

# CITY OF ORANGEBURG COMPREHENSIVE PLAN 2016-2026 PLAN



# City of Orangeburg

## Comprehensive Plan 2016-2026

Adopted 21 November 2017

### **City of Orangeburg**

Community Development Department  
PO Drawer 387  
Orangeburg, South Carolina 29116

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# Ordinance of Adoption

ORDINANCE NO. 2017-8

## AN ORDINANCE ADOPTING THE 2016-2026 COMPREHENSIVE PLAN FOR THE CITY OF ORANGEBURG, SOUTH CAROLINA

- WHEREAS,** the General Assembly of South Carolina enacted in 1994 an amendment to the Code of Laws of South Carolina by adding Chapter 29, Title 6, "South Carolina Local Government Comprehensive Planning Enabling Act of 1994", and repealing all previously enacted planning Acts and Codes; and,
- WHEREAS,** the 1994 Enabling Act requires that the local governing body develop and maintain a planning process, which will result in the systematic preparation and continued reevaluation and updating of those elements considered critical, necessary, and desirable to guide the development and redevelopment of its area of jurisdiction; and,
- WHEREAS,** the Planning Commission has completed an update and revision of the City's Comprehensive Plan, including all nine elements of the Plan: Population, Economic Development, Natural Resources, Cultural Resources, Community Facilities, Housing, Land Use, Transportation and Priority Investment and recommended its adoption to City Council; and,
- WHEREAS,** the City Council duly advertised and conducted a Public Hearing on said Comprehensive Plan.

**NOW, THEREFORE, BE IT ORDAINED** by the Mayor and City Council of the City of Orangeburg, State of South Carolina, in Council duly assembled and by the authority of same, does hereby adopt by Ordinance the 2016-2026 Comprehensive Plan for the City of Orangeburg, South Carolina, as a guide to the orderly development of the City and as a basis for zoning or rezoning property within the City, as now or hereafter established.

Done and ratified in Council assembled this 21<sup>st</sup> day of November 2017



*Michael B. Burt*  
Mayor  
*Paul Ferguson*  
*Jeffrey*  
*Gene Haire*  
*Jimmer*  
*Richard*  
*Judith P. Kroll*  
Councilmembers

ATTEST:

*Carol A. Kiser*  
City Clerk

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

A major war between the Carolinians and the native Yamasee tribe (1715-1717) resulted in the departure of many local Native Americans to Florida and difficulties for the colonists. In 1729, the Kingdom of Great Britain re-established South Carolina as a Royal Colony. In 1730, the Royal

Government passed the Township Act and created nine townships of about 20,000 acres each, including Edisto Township. In 1735, a colony of 200 to 250 Swiss, German and Dutch immigrants settled into a new community and re-named it Orangeburgh Township after William IV, Prince of Orange, and a son-in-law of the reigning King George II.

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

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

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

In the Twentieth Century, Orangeburg grew from 4,455 in 1900 to 15,322 in 1950, but the City’s population began falling as industries and jobs began moving out of small towns to larger cities and across international borders. Orangeburg experienced a significant tragedy in 1968 as black



William IV, Prince of Orange

community demonstrations for civil rights ended in violence against the protestors and three deaths. Between 1960 and 2010, the City's population has been relatively static (down less than 0.3%) although the County has experienced growth of more than 76%.

## **O.2 Purpose and Process**

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

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

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

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

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

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

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

### **O.3 Public Involvement**

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

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

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

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

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

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

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

The second meeting is a public workshop proposed to be conducted in late April or early May 2017. The workshop will provide a review of the planning goals and policies and introduce a discussion of the collective community “vision” based on trends outlined by the demographic profile and analysis of community strengths, issues, and needs. A discussion of community character for different areas of the city will be used to establish character areas for planning at the local community level. The meeting will include a hands-on discussion of what the community wants to see as outcomes from the planning process.

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

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

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

#### **O.4 Character Areas**

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

To more effectively plan for the city’s diverse neighborhoods and districts, the city will be divided into “Character Areas” based on different visual, cultural, and/or economic characteristics of each local sub-area to help guide planners and decision-makers regarding the strengths and weaknesses, aspirations and threats facing the different areas within the community. Character Areas identify places that show a common form of development and land use pattern, lifestyle and "feel", intensity of use, design elements or other factors that collectively define the overall character, whether existing or intended in the future.

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

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

Some communities use Character Areas as a modifier for planning and engineering design criteria to accommodate the different needs of residential, commercial, industrial or other land uses when appropriate. Other communities use the concept of Character Areas to help support discussions of generic planning and development initiatives before advocating any specific discussion of land uses or zoning reviews. In addition, when reviewing a Character Area discussion, it should be important to recognize that the designated character may not be accurate for every property or parcel within the specified area, but that the designation reflects the defining characteristics of the area.



Downtown Orangeburg

The delineation and description of these areas is further developed and refined through the meetings with the Planning Commission which serves as the steering committee and the public input meetings and workshops. The Future Land Use element includes Character Areas and the revised versions of the Future Development Map accompanied by descriptions of the appropriate future land uses in each character area, as well as short-term actions and long-term policies for achieving the community's stated vision for the area.

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

The following types of character areas were proposed for consideration and discussion as part of the preparation of the Orangeburg Comprehensive Plan:

Commercial Nodes

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

Institutional Nodes

- Government Facilities Focus Area
- Campus Development Focus Area

Highway Commercial Corridors

- In Town Highway Corridor
- Developing Highway Commercial Corridor

Industrial Development Focus Areas

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

Residential Areas

- Mixed Residential Area
- Heritage Residential Community Area
- Residential Improvement Area
- Estate Residential Community Area

Conservation Areas

- North Fork Edisto River Protection Corridor
- Agricultural Activity Areas
- Significant Undeveloped Land Areas



Edisto Memorial Gardens

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

Map 3 on page O.9 illustrates the character areas identified in the planning discussion.

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

*Notes*





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