compatibility.

Continue to upgrade and expand facilities at Edisto Memorial Gardens and Horne Wetlands Park.

### **Urban Residential Land Uses**

**Key Character Areas:** Magnolia and large segments of the Sunnyside, Carolina, Stilton, Ellis, and Brookdale character areas...

**Description:** This land use category identifies medium density residential land uses including single-family detached, single family attached, and multi-family residential land uses.

**Objectives:** Maintain flexibility for developers to meet future demands and preferences of changing housing markets. Apartments, single-family dwellings, duplexes, etc. are scattered throughout much of the community.

Identify areas within the community suitable to and with short and long-range market potential for a wide range of residential options, including single-family residential areas in transition and mixed-use residential areas. Allow design and market flexibility in responding to local housing preferences and demands.

**Policies:** Accommodate (where appropriate) adjustments and amendments to the zoning map so long as such amendments are for residential use or reuse, or limited mixed use (as provided for in the Office-Institutional Zone District).

Retail and industrial uses and zones should be prohibited as a matter of policy pending reanalysis and amendment of the Plan Map.

### **Suburban Single-Family Residential Land Uses**

**Key Character Areas:** Riverside, Riverbank, Hillsboro, Sunset/Sheridan, Columbia Road, Wilkinson Heights, and large elements of the Brookdale and Hillcrest character areas...

**Description:** This land use category identifies single-family residential land uses on lots of ¼ acre in size and larger.

**Objectives:** Conserve and protect the character and present use of existing single-family neighborhoods and subdivisions and to prohibit uses or development that would compromise or infringe on the prevailing conditions in such areas. This land use classification is designed to further similar residential development where applicable to undeveloped lots and parcels.

**Policies:** The Planning Commission and City Council should deny zoning changes or ordinance amendments which would compromise or alter the use of property principally for single-family housing in neighborhoods so designated. Ordinance changes that would permit dissimilar uses should be denied as a matter of policy, pending further study by the Commission and Council and subsequent amendment to the Plan Map.

- This policy effectively “locks-out” development and zoning changes at variance with prevailing uses and conditions. It is a policy of “no change”, until such time as the plan objectives are reevaluated and amended.
- It does not, however, prohibit cluster housing projects, i.e. patio homes, townhouses, and semi-detached dwellings where the density is no greater than the prevailing zone density.
- This designation is applied principally to stable, residential areas.

### **Estate Single-Family Residential land Uses**

**Key Character Areas:** Woodland, Longwood, Gramling Creek, and Charleston Road...

**Description:** This land use category identifies residential land uses on lots of one acre in size and larger.

**Objective:** This classification is intended to conserve and protect the character of low density estate development around the outer fringe of the urban development area surrounding the city and provide transition residential uses between the existing neighborhoods and subdivisions in the City and agricultural areas farther out in the unincorporated County.

**Policies:** This classification may be applied to the Plan Map in areas around the fringe of the City. It shall be the policy of the Planning Commission and City Council to deny zoning changes or ordinance amendments which would in any way compromise or alter the use of property principally for single-family housing.

### **Conservation Resource (Floodplain) Areas**

**Key Character Areas:** Elements of the north Road, Riverbank, Riverside, the Gardens, Mellichamp, Edisto Road, Cannon Bridge Road, and Airport character areas...

**Description:** The city of Orangeburg is rich in unique wetland resources, including the North Edisto River, Caw Caw Swamp, and other wetlands and swamps that are subject to flooding, and provide recreation, water, environmental, and aesthetic, resources for the City and surrounding communities.

**Objective:** Protect the "quality of life" is such that care should be taken to ensure their presence for future generations, enhanced rather than compromised by the development process.

**Policy:** The policy of the City is to ensure the protection of life of these resources by identifying these areas and enacting appropriate safeguards against their misuse by monitoring all development proposals in the vicinity of these areas and protecting floodplains from development.

### **OTHER KEY LAND USE PLANNING OBJECTIVES AND POLICIES**

In addition to the individual objectives of the various land use classifications, the Plan Map embraces the following key objectives in all character areas:

- (1) Advocate the physical separation of incompatible land uses in transitional areas between residential land uses and non-residential land uses and between different densities of residential land uses. These are the most frequent locations for conflicts in the Comprehensive Plan. Where incompatible land uses or zoning districts abut one another, require the installation of appropriate landscape, screening, fences, or other buffers on the site of the more intense land use to prevent or diminish incompatibility and to protect the interior of existing residential areas, yet permit limited use transition along the residential borders of such areas (especially where commercial development have been established across the street). Identify measures to "step down" areas where traffic build-

up and commercial development on one side of a major street have made continued residential use and occupancy of the other side undesirable.

- (2) Recommend transitioning residential borders. This is designed to maintain land use compatibility, while providing for additional use options of border properties on high-volume streets and highways.
- (3) As a further means of fostering compatibility between border area uses and interior residential uses, recycle or convert the use of existing dwelling structures into nonresidential uses rather than supporting new commercial buildings. Strip commercial/business development is discouraged.
- (4) Encourage the location of higher density residential uses in proximity to employment and commercial centers, along major thoroughfares and on the periphery of low density neighborhoods. This will ensure that length of shopping trips for day-to-day goods and services are minimized and that traffic through low intensity residential neighborhoods is minimized. Included in these areas are multi-family projects and small lot, single-family housing units.
- (5) Recommend scaling down density as development moves outward from the existing urban core. One reason for this is to enhance homogeneity in areas conducive to "like development". And low density residential development generally occupies most outlying areas.
- (6) Encourage highest use options in certain areas undergoing use and density transition. These areas are delineated on the Plan Map as "mixed use". They contain a general mix of uses and zoning districts at this time, and are planned for more varied and intensive use in the future.
- (7) Mandate stability in those areas classified for low density residential development, with only limited options for change. This is perhaps one of the stronger directives of the Plan - to retain designated low density areas exclusively for low density residential use.
- (8) Recommend an orderly arrangement for future development based on existing patterns and trends.
- (9) Consider the carrying capacity of the City's streets.
- (10) Identify major Community resources and recommend policies to strengthen and enhance their position in the Community.
- (11) Identify redevelopment priority areas within the City where the current land uses do not fit well with the long-term goals of the City and redevelopment would be desirable and/or infrastructure improvement funding, such as Community Development Block Grants. Emphasis should be placed on housing interests but where properly scaled commercial activities would enhance the local community, such developments may be identified.
- (12) Enhance efforts to address blight and support redevelopment within the city's older neighborhoods. Underutilized and vacant properties are a major problem as older areas lose population and maintenance is discontinued or inadequate. The deterioration or abandonment of properties causes reduction in property values and can pose risks to health, safety, and welfare of nearby citizens. South Carolina's Community Development Laws allow local governments to create a Redevelopment Commission with numerous duties and powers, including:

- ❑ Designating a blighted area or ‘conservation area’ (that has some blight characteristics and could easily become blighted without further action).
- ❑ Acquire or purchase targeted vacant or derelict properties, or substandard mobile home parks for redevelopment purposes
- ❑ Prepare or recommend redevelopment plans, projects or programs
- ❑ Coordinate and invest bonds, grants, loans, or other types of funds available for redevelopment or revitalization purposes. The city may desire to establish a redevelopment commission to coordinate and manage these resources.
- ❑ Tax Increment Financing Districts (potentially appropriate for the Downtown CBD and/or Railroad Corner)
- ❑ HUD Renewal Community
- ❑ Municipal Improvement Districts
- ❑ NET Team code enforcement
- ❑ HOME Program
- ❑ Community Development Block Grant Program
- ❑ Establish a Land Bank Authority to serve as a clearinghouse for publicly owned properties and properties with public liens. The authority undertakes the proceedings necessary to foreclose on liens and clear the title to ready the property for development use. An LBA can also bank the properties rather than selling them immediately to assemble larger parcels.
- ❑ Establish a Relocation Assistance program to ensure that residents of acquired properties can find quality affordable housing short distances away.
- ❑ Establish Priority Funding Areas by designating certain geographic areas as ‘priority areas’ for receipt of infrastructure funding and other capital improvements. Public subsidies and other resources would only help fund development or redevelopment within the established priority areas.
- ❑ Create partnerships with affordable housing providers to ensure an adequate amount in the city.

## 7.5 FUTURE LAND USE MAP

The future land use map represents the desired land use patterns for a community in the future. It helps guide planning and local decision making, especially for making rezoning decisions. Differences in the future land use map from current land use or zoning do not represent a change in zoning for that area, but rather a guide for interpretation and the development or redevelopment of land, utilities and community facilities. If a request for rezoning is made, the future land use map may help inform decision makers regarding whether or not the proposed change fits the community’s land use goals for the future. Table 7.4 lists the land use categories and applicable zoning districts (excluding overlay zones) consistent with each land use category.

### FUTURE LAND USE MAP CATEGORIES

#### RESIDENTIAL

**Single-Family / Estate Residential Land Use** – This category indicates single-family lots in a suburban scale estate density (less than 1 dwelling unit/acre) pattern.

**Single-Family, Suburban Residential Land Use** – This category includes detached single-family lots in a traditional (or historic) pattern and scale. Lots may range from ¼ acre to 1 acre.

**Urban Residential land Use** – This category indicates detached and attached single family lots on smaller lots, attached condominiums, duplexes, townhomes, apartments, and other multi-family uses.

**Institutional Land Use** – This Category indicates government offices, hospitals, schools, churches, universities, and other institutional uses, many that may include diverse campus support facilities.

**Highway Oriented Commercial Land Use** - This category includes highway oriented business as are typically found in the B-3 zoning category. This includes large-scale (big box) stores, malls, strip commercial centers, hotels, and highway commercial uses.

**Neighborhood Commercial Center Land Use** – This category includes community or pedestrian scale retail and office uses – such as corner grocers, lawyers’ offices, restaurants, etc. The category may also include mixed use neighborhood commercial activity centers.

**Table 7.4: Future Land Use with Applicable Zoning<sup>1</sup>**

Land Use Category <sup>2</sup>	Zoning Districts
<b>Estate Residential (Single Family)</b>	<b>A-1</b>
<b>Suburban Residential (Single-Family)</b>	<b>A-1</b>
<b>Urban Residential / Traditional</b>	<b>A-2, A-3, O-I, B-1, B-3, HCD</b>
<b>Institutional Campus</b>	<b>O-I, A-2, A-3, HCD</b>
<b>General Commercial Corridors</b>	<b>B-1, B-3, O-I, A-2, DOD</b>
<b>General Commercial Centers</b>	<b>B-1, B=3, O-I, A-2, DOD</b>
<b>Mixed Use Community/Retail</b>	<b>B-1, B-2, O-I, ACO, DOD, HCD</b>
<b>Mixed Use Regional Commercial</b>	<b>B-1, B-2, O-I, HCD</b>
<b>Industrial</b>	<b>D-1</b>
<b>Open Space / Recreation</b>	<b>R-2</b>
<b>Conservation</b>	<b>Not Applicable</b>
<b>Agricultural Land Use</b>	<b>Not Applicable</b>

*Note<sup>1</sup>: Future Institutional, Recreation, Conservation, and TCU (Transportation/Communications/Utilities) land use may occur within any zoning district.*

*Note<sup>2</sup>: Redevelopment Priority can also occur in any zoning district; however the goal will be to remove the land from this category.*

**Community Mixed Use Business/Retail Activity Center Land Use** – This category indicates commercial and retail business land uses in regional or community service nodes (centers). A blend of commercial, cultural, institutional, or even multi-family residential uses may be part of the mix of uses.

**Regional Mixed Use Commercial Land Use** – This category indicates development areas on a regional scale where a blend of commercial, cultural, institutional, or multi-family residential uses. The key function of this type of land use area is that the diverse uses are physically and functionally integrated to create a pedestrian-friendly atmosphere. Parking requirements, setbacks and other dimensional standards should be relaxed to ensure the creation of the pedestrian-friendly landscape and developments that supports a “live/work/play” environment.

**Industrial Land Use** – The category identifies low-impact or high-tech manufacturing, distribution or warehousing uses, and TCU uses. Heavy manufacturing uses are considered appropriate land uses in these areas when appropriate buffers are in place to reduce the negative impacts on adjacent uses.

**Transportation/Utilities** – Land reserved for utility service distribution and freight handling and movement.

**Open Space & Recreation Land Use** – This category represents land uses that are used as passive park space or recreation facilities.

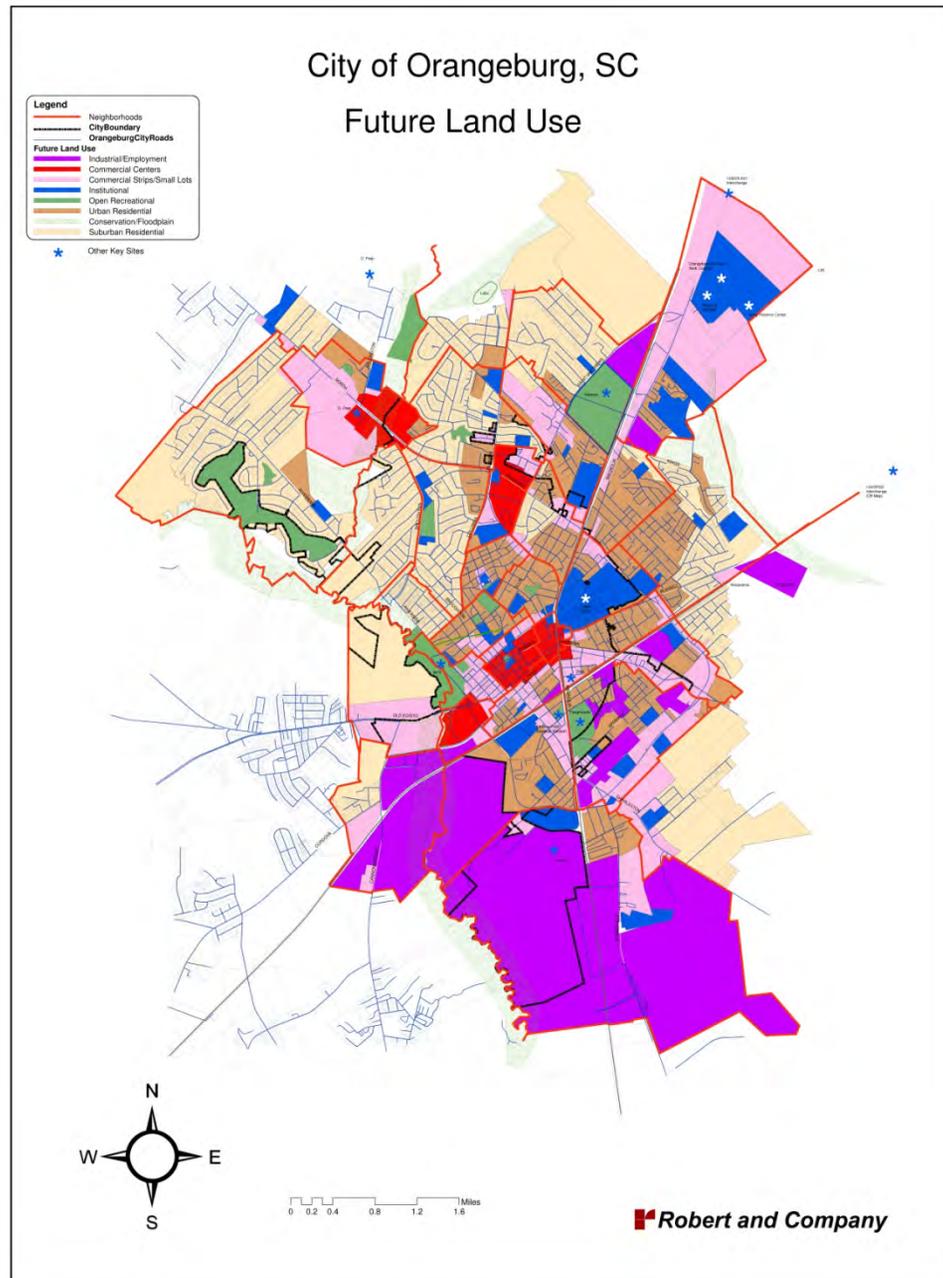
**Conservation Areas** – This category is an overlay that represents areas to be preserved in their natural state without development such as wetlands, floodplains, stream buffers, forest reserves, etc.

**Agricultural Land Uses** – This land use category includes land dedicated for agriculture and forestry, wetlands, and other lower-intensity uses.

#### **THE FUTURE LAND USE MAP**

Future Land Use map is illustrated on Map 7.4 showing the future land uses for the City of Orangeburg entire city and the adjacent urban area. The future land use map is developed with considerations of how the land is currently used, the desires of the city for future development, the development market, and the desires of the communities.

**MAP 7.4: ORANGEBURG FUTURE LAND USE PLAN** (insert fold out map on this page):



**Future Land Use Plan Comparison of Areas in Each Land Use**

The future land uses within each land use category shown on the Future Land Use Map are identified on Table 7.1 below. The table compiles the acreage based on the digital parcel files provided by the City, and the calculations show that more than approximately 365 acres of the area in the city is not developable due to the floodplains along the North Edisto River and Caw Caw Swamp. Although only 260 acres of unincorporated land immediately adjacent to the city limits are floodplains, a much larger element of approximately 2384 acres within the 22.7 square mile urban area defined are identified as potential conservation uses along the North Edisto River, Caw Caw Swamp, and Gramling Creek.

As within the City limits, the largest land use in the unincorporated area is Single Family Residential providing single-family homes and accessory uses. The second largest component of the Future Land Use Plan is anticipated to be industrial. Surprisingly, Urban Residential is a larger use than expected with 18% of the land area, most in the Valley Park, Hillcrest and Magnolia character areas.

**Table 7.5: Composition of Future Land Uses**

Land Use	Orangeburg City Acres Existing	Pct. (%)		Orangeburg Urban Area Acres Future	Pct. (%)		Orangeburg Urban Area Total Acres	Pct. (%)
Estate Single-Family Residential	0	0%		924	10.0%		924	6.6%
Suburban Residential	2078	39.7.1%		3442	37.3%		5520	38.0%
Urban Residential	317	6.0%		579	6.3%		896	6.2%
Commercial Mixed Use	489	9.7.2%		44	0.5%		533	3.7%
Commercial General	849	16.0%		1080	11.7%		1929	13.3%
Industrial & Employment	329	6.2%		2318	25.2%		2647	18.2%
Institutional	871	16.3%		128	1.4%		999	6.9%
Open Space & Recreation	380	7.2%		493	5.4%		873	6.0%
<b>TOTAL</b>	<b>5313</b>	<b>100.0%</b>		<b>9208</b>	<b>100.0%</b>		<b>14521</b>	<b>100.0%</b>
<i>Conservation (Floodplains)*</i>	<i>365.0</i>	<i>6.9%</i>		<i>2384</i>	<i>25.8%</i>		<i>2749</i>	<i>18.9%</i>

\* Note: The Conservation lands are included in the other categories and not added to the total acreage

Source: Robert and Company, 2017

## 7.6 COMPLIANCE INDEX COMPONENT

Section 6-29-720 of the South Carolina Code of Laws, 1976 (Comprehensive Planning Enabling Act of 1994) states that "...regulations (zoning) must be made in accordance with the comprehensive plan...."

Nowhere is a consistent Comprehensive Plan more important than in decisions involving zoning or rezoning. However, conformance with the Plan is subject to interpretation and the Compliance Index is recommended to serve as a guide to the development and regulatory process to clarify the intent and what constitutes "accordance" with this Plan. The Index presented on Table 7.5 below establishes criteria and parameters for determining compliance. It lists the Land Use Classifications shown on the Plan Map, summarizes goals and objectives, and identifies principal uses intended for each mapped area.

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

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

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

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

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

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

Table 7.6 provides the City of Orangeburg Plan Compliance Index on the following page:

<b>Land Use Classification</b>	<b>Summary Objectives</b>	<b>Principal Permitted Uses</b>	<b>Compatible Zoning</b>	<b>Alternative Zoning</b>
<b>Estate Residential (Single Family)</b>	Protect existing residential areas for low-density single-family use.	Single-family, detached site-built dwellings	<b>A-1</b>	PDD (Residential)
<b>Suburban Residential (Single-Family)</b>	Protect existing residential areas for single-family use.	Single-family, detached site-built dwellings	<b>A-1</b>	PDD (Residential)
<b>Urban Residential</b>	Provide for the needs of changing residential markets and allow transition of edge areas to compatible higher density or non-residential uses	Single-family, townhouses, patio homes, multi-family and manufactured homes	<b>A-2, A-3, O-I</b>	A-1, O-I, PDD(Residential), HCD Overlay
<b>Institutional and Campus</b>	Protect such areas & ensure compatibility of exterior areas.	Existing institutional and natural resources	<b>Existing Zoning</b>	O-I (Review for compatibility)
<b>Mixed-Use Commercial</b>	Concentrate business activities in areas central and accessible to the community.	Commercial and business uses	<b>B-1, B-3, O-I, PDD</b>	B-1, HCD Overlay
<b>General Commercial/ Business</b>	Monitor and guide the transition of existing mixed use and undeveloped areas with multi-use potential	Residential, commercial, business, light industrial	<b>B-2, B-3, O-I, A-2, A-3, PDD</b>	A-2,A-3, D-1, HCD Overlay, DOD Overlay
<b>Industrial</b>	Protect existing industry and promote industrial development	Industrial, wholesaling warehousing and service uses	<b>D-1, PDD</b>	A-2, A-3, O-I, B-1,B-3, DOD Overlay
<b>Open Space/Recreation and Conservation</b>	Protect such areas & ensure compatibility of areas with adjacent land uses and protect floodplains	Recreation and environmental buffers	<b>Existing Zoning</b>	A-2, O-I, (Review for compatibility), D-1 (Review for compatibility)

## 7.7 SUMMARY OF LAND USE GOALS AND POLICIES

The City’s three primary goals are basic requests to *(1) Facilitate an Orderly Process for Transitions and Growth in the City, (2) Improve and Enhance the “Quality of Life” for Orangeburg residents and visitors, and (3) Maintain Fiscal Responsibility in making Land Use Decisions.* Table 7.6 below presents a summary of the goals, objectives, priority areas, and policies for the Land Use element of the Orangeburg Comprehensive Plan. A column to identify status improvements is included to present progress as projects are accomplished or as alternatives are identified and programmed.

GOAL	AREA / PRIORITY	OBJECTIVE	POLICY / ACTION	STATUS
<b>Goal 7.1: Facilitate or provide an environment of peace and harmony allowing for the orderly growth of business, industry, and the individual.</b>  <i>Facilitate Orderly Transitions for Growth</i>	<b>HIGH PRIORITY</b> ALL Citywide: Specifically the Transitional Edges where conflicting land uses are adjacent	Guide development and redevelopment processes in an orderly manner. Specifically address the edges of transitional land uses at the edges of different land use areas.	Identify and evaluate the causes of transition to address negative (deteriorating or changing for the worse) or positive (economic pressure for higher intensity development).  Regulate the development process to address environmental conditions and property values at the edges of transitional land uses.  Require the installation of appropriate landscape, screening, fences, or other buffers on the site of the more intense land use to diminish incompatibility.  Advocate physical separation or buffers where incompatible land uses or zoning districts abut one another.	
	ALL Citywide	Create a more positive response for all parties in making land use changes.	Maintain consistency in the land development decision process.  Use Overlay Zoning to address issues and cohesive development decisions.  Channel land use changes in transitional areas to enhance and strengthen development outcomes.	
GOAL	AREA / PRIORITY	OBJECTIVE	POLICY / ACTION	STATUS

	<p>Regional level Mixed Use Commercial Centers</p> <p>Central Business District and Railroad Corner Character Areas</p>	<p>Accommodate regional commercial, institutional, civic, and economic business activities in areas best suited for such purposes, and to maximize the use of properties, the transportation network and environmental resources.</p>	<p>Promote and permit through business development in these character areas to support “mixed use” development as an alternative to strip development in areas that do not provide at the fringes.</p>	<p>Focus development at key locations that support density, intensity and flexibility including vertical development using the B-3 and HCO overlay zoning.</p>
		<p>Create a hierarchy of recognizable places to create a better ‘sense of place’ and history throughout the city.</p>	<p>Encourage the location of higher density residential uses in proximity to employment and commercial centers.</p> <p>Develop ‘gateway’ entrances into the city and major activity centers with distinct landscaping and signage. Add way-finding signage and unique street signage for activity centers and historic areas/neighborhoods to promote local “place ” and history</p>	
		<p>Establish more intensive land uses at the center of recognized “mixed use” centers.”</p>	<p>Encourage highest use options in the center of identified “mixed use” areas.</p> <p>Recommend residential densities be scaled down as development occurs outward from the activity center.</p>	
		<p>Identify key “mixed use” activity areas as potential receiving areas for TDR’s to boost density for office/ commercial, transit, and in-town and student housing</p>	<p>Recommend designating the Central Downtown, Railroad Corner, and Edisto Village areas as TDR receiving areas. Specifically identify Railroad Corner as student housing/entertainment opportunity area</p>	

GOAL	AREA / PRIORITY	OBJECTIVE	POLICY / ACTION	STATUS
	Community Level Mixed Use Commercial Centers	Minimize the impact of business development on neighboring properties, the transportation network and environmental resources.	Promote and permit through rezoning, business development in the character areas so classified by the Plan Map as tempered by market conditions and timing to favor cluster over strip development.	Most designated areas contain business and commercial establishments at this time and are zoned accordingly.
	Edisto Village, Chestnut, and North Road		Recommend residential densities be scaled down as development occurs outward from the activity center.	
			Encourage & promote the economic vitality of the community centers through the location and development of business and commercial uses.	Identify methods to slow the decline of the Chestnut area and support new growth
			Create a hierarchy of recognizable places to create a better 'sense of place' and history throughout the city.	Encourage the location of higher density residential uses in proximity to employment and commercial centers. Develop distinct landscaping, way-finding, and street signage for activity centers and historic areas/ neighborhoods to promote local "place " and history '
	Neighborhood Commercial and Business Areas	Minimize the impact of business development on neighboring properties, the transportation network and environmental resources.	Encourage and promote the economic vitality of the community through strategic location and development of neighborhood commercial and retail uses.	
	General Commercial and Business Corridors	Accommodate general and area-wide business activities in locations best suited for such purposes.	Permit development of automobile-oriented business in the areas so classified by the Plan Map through rezoning and development codes.  Favor development in activity centers over strip development.	Most designated areas contain business and retail establishments and are zoned accordingly. Other properties along major corridors are expected during the life of this Plan. The timing of

				zoning & development is critical as premature development could adversely impact established business areas, and reduce the economic vitality of the community.
	General Commercial and Business Corridors	Minimize the impact of business development on neighboring properties, the transportation network and environmental resources	<p>Recommend transition borders be designed to maintain land use compatibility and provide buffers to land use changes.</p> <p>Provide for additional use options of bordering properties on high-volume streets and highways.</p> <p>Identify and consider the land use impacts on the carrying capacity of the City's streets.</p>	
	Industrial/Employment Centers	Safeguard existing industry from encroachment by incompatible development and to identify for future use sites with industrial potential. This Plan Map classification is designed to tighten the application of industrial zoning, to focus more on industrial uses and sites with industrial potential, and to purge from the district residential and other incompatible uses.	Tighten the application of industrial zoning is advocated, and purging from the industrial district uses contributing to the —hodge-podgell situation existing in most of the industrially zoned areas. Also, it will require rezoning areas deleted from the district to a classification more in keeping with existing and potential use of such areas.	
	Institutional and Special Campus Areas	Identify major community resources and recommend policies to strengthen and enhance their position in	Develop resource conservation goals and create strategies to support those goals	

		the Community.		
	Urban Residential Areas	Protect the interior of existing residential areas, while permitting limited use transition along the residential borders, especially where commercial development has been established across the street. There are many areas of the city where traffic build-up and commercial development on one side of a major street has rendered continued residential use and occupancy of the other side undesirable.	Permit limited change from residential to small scale office and other low-intensity business uses, excluding retail, wholesale, and industrial uses. As a further means of fostering compatibility between border area uses and interior residential uses, recycling or continued use of existing dwellings (structures) for nonresidential use is favored over new commercial buildings. Strip commercial/business development is discouraged.	
	Urban Residential Areas	Accommodate, where appropriate, adjustments and amendments to the zoning map so long as such amendments are for residential use or reuse, or limited mixed use, provided for in the Office-Institutional Zone District.  The type of use proposed and the requested zoning are to be considered on their merits, but retail and industrial uses and zones shall be prohibited outright as a matter of policy, pending reanalysis and amendment of the Plan..	Identify areas within the community suitable to and with short and long-range market potential for a wide range of residential options. This designation is applied principally to single-family residential areas in transition and mixed-use residential areas. Various types of residential units and higher densities are designated for these areas, thus allowing design and market flexibility in responding to local housing preferences and demands.	

	Suburban and Estate Residential Areas	<p>Mandate stability in those areas classified for low density residential development with only limited options for change or retain designated low density areas exclusively for low density residential use.</p> <p>This is perhaps one of the stronger directives of the Plan.</p>	<p>Deny zoning changes or ordinance amendments which would in any way compromise or alter the use of property principally for single-family housing. In neighborhoods so designated, any ordinance change which would permit dissimilar uses would be denied as a matter of policy, pending further study by the Commission and Council and subsequent amendment to the Plan Map.</p>	
	Suburban and Estate Residential Areas	<p>Conserve and protect the present single-family character and land use of existing neighborhoods and subdivisions and prohibit development which would compromise or infringe on the prevailing conditions in such areas.</p> <p>Further similar residential development where applicable to undeveloped lots and parcels.</p>	<p>“Lock-out” development and zoning changes at variance with prevailing uses and conditions. It is a policy of “no change”, until such time as the plan objectives are reevaluated and amended.</p> <p>Allow cluster housing projects, i.e. patio homes, townhouses, and semi-detached dwellings where the density is not greater than the prevailing zone density.</p>	
	Estate Residential Areas		<p>It does not, however, prohibit cluster housing projects, i.e. patio homes, townhouses, and semi-detached dwellings where the density is no greater than the prevailing zone density.</p>	
	Open Space, Recreation, and Conservation Areas	<p>Ensure that resources important to the future “quality of life” are protected for future generations, enhanced</p>	<p>Develop resource conservation goals and create strategies to support goals that ensure the life of its resources by enacting appropriate safeguards against their misuse, as well as the</p>	

		rather than compromised by the development process.	<p>misuse of adjacent areas.</p> <p>Monitor all development proposals in the vicinity of such resources to determine impact and compatibility.</p> <p>Continue to upgrade and expand facilities at Edisto Memorial Gardens and Horne Wetlands Par</p>	
	Mixed Commercial	Create a better 'sense of place' and history throughout the city	Continue to develop 'gateway' entrances into the city with monumental signage and distinct landscaping	
	General Commercial and Business Corridors	Improve the aesthetic quality of commercial corridors	Create commercial corridor management plans to promote architectural, landscaping, and signage uniformity through design guidelines	
	General Commercial and Business Corridors		Add way-finding signage and unique street signage for historic areas/neighborhoods to help promote local history	
		Ensure that new or infill development is compatible with the character of established neighborhoods	<p>Establish historic neighborhood overlay zoning districts and possibly</p> <p>Create a Traditional Neighborhood zoning district to develop appropriate regulations for traditional, urban-scale single-family development</p>	
		Revitalize declining neighborhoods or areas in need of infrastructure improvements	Identify areas to prioritize reinvestment and infrastructure improvements.	The City should use CDBG funding to demolish blighted structures and provide sidewalks in older neighborhoods.
			Establish a city-sponsored better-housing program to improve the conditions of the city's housing stock and promote home ownership	The City should use HOME funds to incentivize housing development and fund housing rehabilitation for eligible households.

GOAL	AREA / PRIORITY	OBJECTIVE	POLICY / ACTION	STATUS
<p><b>Goal 7.2: Make Orangeburg a better place to live.</b></p> <p><i>Improve the “Quality of Life”</i></p>		<p>Protect Orangeburg’s wetlands and natural waterways.</p> <p>Adopt an Edisto River and Caw Caw Swamp Preserve Overlay and appropriate policies and strategies to protect the areas designated as Conservation Overlay areas.</p>	<p>Adopt a citywide stream buffer ordinance to prevent development in naturally sensitive areas outside of overlay areas that already require protection</p>	
		<p>Improve the aesthetic quality of commercial corridors</p>	<p>Create commercial corridor management plans to promote architectural, landscaping, and signage uniformity through design guidelines</p>	
		<p>Encourage mixed uses and high-density development in the Downtown area</p>	<p>Implement the recommended strategies of the Downtown Orangeburg Vision Statement to implement the strategies.</p>	
			<p>Implement the recommendations of the Downtown Orangeburg Walking Plan</p>	
		<p>Improve the aesthetic quality of commercial corridors</p>	<p>Encourage and maintain pedestrian and vegetative buffers along major gateway roads (North, Edisto, Saint Matthews, and Five Chop Roads, and Magnolia and Russell Street</p>	
		<p>Acquire and redevelop sub-standard mobile home parks, and ‘zone out’ mobile homes within established single-family areas</p>		

	Open Space, Recreation, and Conservation Areas	Maintain visual buffers along the North Edisto River to protect historic viewsheds.		
	Open Space, Recreation, and Conservation Areas	Develop park space and cultural amenities	Establish a land bank or property acquisition program to help acquire and assemble parcels for parks and recreation  Acquire and convert large underutilized or abandoned properties for parks and open space	
	Commercial Mixed Use and Residential Character Areas	Provide a system of trails and greenways	Create a Trails and Greenways Master Plan for the city and Explore funding sources for financing a trail system	
			Develop a pedestrian network and sidewalk plan to support non-vehicular travel to and from activity centers, institutional uses, and open space	
	General Commercial and Business Corridors	Improve the aesthetic quality of commercial corridors	Create commercial corridor management plans to promote architectural, landscaping, and signage uniformity through design guidelines	Continue implementing overlay district requirements to create cohesive development.
	Commercial Mixed Use, and General Commercial Character Areas	Accommodate general and community area business activities in localized areas suited for such purposes.	Recommend residential densities be scaled down as development occurs outward from the activity center.	
	Institutional and Special Campus Areas	Encourage and promote resource conscious urban design concepts for new developments	Ensure the protection of institutional resources by enacting appropriate safeguards against misuse against them and adjacent areas. Monitor all development proposals in the vicinity of institutional resources to determine impact and compatibility.	Continue to upgrade and expand facilities at Edisto Memorial Gardens and Horne Wetlands Park.

GOAL	AREA / PRIORITY	OBJECTIVE	POLICY / ACTION	STATUS
<p><b>Goal 7.3:</b>  <b>Develop municipal policies and procedures to secure financial growth to enhance the stability of industry, housing, recreation, public safety, and promote annexation.</b></p> <p><i>Maintain Fiscal Responsibility</i></p>	All Character Areas	Ensure that new development does not overburden public service capacities	<p>Annex unincorporated areas within the Planning Areas to fill “donut-holes” in the City</p> <p>Continue to monitor service provision complaints and make improvements where necessary</p>	
	All Character Areas	Fund Priority Funding Areas	Officially designate Priority Funding Areas, where city resources and subsidies should be pooled to fund infrastructure and redevelopment	
	ALL Citywide	Guide the transitional process in the best interest of the community	Evaluate proposed zoning changes to determine the impact on the transition process and grant change only when substantial improvement or strengthening of the area would result.	
	ALL Citywide	Encourage and promote resource conscious urban design concepts for new developments	Develop resource conservation goals and strategies to support those goals	
	Commercial Mixed Use Character Areas	Implement a Transfer of Development Rights (TDR) program	Create a TDR receiving area overlay district to help implement a TDR program	
	Commercial Mixed Use Character Areas	Provide more flexibility for mixed-use residential redevelopment	Create more flexibility for mixed-use zoning for residential development in mixed use areas	

	All Residential Character Areas	Reduce the need for single occupancy vehicle trips through proper land use planning.	Allow land use patterns that reduce distances between residences & service  I revitalize underserved areas	
	Urban Residential Character Areas	Provide more opportunities for neighborhood-scale commercial and retail services within short walking distances of residences	Recommend appropriate locations for neighborhood commercial nodes  Prioritize redevelopment and infill opportunities over development of new land	
	Urban Residential Character Areas	Ensure an adequate amount of affordable housing	Form partnerships with affordable housing providers	
	Institutional and Special Campus Areas	Ensure that resources important to the future “quality of life” are protected for future generations, and enhanced rather than compromised by the development process.	Protect institutional resources from impacts on financial resources by monitoring development proposals in the vicinity of institutional resources to determine fiscal impact and compatibility.	
	Neighborhood Commercial and Business Areas	Accommodate general and area-wide business activity in localized areas best suited for such purposes.	Recommend residential densities be scaled down as development occurs outward from the activity center.	