



**City of Camden
South Carolina**

Comprehensive Plan
2007-2017

INTRODUCTION

This Plan updates and supercedes the previous Comprehensive Plan, adopted in 1996.

The Plan, like its predecessor, is based on the directives of the Comprehensive Planning Enabling Act of 1994, and, as such, is intended to promote public health, safety, morals, convenience, prosperity and the general welfare of the Camden community. It is designed to serve as a guide to the physical, social, and economic growth, development and redevelopment of the city.

The City of Camden is the second oldest city in South Carolina, chartered by Act of the General Assembly in 1791. It is the oldest interior settlement in the State. It is evident that some form of planning has preceded development since these earlier times, but local government involvement was relatively limited, until 1969, when the City developed and subsequently adopted its first *Comprehensive Plan*. Since then the City has maintained a comprehensive planning process and Comprehensive Plan, updating the document periodically to reflect change and retain relevancy. This document represents the fourth major revision and update of the initial 69 Comprehensive Plan.

Like the Comprehensive Plans before it, this Plan focuses principally on land use and physical development. This Plan, however, is broader in scope than earlier Plans, addressing in greater detail the seven planning elements defined by the Comprehensive Planning Act of 1994:

- (1) Population Element
- (2) Economic Development Element
- (3) Natural Resources Element
- (4) Cultural Resources Element
- (5) Community Facilities Element
- (6) Housing Element
- (7) Land Use Element

The following sections of this report dimension the various required elements of the Comprehensive Plan, establish goals for each element and include strategies for implementation.

TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	i
PART I. POPULATION ELEMENT	1
Demographic Trends and Projections	1
Demographic Composition	4
Racial Composition	5
Age Composition	6
Gender Composition	9
Social Characteristics	10
Educational Profile	11
Income Profile	12
Needs and Goals Statement	13
PART II. HOUSING ELEMENT	17
Housing Trends	17
Housing Composition	17
Household Composition	19
Occupancy Characteristics	21
Financial Characteristics	21
Plumbing and Kitchen Characteristics	22
Structural Characteristics	23
Housing Projections	25
Needs and Goals Statement	25
PART III. ECONOMIC ELEMENT	31
Employment and Labor Force	31
Employment Characteristics	33
Agricultural Sector	33
Manufacturing Sector	34
Non-manufacturing Sector	36
Equine Industry	37
Retail, Wholesale, Service	38
Worker Commuting Patterns	40
Employment Opportunities/Projections	41
Conclusions and Goals	44
Industrial Recruitment and Development	50
Industrial Development Policies	52

Marketing Plans and Strategies	53	
PART IV. NATURAL RESOURCES ELEMENT	54	
Geographic Profile	54	
Climate	54	
Wetlands	55	
Floodways	57	
Trees	57	
Soils	58	
Needs and Goals Statement	59	
PART V. CULTURAL RESOURCES ELEMENT	62	
Historical Resources	62	
Equestrian Resources	64	
Arts and Archives	65	
Needs and Goals Statement	65	
PART VI. COMMUNITY FACILITIES ELEMENT	68	
Communities Facilities Defined	68	
Utilities	68	
Public Safety	70	
Transportation	73	
Recreation	75	
Education	81	
Medical/Emergency Medical		82
Needs and Goals Statement	83	
PART VII. LAND USE ELEMENT	89	
Existing Land Use Component	89	
Issues Component	92	
Goals Component	97	
Policy Component	104	
Plan Map Component	107	
Compliance Index Component	112	

PART I. POPULATION ELEMENT

This initial element of the Comprehensive Plan will profile the City's population. Here, population trends are established and forecast to the year 2020. Age, race and gender data are compiled and analyzed to determine characteristics unique to Camden. And income distribution and educational attainment levels are studied from a land use planning perspective. Social characteristics are assessed to determine lifestyle and conditions responsible for the way of life in the City of Camden.

DEMOGRAPHIC TRENDS AND PROJECTIONS

Planning is for people. It follows therefore that an understanding of the population is essential to the planning process. How many people are we planning for? What are the characteristics of the population and how should they be addressed? What might we expect in the way of future population and its characteristics?

The 2000 Census establishes the number of City residents at 6,682 -- 22 percent lower than in 1970. In fact, the City's population has declined steadily over the past three decades. But the population estimates by the U.S. Census for 2005 show a reversal of this downward trend, and a slight upturn in population (Table 1). This may be attributed in large measure to action taken by the City Council in 1995, placing a moratorium on the extension of sewer service beyond the City limits, pending annexation.

While the City was losing population between 1970 and 2000, the urban area of which it is the center and Kershaw County of which it is the seat were growing. The fringe urban area population, consisting of persons residing in the Camden and Northeast Camden County Census Divisions, excluding the City of Camden, grew by 40 percent over the last three decades, recording a net increase of 4,015 people. Kershaw County had an even greater increase, growing by 52 percent

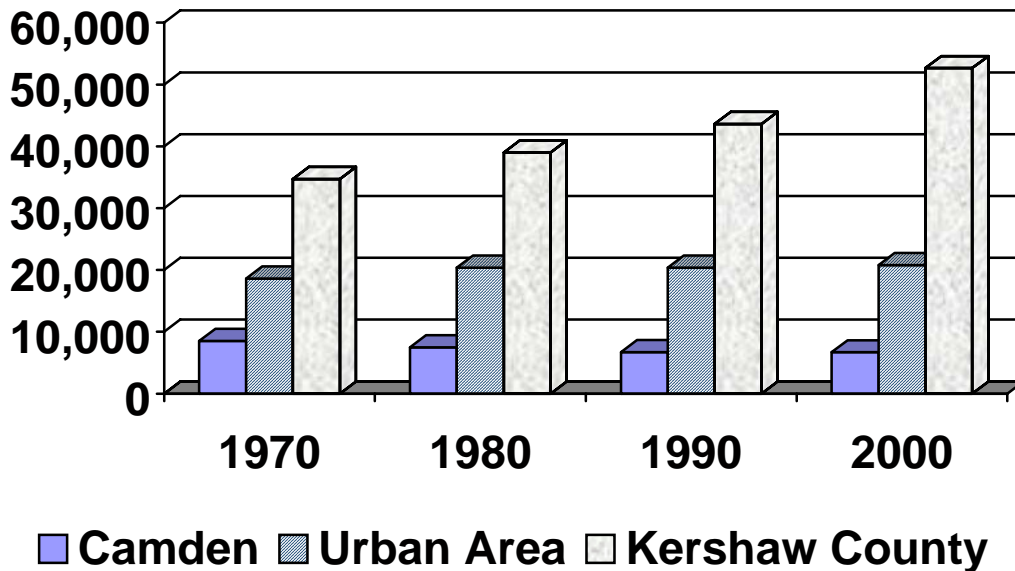
Why was the City losing population when the County and the larger urban area of which it is the center were growing? Three reasons. One, households were getting smaller, having declined in Kershaw County by 40 percent over the last three decades. Two, the City was not aggressively expanding its boundaries, until 1995. And finally, out-migration.

**TABLE 1
POPULATION PROFILE**

	1970	1980	1990	2000	2005	% Change 1970-2000
City of Camden	8,532	7,462	6,696	6,682	7,000	- 22
Urban Fringe	10,084	12,919	13,653	14,099	NA	40
Urban Area(1)	18,616	20,382	20,349	20,781	NA	12
Kershaw County	34,722	39,015	43,599	52,647	56,486	52
Camden % County	25	19	15	13	12	-52
Urban Area % County	54	52	47	40	NA	-26

Source: Us Census, selected years. 2005 data represent US Census Estimates, 2006
(1) Urban Area consists of Camden and Camden Northeast CCDs.

**CHART I
POPULATION TRENDS**



That the City's population has declined over the last three decades is no indication that it will continue to do so. Camden is the center of a County projected to add approximately 10,000 residents by the year 2020, of which about 4,000 likely will locate in the Camden urban area. Already within the urban fringe area is a population of approximately 14,000.

But in order for the City to participate in the growth of and increase its numbers from the fringe area population, it must focus on annexation. The City is essentially built-out, but for a few scattered areas and a large 800 acre undeveloped tract recently annexed north of the City.

So what might be expected in the way of future population? Three scenarios are possible: (1) the City's population continues the trend of the last three decades, to decline and stagnate, or (2) the City adopts an aggressive annexation program to include the bulk of the unincorporated urban fringe of over 14,000 and projected for more, or (3) something in between – a selective annexation program targeting business areas (existing and projected) as well as desired population targets.

The first scenario (A-Line) is based on the assumption that the City's boundaries will remain relatively unchanged, forcing growth and development to come from within. If this scenario plays out, the City's population will continue to stagnate. There is simply insufficient room for internal growth to off-set this trend, the 800 acre tract annexation notwithstanding.

The second scenario (B-Line) assumes an aggressive annexation program, designed to bring into the City all contiguous fringe area development and undeveloped properties with development potential.

The third scenario (C-Line) is based on the assumption that the City's boundaries will change moderately over time, embracing a larger share of the urban fringe area and increase proportionately to the County.

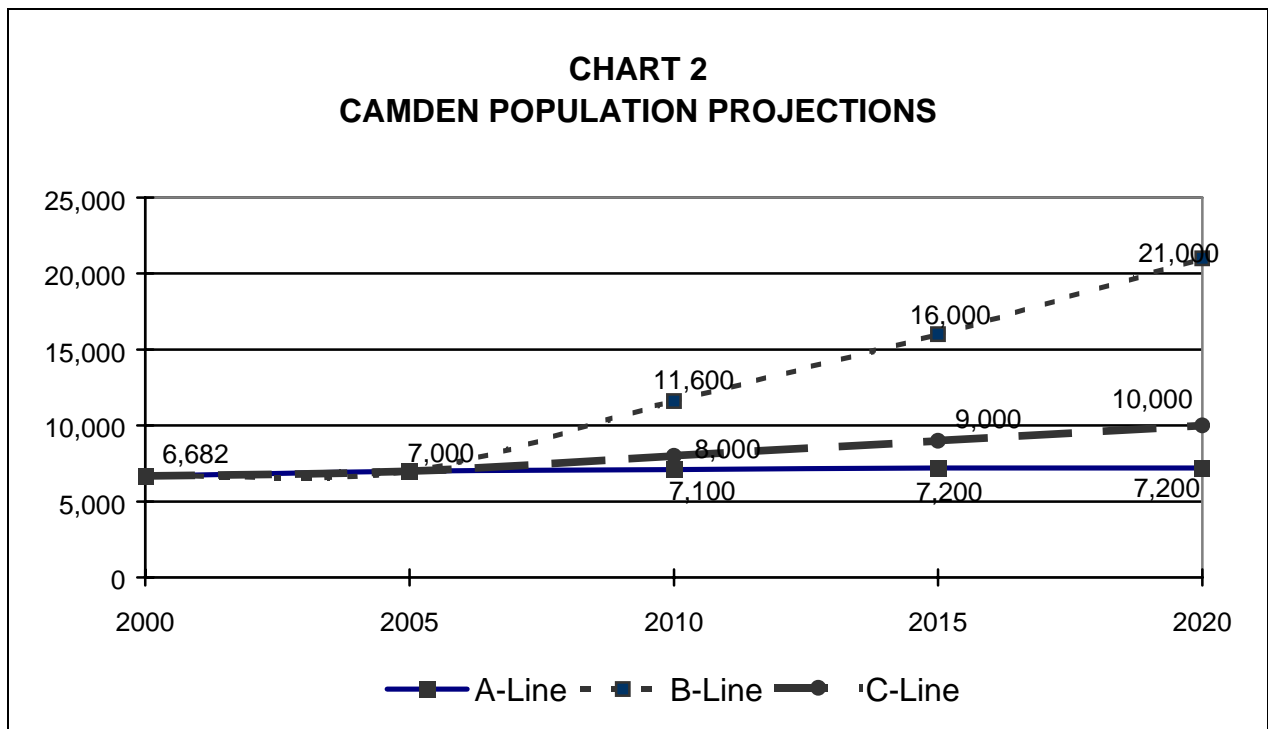
Each of these scenarios will produce different forecasts, as indicated by Table 2 and Chart 2. The one factor having the greatest impact is annexation. The City's commitment or lack of commitment to annexation will determine its future size and shape, notwithstanding the constraints of State annexation legislation.

In reviewing the three scenarios, it is probably safer to select the C-line or mid-course projection for future calculations, although either the A or B-line could prove correct, depending on what action or inaction the City takes on annexation. With an aggressive policy, the City could essentially triple its 2005 population estimate of 7,000, or by electing to maintain its current

corporate boundaries, it may be even smaller by 2020. The eventual size will depend on action or inaction by City officials.

	2000	2005	2010	2015	2020
Kershaw County	52,647	55,550	59,140	62,740	66,330
Camden A-Line	6,682	7,000	7,100	7,200	7,200
Camden B-line	6,682	7,000	11,600	16,000	21,000
Camden C-Line	6,682	7,000	8,000	9,000	10,000

Source. 2000 Census Data. 2005 Census estimates. Kershaw County projections by SC Office of Research and Statistics. Camden projections by Vismor and Associates on previously stated scenarios.



DEMOGRAPHIC COMPOSITION

In addition to numbers, it is essential to know the make-up of the population from a planning perspective. The principal components are race, age and gender. A discussion of each follows.

Racial Composition

There has been a gradual change in the racial composition of the City over the last 30 years. From 40 percent of the population in 1970, the minority population declined to 39 percent of the total by 2000, 37 percent African-American and two percent other minority groups. This decline is in contrast to sharp increases taking place in many other cities and towns across South Carolina, particularly those in the Pee Dee region of the State, where African Americans now make up a majority of the population.

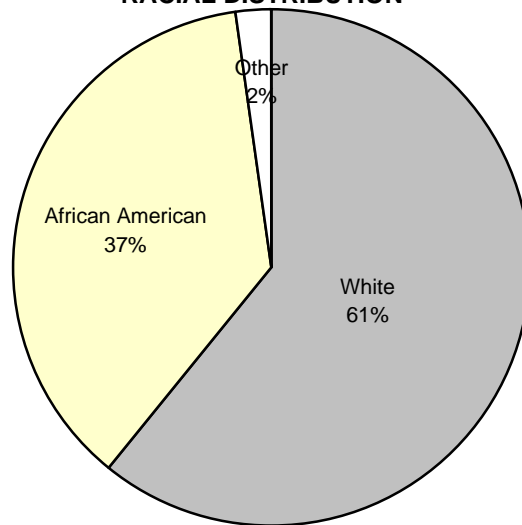
**TABLE 3
RACIAL CHARACTERISTICS/TRENDS**

	1970	1980	1990	2000	Change 1970-2000
# Whites	5,145	4,253	3,806	4,057	-21%
# African American/Other	3,387	3,209	2,880	2,625	-22%
% African American/Other	40	43	43	39	

Source: U. S. Census, Selected years.

Both African-American and White populations declined between 1970 and 2000 by almost equal rates. There were 762 fewer African-Americans and other minorities and 1,088 fewer whites in 2000 than in 1970.

**CHART 3
RACIAL DISTRIBUTION**



From a general planning perspective these changes should have little impact on the future of the City. It is important however to maintain a racially balanced population as the City ponders future annexations so as not to invite interference or invalidation by the U.S. Justice Department.

Racial characteristics in the unincorporated urban fringe are a bit more imbalanced, with only 36 percent minority population, or 5,037 non-whites compared with 9,102 whites.

Age Composition

The most noteworthy trends taking place in the age of City residents are (1) a decline in the number of young people under the age of 18, and (2) an increase in the number of elderly, 65 and older.

From 3,033 persons or 36 percent of the total population in 1970, the less than 18 age group dropped to 1,457 or 21.8 percent of the total by 2000. This accounted for 85 percent of the total population decline between 1970 and 2000.

TABLE 4			
AGE GROUP TRENDS			
	1970	2000	Change
Under 18	3,033	1,457	-1,577
18-64	4,536	3,668	-868
65 & over	963	1,558	595
Median Age	29.3	43.2	13.9
Source. U.S. Census, Selected Years			

The elderly population grew from 11.0 percent to 23.3 percent. The more productive and procreative age group, between 18 and 64 vacillated between 53 and 55 percent over the last 30 years. Thus, major movement among the age groups has been confined principally to the young and the old.

The decline in the less than 18 age group may be attributed in large part by changes in child-bearing patterns. In 1957 the number of births per woman was 3.7. It fell to 1.8 by the mid-1970s, and with minor fluctuations has hovered around two per woman over the last 20 years, according to the

U.S. Census. This rate is slightly below the long-term replacement level. If not reversed, the decline of the young surely will show up in future population counts, if not off-set by annexation and/or in-migration.

That the City's elderly population is increasing is not surprising. This is a national and state-wide trend. People are living longer and many are apparently staying in place as opposed to out-migrating to retirement and resort communities.

The U.S. older population grew rapidly for most of the 20th century, from 3.1 million in 1900 to 35.0 million in 2000. Except during the 1990s, the growth of the older population outpaced that of the total population and the population under age 65.

Moreover, the older population is on the threshold of a boom. According to U.S. Census Bureau projections in 2003, a substantial increase in the number of older people will occur during the 2010 to 2030 period, after the first Baby Boomers turn 65 in 2011. The older population in 2030 is projected to be twice as large as in 2000, growing from 35 million to 72 million and representing nearly 20 percent of the total U.S. population at the latter date. In the next 22 years, the State's elderly population will grow 200 percent faster than the State as a whole, according to Census predictions.

The U.S. population continues to age. The median age (which divides the population into two groups, half younger and half older) rose from 22.9 in 1900 to 35.3 in 2000 and is projected to increase to 39.0 by 2030. The median age in Camden was 43.2 years in 2000. The oldest-old population (those 85 and older) was 34 times as large as in 1900, compared with the population aged 65 to 84 that was only 10 times as large. The oldest-old population is projected to grow rapidly after 2030, when the Baby Boomers begin to move into this age group. There is every reason to believe Camden's elderly population will mirror or exceed national trends and projections, based on 2000 Census data.

Contrary to the notion that most elderly retired people migrate to places like Florida and the coast, 85 percent of elder Americans prefer to stay in their homes and never move, according to a survey by AARP. **Aging in place** is a trend that is here to stay says AARP. Only 13 percent of older people

wish to move and the reason generally is to be closer to family as opposed to preference for a resort retirement community.

With most older people electing to age in place, Camden may expect its older population to stay home as well. But staying home does not mean business as usual.

A lifestyle change accompanies growing older. And the City should be responsive to the changing needs of its aging population.

Two of the principal concerns of the elderly are (1) the environment and (2) housing. In response to these concerns the City should consider and this plan should address the following issues as they relate to the City's enlarging elderly population.

Environmental Issues

- 3 **Transportation** - Make getting places easier. Focus on alternatives to private vehicular transportation, i.e. sidewalks, bikeways, and public transit. Require installation of easy to read directional signs, ramps and hand rails in all public buildings.

- 3 **Social** - Increase the variety, accessibility and attractiveness of places where people meet, whether by accident or appointment, including passive parks.

- 3 **Safety** - Focus on different ways to increase safety and crime prevention.

Housing Issues

Few issues are more fundamental to the quality of life than where and how people live. Housing, one's most immediate physical environment, should be responsive to one's changing social, economic, and physiological characteristics. Housing can and should be made to do this by offering a broad range of options to address the full spectrum of shelter and service needs and the preferences of people throughout their lives.

Unfortunately, most residential areas are devoted exclusively to single-family detached housing on fairly large lots. Alternatives to this lifestyle are needed to more fully address the changing needs and preferences of an aging population. Such alternatives should include the following, among others:

- Continuing Care Retirement Communities (CCRCs)
- Accessory Apartments
- Shared Housing
- Assisted Housing
- Congregate Housing
- Retirement Housing Projects, Subdivisions
- Smaller Housing Units

Also critical to the planning of environments and housing more suitable to the elderly population is proximity of housing alternatives to health care facilities and commercial services.

Gender Composition

As a general rule, the female population is larger than its male counterpart. In 2000, the female population in South Carolina accounted for 51.4 percent of the total. The City of Camden by comparison had an even higher ratio of females. The City's female population increased gradually from 54.6 percent in 1970 to 54.7 percent of the total by 2000.

Nationally, the sexes are about evenly distributed in the pre-teen and teenage years, but with age the ratio generally becomes imbalanced on the female side. While the process is gradual, females at age 65 and over are in a definite majority position. This pattern is prevalent in the City of Camden where in 2000, females 65 and over comprised nearly two-thirds of the elderly population.

This trend has few physical planning implications, except for housing. More people, particularly elderly, of any one sex generally produce more one-person households, favoring smaller units and/or aggregate housing facilities. There are obvious social ramifications however with gender imbalance.

SOCIAL CHARACTERISTICS

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

In South Carolina higher education equates to increased earnings with each level of attainment, as illustrated in Table 5. Persons with a high school diploma earn on average 33 percent more than those who do not finish high school. Going to college will increase average incomes by 22 percent over those who do not attend. And each step above some college also will result in higher incomes, on average.

Education Attainment Level	Income	% Increase By Education Level
< High School Graduate	\$17,510	--
High School Graduate	23,315	33
Some College/Associates Degree	28,527	22
Bachelor's Degree	39,635	39
Graduate or professional degree	49,581	25

Source: U. S. Census, 2005 American Community Survey.

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

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

Education lengthens life and enhances health. Less-educated adults have higher death rates for all major causes of death, including chronic diseases, infectious diseases and injuries. Education also governs smoking habits.

The least educated are more than twice as likely to smoke as people with more education.

Educational Profile

Educational attainment levels of City residents 25 years and older improved greatly between 1970 and 2000. From 50 percent of the population in this category not having completed high school in 1970, the ratio was reduced to 21 percent by 2000.

As the number of high school dropouts declined, the number of high school and college graduates increased, as shown by Table 6. In fact, 38 percent of the City's population 25 years or older have four or more years of college compared with the state average of only 20 percent.

TABLE 6 CITY OF CAMDEN EDUCATIONAL ATTAINMENT LEVELS (Persons 25 Years and Older)						
	1970		2000		Numerical Change	Percent Change
	No.	%	No.	%		
No H.S. diploma	2,313	50	973	21	1,360	-59
H.S. diploma	775	17	1,144	24	369	48
College, no degree	575	12	796	17	221	38
College degree(s)	1,002	21	1,825	38	823	82

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

On the negative side 21 percent of the population 25 years and older have not finished high school. But there has been considerable improvement in educational attainment over the last three decades, when 50 percent of the City's adult population had less than a high school diploma. Since 1970, educational attainment levels have increased sharply and, we may conclude from Table 6, incomes have risen accordingly. All of this translates into higher standards of living and improved quality environs for an increasing number of Camdenites.

Income Profile

As indicated previously, higher education generally produces higher income. Such is the case in Camden where in 2000, per capita income was 18 percent higher than the per capita median and 21 percent higher than the family median in South Carolina. Median household income was slightly below the state average.

**TABLE 7
CITY OF CAMDEN
HOUSEHOLD AND FAMILY INCOME, 2000**

Annual Income	# Households	% Households	# Families	% Families
< \$25,000	1,047	36.4	508	27.5
\$25,000 – 44,999	659	22.9	374	20.3
\$50,000-99,999	837	29.2	692	37.6
\$100,000 plus	332	11.5	270	14.6

Source. U. S. Census Bureau, Census 2000, SF3, Table P52.

On the other end of the scale, poverty within the City also has declined. From 1,519 persons with below poverty incomes in 1980, the number was reduced to 1,022 by 2000.

**TABLE 8
INCOME COMPARISONS, 2000**

	Camden	South Carolina	% State
Median Household	\$36,209	\$37,082	98
Median Family	\$53,056	\$44,227	120
Per Capita	\$23,037	\$18,795	123

Source. *Ibid*

These data tell us a lot about living conditions in Camden, as higher than average educational attainment has produced higher than average incomes, and reduced the rate of poverty. However, the African American population remains burdened by poverty, as nearly one in three subsist on below poverty incomes.

**Table 9
CITY OF CAMDEN
POVERTY INCOME STATUS, 2000**

Total Population	1,022	16.9
White Alone	242	6.1
African American alone	780	32.2
Source. Ibid.		

NEEDS AND GOALS STATEMENT

From the preceding, we know:

1. that the City's population has been stagnating, but is beginning to show signs of renewed growth;
2. that the racial composition has remained relatively stable, while African Americans have replaced Whites as the majority population in many other South Carolina communities;
3. that the age composition is changing, with more elderly and fewer young people;
4. that the gender composition is changing, with an enlarging female population, particularly elderly;
5. that educational attainment and income levels are higher than the State average and on the rise; and
6. that poverty incomes and resultant poverty subsistence still persist in Camden, albeit greatly reduced from 1970.

To address these conditions, the following goals and strategies are established.

Population Goals

PG-1: Enlarge the City through annexation to include its logical urban service area.

The future demographic and geographic size of the City will depend on economic development and annexation. That the City has enacted a growth policy requiring annexation in exchange for sewer service clearly has aided in the expansion of the City limits and its population. Still, approximately two-thirds of the urban area population reside outside the City.

Given that annexation is not an easy proposition in South Carolina, the City is nonetheless challenged to annex in order to keep pace with or ahead of the spiraling cost of governmental administration and services, as property taxes still constitute the largest single source of local revenues.

Strategy

- ✓ Amend current policy on sewer expansion outside the City to include property in need of sewer service but not yet contiguous to the City. Enter into an agreement with such property owners to make sewer service available; provided the owner agrees to annex at such time as the property is contiguous. This is a common tool to effect annexation in South Carolina.

- ✓ Develop a more formal "Annexation Plan and Strategy". The City has much to offer outside residents and property owners, but the benefits of annexation are often obscured and distorted by preconceived notions and misinformation.

To confront these obstacles, the Plan and Strategy should focus on "pocketbook issues", addressing the cost and benefits of annexation. Positive responses to these issues are critical to a successful annexation program, as annexation is contingent on outside initiative and support for joining the City. Of equal importance to the City are answers to: how will the annexed area benefit the City, what will be the cost to serve the area, and is it compliant with the City's Comprehensive Plan?

PG-2 Create an "Age Sensitive" Community to meet and accommodate changes in age and gender composition of City residents.

The focus here is on developing more facilities and programs, and providing more housing alternatives and opportunities for an aging population, and accelerating economic development activity to expand job opportunities for younger people.

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

Strategy

In light of this situation, the following strategies are recommended to make the City more age sensitive. Implementation of such programs is recommended as an on-going activity, designed to:

- ✓ **Provide a diversity of housing alternatives.** This should include apartments, townhouses, small and large single-family residences, modular homes, accessory apartments and condominiums, all available at a range of costs. Ideally, diversity should be found throughout the City, and in most neighborhoods. The ready availability of affordable housing alternatives in one's own neighborhood will enable older people to make adjustments without leaving their community and foregoing all the relationships they have established over time.
- ✓ **Provide pedestrian and/or public transportation linkages.** The environment within which a person operates needs to be viewed as a series of links from one place to another. If this environment is only partially accessible, then it is essentially inaccessible to someone who is age impaired. In the absence of adequate sidewalks, a resident in a well designed assisted care housing project or neighborhood may be unable to reach a nearby park or other social or commercial outlet without a car. The ability of older persons to maintain their independence is dependent on linkages.
- ✓ **Adapt the environment to meet changing needs of the elderly.** Universal design is a significant innovation within the housing sector; the same approach should be applied to the

community at large in building design, site planning, and land uses. A long-term perspective should take into account the reuse and adaptability of schools to serve the needs of the elderly as senior centers, or senior housing and converted back as necessary. Also, parks should be redesigned to emphasize passive recreation opportunities, more attuned to the needs of the elderly.

PG-3 Raise the Educational Attainment of All Adults to or above that of a high school education.

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

Toward this end, the following strategy is recommended.

Strategy

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

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

PG-4 Reduce rate of educational attainment for persons 25 years and older from 21 to 10 percent.

Strategy

- ✓ Work with regional TEC schools to increase participation in adult education programs leading to GED diplomas. Provide incentives to make TEC programs more accessible to the community.

PART II. HOUSING ELEMENT

The housing element is one of the principal components of the Comprehensive Plan. It is a measure of lifestyle, and an indicator of land use and environmental conditions. The City's housing stock is its habitat. It is therefore essential to study and plan for housing improvements, protection, and expansion to meet future demands as part of the comprehensive planning process.

HOUSING TRENDS

The U. S. Census reported 3,272 housing units in the City of Camden in 2000. In 1970, the reported number of housing units was 2,967, an increase of 305 net units or an annual average increase of about 10 per year.

Since 2000, construction of new housing has picked up. The City issued 272 permits for new residential dwellings between 2001 and 2006, averaging 42 units a year. It also issued 30 demolition permits during this period, reducing the average annual increase to 37 – about 27 a year more than produced between 1970 and 2000.

HOUSING COMPOSITION

Single-family detached homes account for a majority of the housing in Camden. In 2000, they comprised 86 percent of the housing stock, down only slightly over the last 30 years. The stability of the single-family market in Camden is somewhat surprising because higher density alternatives such as apartments, townhouses and condominiums have made significant inroads into the national housing market over the last 30 years. Yet, such housing accounts for only 14 percent of the stock in Camden, up just a percent over the last three decades. Of the 272 residential building permits issued since 2000 (between 2001 and 2006), 120 or 44 percent were for multi-family units.

Most alternatives to single-family detached dwellings are driven by economics and changing lifestyles. Because incomes of Camden residents are higher than the State average, the economic incentive for such housing

is somewhat removed as a driving factor. Still, alternative housing did increase from 1970 to 2000, by 21 percent. Manufactured housing climbed to 99 units in 2000, but has since declined appreciable due to removal and razing of deteriorated and dilapidated units.

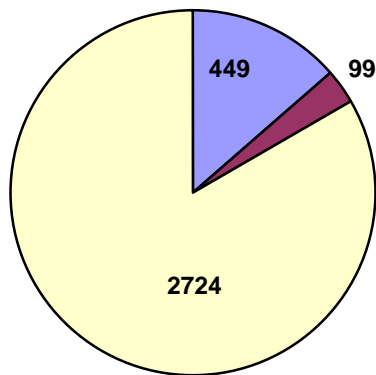
**Table 10
TRENDS IN HOUSING TYPES
CITY OF CAMDEN**

	1970		2000		Change	
	No.	%	No.	%	No.	%
Single-family detached	2,582	87	2,724	86	142	06
Attached/Multi-family	372	13	449	14	77	21

Source: U.S. Department of Commerce, Bureau of Census, Census of Housing, Detailed and General Housing Characteristics, Selected Years.

While changes in the local housing market have been relatively slow in coming, they will continue, and the City will be challenged to address alternatives to conventional single-family detached housing. Future housing proposals are likely to be mixed use with varying densities and housing types, including small-lot cluster development, townhouses, patio homes, etc..

CHART 4 Housing Distribution, 2000



A major concern with this type of housing development is its impact on the City's "built environment". It is critical to the future of the City that the impact is lessened to the extent possible in order to provide growth opportunities while preserving the history and ambience of the community.

Clearly "compatibility" is the key. Careful land use planning is needed to ensure that these inherent differences between housing types do not have a significant impact on the built environment, if Higher density

projects are to play a more significant role in meeting future housing needs in Camden.

HOUSEHOLD COMPOSITION

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

From 1970 to 2000, the number of persons per household in Camden dropped from 3.14 to 2.30 for a 27 percent reduction in the size of the average household. At the same time the population declined by 22 percent, while the number of households increased by 7.4 percent.

If not for the increase in the number of households, the Camden housing market could have sustained a severe decline in numbers. Instead, there was a 10 percent increase brought on by smaller households generating a need for more housing units when, in fact, the population was in decline.

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

In the City of Camden, 63 percent of all households are family households, 34 percent are one-person households and three percent are “other” non-family households, according to the 2000 Census. Thirty-six percent or 1,032 households are occupied by householders 65 years of age or older. Eighteen percent or 523 households have incomes below poverty level.

Shrinking household size would normally be a sign of a reduction in population density and a corresponding need or preference for smaller housing units. This is not the case in Camden. Twenty-one percent of all housing in the City has four or more bedrooms, and 63 percent has three or more bedrooms.

Future households are projected to further decline in size. If trends over the last three decades are a true indication of things to come, there will be one fewer person per household by the year 2010 than in 1970.

**TABLE 11
HOUSEHOLD CHARACTERISTICS, 1970-2000
CITY OF CAMDEN**

	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
Number of Households	2,675	2,830	2,728	2,874
Persons Per Household	3.14	2.59	2.37	2.30
Percentage Change	<u>1970-1980</u>	<u>1980-1990</u>	<u>1970-1990</u>	<u>1990-2000</u>
Number of Households	06	-02	02	05
Persons Per Household	18	-09	-25	-03

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

Household downsizing is the result of a combination of things, including: declining birth rates, an aging population and more one person households, increased divorces and separations, and delayed marriages.

Future household composition is projected nationally to increase among four basic groups, as follows:

	<u>Percent</u>
Elderly family households	25%
Non-family households	30
Husband-wife family households	25
Single-parent family households	20

If we assume that national household projections offer reasonable estimates of probable trends in the City of Camden, changes in the number of households by type may be extrapolated in the form of "internally generated" households i.e. households formed from the existing population base via marriage, divorce, separation, children leaving home, etc. Also, household growth will result from net in-migration i.e. households moving into the area. The composition of those moving into the City should differ significantly from internally generated households, as indicated by the following distribution pattern.

	<u>Percent</u>
Elderly family households	05%
Non-family households	23
Husband-wife family households	69
Single-parent family households	03

In summary, the Plan should take into account the projected growth in the number of households and projected household composition to more accurately predict the future housing needs in the community.

OCCUPANCY CHARACTERISTICS

The majority of housing in Camden is owner-occupied, and on the rise. Home ownership increased by 13 percent between 1970 and 2000. In contrast, rental occupied dwellings declined by four percent. Part of the change may be attributed to the vacancy rate, which increased from 10 to 13 percent during this period.

**TABLE 12
OCCUPANCY TRENDS**

	1970		2000		Change	
	No.	%	No.	%	No.	%
Owner Occupied	1,811	61	2,049	71	238	13
Renter Occupied	862		29	825	25	-37
-04						
Vacant	294	10	409	13	115	39

Source: U.S. Department of Commerce, Bureau of Census, General Housing Characteristics, Selected Years.

The fact that owner occupancy is relatively high and on the rise is a good sign, as it represents community vesting, which translates generally into better maintained homes and neighborhoods.

FINANCIAL CHARACTERISTICS

Financial characteristics or values are a barometer of housing conditions. They tell us a lot about living conditions in the City which appear to be generally better or higher than in the County and on average with housing

values and conditions across the State. Fifty-five percent of the owner-occupied housing in Camden was valued at less than \$100,000 compared with 54 percent in the State and 61 percent in the County.

Conversely, 14 percent of the City's owner-occupied dwellings are valued above \$200,000, compared with only eight percent in the County and 13 percent statewide.

The median value of housing in the City is slightly less than the State median, but seven percent higher than the County median.

Table 13
Housing Costs and Values, 2000
City of Camden

	Owner-occupied Units Camden		Ratio South Kershaw Carolina County	
	No. Units	Ratio		
Less than \$50,000	244	13	13	12
\$50,000 - 99,999	769	42	41	49
100,000 - 149,999	365	19	22	20
150,000 - 199,999	230	12	11	11
200,000 plus	276	14	13	08

MEDIAN VALUE CITY OF CAMDEN \$94,000
MEDIAN VALUE KERSHAW COUNTY \$88,000
MEDIAN VALUE STATE OF SC \$94,900

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

PLUMBING AND KITCHEN CHARACTERISTICS

Something as basic as plumbing and complete kitchen facilities are viewed in this day and time as standard components in all homes. But such has not always been the case, nor is it still true of all homes in Camden. Based on 2000 Census, 16 dwellings in Camden are still without complete plumbing facilities. Also, the Census identified 60 homes with incomplete kitchen facilities.

While housing conditions have improved substantially over the last several Census surveys, there is still work to be done in terms of meeting the goal of the "National Affordable Housing Act of 1990", that every American family be able to afford a decent home in a suitable environment.

STRUCTURAL CHARACTERISTICS

In the absence of individual housing inspections, it is not possible to assess with any degree of accuracy structural conditions of the City's housing stock. However, there are some indices, such as the absence of plumbing and complete kitchen facilities, and housing values. To conclude however that all but the handful of homes lacking complete plumbing and kitchen facilities were structurally sound would be a mistake. From a 2006 windshield survey of the community, several neighborhoods were identified as having structurally deficient housing.

One factor for determining housing conditions is "age of housing". Older homes are more likely to pose fire hazards, have dangerous code violations, have lead paint, or be structurally deficient in some way. The median age of housing in the City of Camden is 1957 which means one-half the homes were built before 1957 and are over 50 years old, and one-half were built after 1957. Nineteen percent of the housing stock, or 387 units were built prior to 1940. While this is not a condemnation of all older homes, it is an indicator of possible substandard conditions based on age. Where such housing exists, the potential for becoming substandard and the cost of maintenance generally are greater.

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

By applying the findings of this study to the City of Camden, using 2000 Census data, we are able to estimate the number of substandard

housing units in the City, the severity of housing conditions and the need for rehabilitation, e.g.. Minor, Moderate, or Major.

Of the 2,016 housing units reported for Camden by the 2000 Census, we estimate 94 or about one in 22 (4.7 percent) require major rehabilitation; 209 housing units or about one in 10 (9.9 percent) need moderate rehabilitation; and 607 or about three in 10 (30.5) can make do with only minor rehabilitation (Table 14).

An estimated 54 percent of all housing built before 1940 (209 units) require some type of rehabilitation, about 10 percent more than the figure cited for all housing. Over seven percent of the pre-1940 housing stock is in need of major repair, compared with only 2.6 percent of all housing built after 1980.

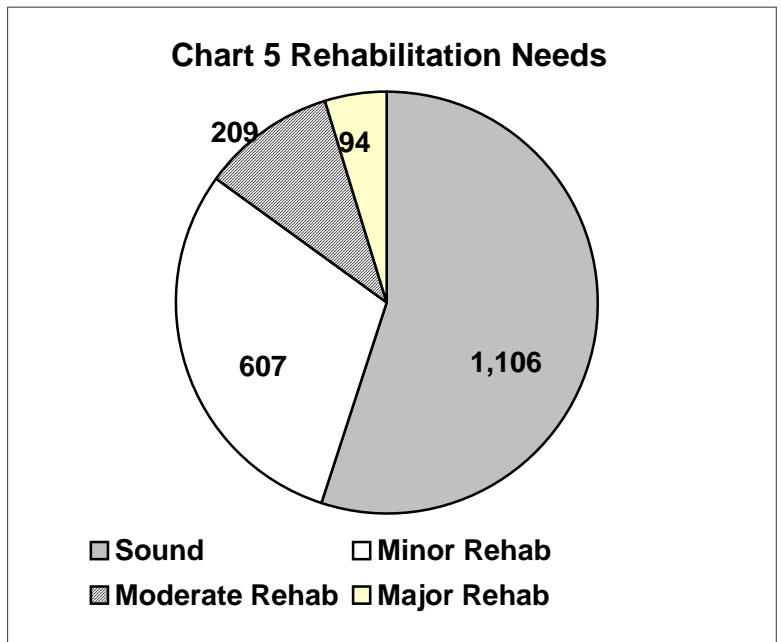


Table 14 Estimated Rehabilitation Need, By Age of Housing									
Number of Units By year built		Minor Rehab.		Moderate Rehab.		Major Rehab.		Total Rehab.	
		%	No.	%	No.	%	No.	%	No.
320	1980-2000	29.0	93	5.4	17	2.6	8	36.9	118
213	1970-1979	30.6	65	7.6	17	3.9	3	42.0	85
1,096	1940-1969	30.4	325	10.8	118	5.0	55	46.2	498
387	< 1940	32.0	124	14.8	57	7.3	28	54.0	209
2,016		30.5	607	9.9	209	4.7	94	45.5	910

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

HOUSING PROJECTIONS

What does the housing industry hold in store for the City? Based on the population forecast (Table 2, C-Line) and further projected declines in the size of households, the future looks positive.

Forecasts through the year 2020 show an increase of over 1,500 housing units, far more than the 10 to 12 a year produced between 1970 and 2000, and greater than the 37 a year produced between 2001 and 2006. This forecast is based on population growth projections primarily through annexation. It rejects the stagnant and declining situation of the past.

All of this may not be new construction however, as annexation is expected to add to the existing housing supply. But the increase should continue to outdistance population growth, based not only on decreasing household size, but construction of replacement housing lost from inventory over time (between ½ and one percent per decade).

TABLE 15 HOUSING FORECAST CITY OF CAMDEN				
	2010	2015	2020	Total
Additional Population	1,000	1,000	1,000	3,000
Household Size	2.16	2.10	2.04	
Additional Housing Units	460	475	490	
08% Vacancy	<u>+35</u>	<u>+37</u>	<u>+40</u>	
Total New Units	495	512	530	1,537

Source: Vismor & Associates, Inc.

NEEDS AND GOALS STATEMENT

From the preceding we know:

- (1) the housing market is changing and the City is challenged to adjust to these changes while protecting both its built and natural environment;

- (2) the size of households is shrinking, giving rise to potential changes in the size of housing, and accelerating the need for housing;
- (3) owner-occupancy is relatively low, but stable;
- (4) housing values and conditions in the City generally are comparable to state averages but higher than in the County;
- (5) nearly one in five households are below poverty income level; and
- (6) the net increase in housing has been greater since 2000, from 10 a year to 37.

Housing Goals

HG-1: Protect the “built environment” while accommodating a changing housing market.

A changing housing market and annexation of developed residential areas will bring into the City a greater mix of housing. This, in turn, will heighten the need for more comprehensive development regulations and a full complement of development options (tools) to meet ever changing housing market forces.

Strategy

- ✓ **Amend Zoning Ordinance to include provisions for “development agreements”.**

Currently the City relies on zoning and land development regulations to assure orderly development. It’s most effective tool for large scale residential projects is the Planned Development District (PDD) in the zoning ordinance. The PDD permits flexibility of development and ensures land use compatibility by requiring plan review and approval by the Planning Commission and City Council and rezoning, following a public hearing.

An additional development tool, and one recommended for inclusion in the Zoning Ordinance, is a “Development Agreement”. This type of agreement, if required as a condition to development of large scale projects (greater than 25 acres of highland, minimum requirement) could be used to exact conditions acceptable to the City (Council) while providing greater flexibility and assurances to the developer. In addition, the process could be concluded without rezoning.

✓ **Amend the Zoning Ordinance to allow use of the PDD on large undeveloped tracts prior to a development proposal.**

This would institute complete land use flexibility for the developer/owner, but would subject all project proposals within the designated district to public hearings, and review and approval by the Planning Commission. Projects greater than 25 acres of highland could be required, as a condition for approval, to enter into a contractual agreement with the City Council.

✓ **Amend the Zoning Ordinance to allow for “Cluster Development”**

Cluster developments are permitted within the PDD and would be permitted in a Contractual Agreement between the City and the Developer. It still may be helpful, however, to specifically detail the standards and conditions for cluster development within the City in the Zoning Ordinance.

HG-2: Increase the Supply of Structurally Sound Low to Moderate Income Housing.

The extent of such housing in the City of Camden is shown on Table 14.

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

- (1) To increase the supply of assisted housing, and

- (2) To add to the supply of structurally sound housing by rehabilitating existing substandard housing stock.

Strategy

✓ **Increase the Supply of Assisted Housing**

Household poverty and physical conditions in certain parts of the community indicate that financial assistance will be needed to meet the goal of the National Affordable Housing Act of 1990, that "every American family be able to afford a decent home in a suitable environment". To this end, there are a number of agencies and programs designed to assist low-to-moderate income families in obtaining decent housing, including rental assistance programs.

The State Housing Authority offers up to \$4,000 to assist eligible borrowers with down payments and closing cost. Habitat for Humanity builds new homes for low-to-moderate income persons with an investment of "sweat equity". There are many other resources as well, all of which should be investigated and made available to low-to-moderate income families in Camden.

But assisted housing can create problems of community acceptance when built in project settings. Therefore to make such housing more acceptable to the community and compatible with its surroundings, the following location criteria are recommended.

- (1) Such housing should be located on "scattered sites", as opposed to concentrations or "project settings".
- (2) Such housing should be designed for compatibility to blend with its proposed surroundings.
- (3) Such housing should be geographically dispersed to provide for "location preference".

✓ **Rehabilitate Existing Substandard Housing**

The City has been actively involved over several years in the renovation and rehabilitation of structurally deficient homes, with assistance from the Community Development Block Grant Program as well as the HOME program. Continued participation in these programs is strongly recommended as a means of salvaging existing housing stock and improving housing conditions. Also, CLG (Certified Local Government) grants and Historic Rehabilitation Grants could prove helpful since many areas of substandard housing are located in historically significant areas or are historically significant in and of themselves.

HG-3: Protect and Maintain Existing Supply of Quality Housing.

Most of the City's housing is structurally sound, secured in stable residential environs, and protected by zoning regulations. The goal here is to ensure the long-term maintenance of such conditions and environs.

Strategy

Identify through the planning process all stable neighborhoods and apply and maintain appropriate protective residential zoning. Condition any change to such zoning on compliance with or amendment of the Comprehensive Plan. This strategy establishes a definitive link between the plan and applicable zoning regulations.

HG-4: Preserve Historic Homes and Structures.

It is a point of community pride that many of Camden's homes are historically significant. To ensure that such housing is protected for future generations to appreciate, preservation and restoration incentives should be made available to homeowners and businesses for such purposes.

Strategy

Maintain Historical Overlay Zoning in historic areas to ensure that such housing is protected for future generations to appreciate.

HG-5: Encourage Infill Housing and Make More Infill Sites Available By Razing Dilapidated Structures.

Most vacant lots are located in proximity to and within walking distance of the downtown, appealing to a diversified market. These properties could resolve some of the transportation issues for low-to-moderate income households. They also have appeal to upper income households in search of “downtown living” with all of its amenities, e.g. sidewalks, parks, street lighting, proximity to cultural resources, etc.. These sites are also in receipt of all City services and infrastructure, and are primed for development.

Additionally, most of Camden’s seriously deteriorated and dilapidated dwellings are located in the same general area, providing redevelopment and infill opportunities once they are removed. Currently the City is razing five structures a year, on average. This translates to five additional infill sites per annum, which could be increased with stepped-up or more intensified inspections.

Strategy

- ✓ Waive or prorate water and sewer tap fees.
- ✓ Accelerate inspection and removal of dilapidated dwellings and structures to rid the City of unwanted blight and create more infill sites for new housing.

PART III. ECONOMIC ELEMENT

This element of the Plan focuses on internal as well as external forces and conditions that shape the City's economy, and are responsible for the standard of living of its inhabitants.

The local economy is not confined to the City limits. It is shaped to a large extent by what is happening in the County, the region, and the State. Therefore, this element looks beyond the City when assessing economic conditions, constraints and capabilities.

EMPLOYMENT AND LABOR FORCE

The County's civilian labor force, which includes the City of Camden, grew from 21,200 in 1990 to 25,005 by 2000 and 29,440 by 2006. The unemployment rate during this period remained relatively constant at about six percent, indicating complete absorption of the increased labor force into the job market. Only 12 of South Carolina's 46 counties have lower unemployment rates.

Major employment sectors include Agriculture, Construction, Manufacturing, Wholesale and Retail, Transportation and Utilities and Services. The contribution of each of these sectors to the local job market and economy is illustrated on Table 16. The table shows the impact of the Service industry on the local economy. It has been dubbed the major growth industry in the State and appears to be no less significant in Kershaw County.

The Service industry is broad in scope. It includes education, health and social services, which make up the largest sub-segment at 34 percent, followed by finance and real estate (16 percent), professional, management and administrative (14 percent), entertainment, recreation and food services (12 percent), public administration (11 percent) and other miscellaneous and lesser represented services (13 percent).

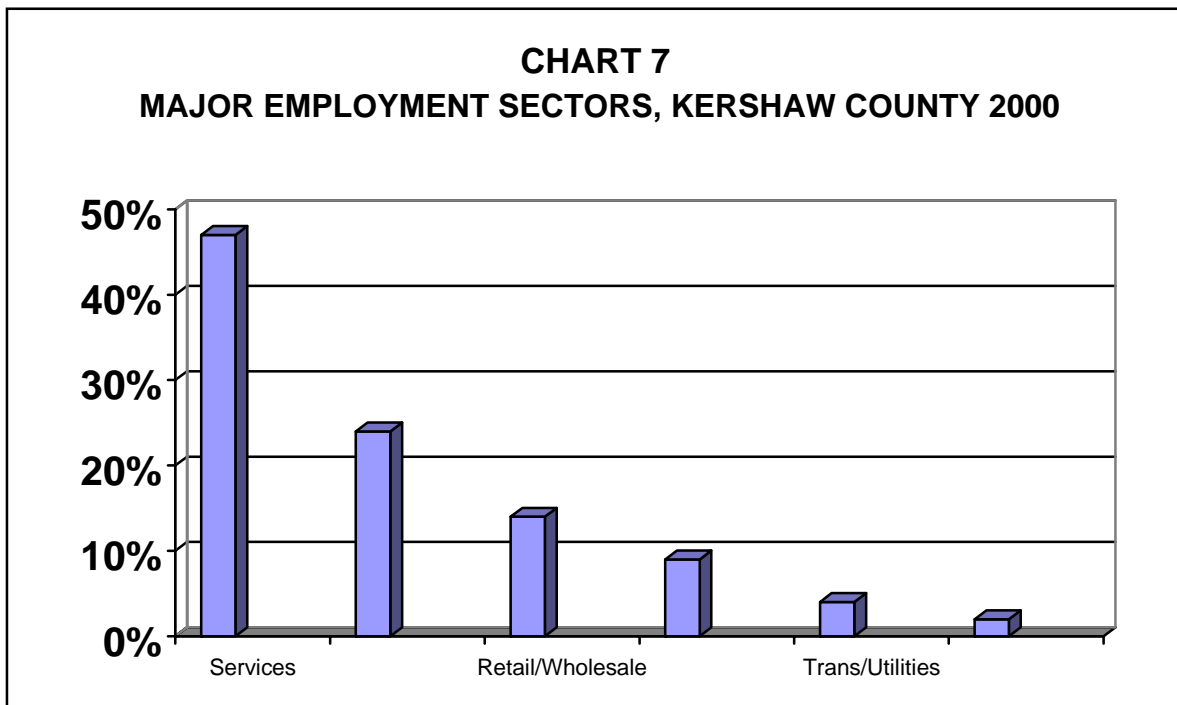
Manufacturing continues to be a major economic force in the County, ranked second among the six major sectors and accounting for nearly one in every four jobs. Retail and Wholesale trade jobs also contribute

substantially to the local economy, accounting for 14 percent of all jobs. Though relatively small in numbers, the agricultural industry still occupies a significant position in the local economy.

TABLE 16
MAJOR EMPLOYMENT SECTORS, KERSHAW COUNTY, 2000

Industry	# Employees	Percent Total	Rank
Services	11,649	47	1
Manufacturing	5,908	24	2
Retail, Wholesale	3,471	14	3
Construction	2,275	9	4
Transportation, Utilities	1,113	4	5
Agriculture	589	2	6
Total	25,005		

Source. S.C. Budget and Control Board, Office of Research and Statistics.



Females comprise about 46 percent of the County labor force, or approximately 13,500 of the County's 29,440 laborers in 2006. About seven percent of the County labor force resides in the City of Camden.

A closer look at the make-up of the City's labor force (16 years and older) is detailed on Table 17. Interestingly females account for a majority of the labor force in management, service, sales and office

jobs. They also account for one-half of the labor force in professional occupations, including education, computer, engineering, legal, architecture, arts, healthcare, life, physical and social science.

**TABLE 17
EMPLOYMENT BY OCCUPATION, 2000
CITY OF CAMDEN**

Occupation	Male	Percent	Female	Percent
Management	527	46	612	54
Professional	285	50	281	50
Service	222	40	333	60
Sales & Office	278	45	347	55
Farming	61	85	11	15
Construction/Maintenance	274	100	0	0
Production/Transportation	175	55	143	45

Source. Census 2000 Summary File 3 (SF 3)

Males, on the other hand, are more commonly employed in farming, production, maintenance and construction occupations.

EMPLOYMENT CHARACTERISTICS

Statistically, and for analytical purposes, economic data are divided into three sectors: agriculture, manufacturing and non-manufacturing. A discussion of each follows.

Agricultural Sector

As indicated from the small number of persons engaged in farming, fishing and forestry operations (two percent of the labor force, Table 16), the agricultural sector of the local economy would appear to be minor. However, based on value of products sold, Kershaw County ranks seventh in the State, with only slightly less in annual sales than the much larger Counties of Spartanburg and Orangeburg, comparable with sales with Florence County and greater sales than Charleston County – four major agricultural counties in the State. Moreover, annual sales have increased greatly over time (Table 18).

The local agricultural industry is changing. The number of farms is on the rise as is the amount of acreage devoted to farming. But farms are

getting smaller, averaging only 146 acres per farm in 2002 compared with 222 acres 10 years previously. This is a result of occupational changes rendering farming a part-time operation, and farm income accounting for less than 100 percent of total household income.

Table 18
Economic Changes In Agricultural Profile, 1997-2002

	1992	1997	2002	Change	
				Number	%
Total Farm Product Sales (000)	\$19,898	\$60,386	\$84,475	\$64,577	325
Average Sales Per Farm	\$83,254	\$141,752	\$176,356	\$93,283	112
Number Farms	239	426	479	240	100
Land in Farms (acres)	52,938	80,972	69,703	16,765	32
Average Size of Farm	222	190	146	-76	-34

Source. Census of Agriculture, Selected years.

Manufacturing Sector

Since the industrialization of the South, manufacturing has driven the local economy, previously in the form of textiles. Neither textiles in particular nor manufacturing, in general, dominate the local economy as they once did. However, manufacturing remains important to the economic well being of the community. To the contrary, the significance of manufacturing in an evolving economy is magnified.

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

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

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

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

This picture is not quite as bleak in Kershaw County. In 2000, manufacturing provided 5,908 jobs or 24 percent of all jobs. Although down from 6,686 (32%) in 1990, this is still a relatively healthy balance when compared to the rest of the State.

**TABLE 19
CAMDEN-LUGOFF AREA PLANTS
Located Between 1990 and 2006**

NAME	NAICS	EMPLOYEES
Forgitron	3449	12
Haier American Refrigerators Co.	33522	225
Hengst	336399	56
Howden Buffalo, Inc.	3564	75
Image Printing Co.	323114	5
Martins Machine Co.	332710	20
Oak Mitsui	332999	80
Prestage Farms Inc.	311615	100
Southeastern Electronics	335999	15
The Bag Lady	314911	20
Carolina Miscellaneous Metals	332323	15
Conner Industries	321999	33
Hardaway Concrete Co.	3273	7
Kawashima Textile USA	31331	172
Midlands Tooling Systems, Inc.	332710	14
S. C. Yutaka Technologies, inc.	336330	290
SPX Filtran	336399	70
Target Corporation	493	700
Whidtec Inc.	332999	18
Total		1,929

Source: Kershaw County Economic Development Office, Industrial Directory, 2006.

While there has been a loss in manufacturing jobs over time, the County has been successful in recruiting new industries, adding 19 new plants and 1,927 new jobs between 1990 and 2006, all located in the Camden-Lugoff area. Unfortunately, it has not been enough to offset layoffs, closures, and restructuring in some of the older plants.

Of the 5,908 manufacturing jobs in the County in 2000, over 90 percent are located in the Camden-Lugoff urban area, but very few are actually in Camden.

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

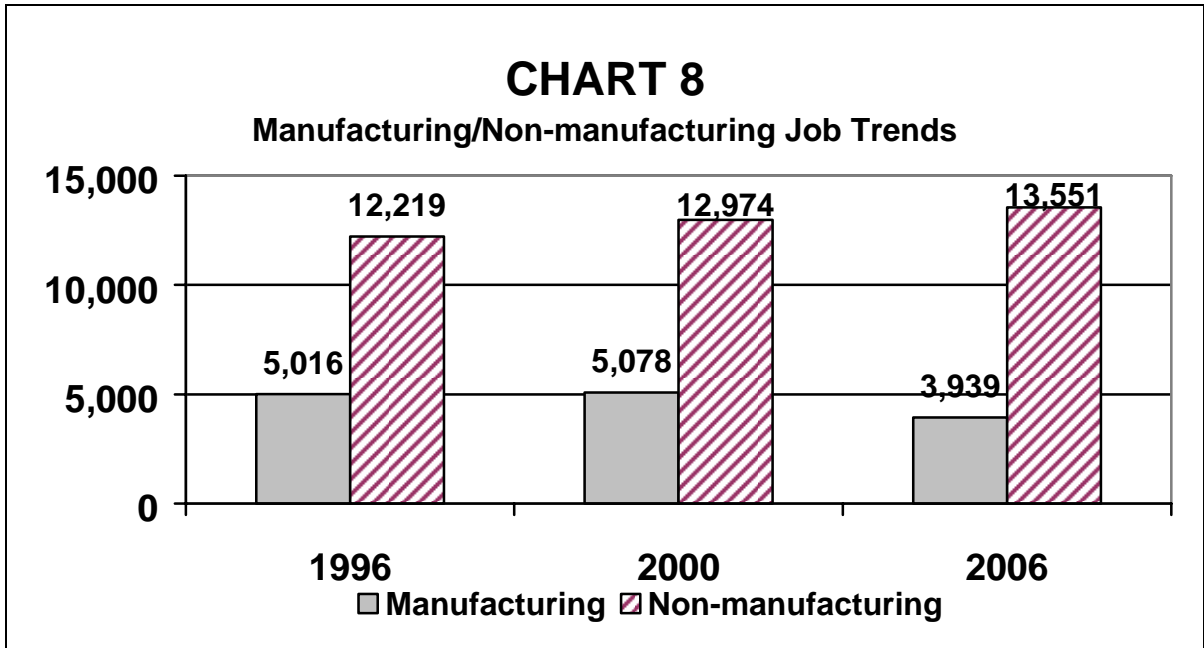
Non-manufacturing Sector

Evolution of the local economy has been dominated by growth in the non-manufacturing sector. Growth in this sector has accounted for most new jobs, increasing in the County by 11 percent over the last 10 years, from 1996 to 2006. The non-manufacturing sector added 1,332 jobs during this period, compared with a loss of 1,167 manufacturing jobs. But growth has not been uniform.

The largest gains have been in trade and services, now providing over 61 percent of all non-manufacturing jobs in the County. The increase in these segments is indicative of the County's position in the larger regional economy, extending beyond the County line.

That the County's job market is becoming increasingly service oriented is not surprising. The service industry has become the driving force of South Carolina's economy. In fact, the service industry is projected by the S.C. Employment Security Commission to provide one of every two new jobs in the state. This projection likely will apply to Kershaw County as well, because of the added impact of the equine industry, tourism and historical attributes. The service sector is involved in one

way or another in all aspects of business, including legal services, lodging, childcare services, education, health care and most business services in support of other industries in one way or another.



Four of the 10 largest employers in the County are non-manufacturing. They are: Kershaw County School District, Kershaw County Medical Center, Wal-Mart, and Kershaw County government.

The Equine Industry

Not listed in the above, but clearly one of the major non-manufacturing employers in the Camden Community and Kershaw County, is the Equine Industry.

The equine industry is estimated, in a locally sponsored and prepared Horse Show and Event Impact Study (1994 and updated in 1997), to provide 400 permanent full time jobs, and over three million dollars in income from two major events---the Camden and Colonial Cups---of which \$100,000 annually is donated to local charities. The bulk of the industry is centered in the Camden community.

A more recent study of the equine industry by the South Carolina Department of Agriculture and Clemson University in 2002, estimated the equine population in Kershaw County to include 3,900 animals,

with a value of approximately 39 million and an annual contribution to the local economy, in expenses, sales, and events, of about 30 million.

Within the industry there are three main elements: racing, showing and recreational. Of the three, racing dominates within the City, which has stabling for approximately 520 horses. Stabling facilities are utilized approximately six to eight months each year. Operating the facilities and caring for horses provides about 200 jobs. These facilities are spread over approximately 1,000 acres providing permanent green space within the City.

Direct spin-off from the equine industry impacts banking, insurance, accounting and real estate firms, as well as feed and bedding, veterinary practices, blacksmiths, hardware, farm equipment, fencing, construction, horse transportation and others.

Retail, Wholesale and Service

U.S. Census data for 1992 to 2002 show the retail and wholesale service sectors declining in the City in both number of establishments and employees. The retail sector lost 47 establishments during this period and 363 jobs. Sales were up, but the sales data were not adjusted for inflation. The ratio of retail establishments and employees to the County remained relatively constant at 55 and about 60 percent respectively.

What this means is that the City is not losing market share to the unincorporated area of the County, but is losing to the larger region, including the Columbia and Richland County market, where retail development in the nearby Clemson Road area has greatly challenged the much smaller retail market in Camden, and Kershaw County.

The wholesale sector has not fared as well as the retail sector. It declined by 38 percent over the same 10-year period, both in establishments and jobs. Here, the City appears to be losing out to the County, where it now houses only 41 percent of all wholesale establishments in the County compared with 70 percent in 1992, and provides only 25 percent of the jobs compared to 72 percent 10 years earlier. At this point, the wholesale sector has been reduced to very minor status in the City.

TABLE 20
Trends in Selected Businesses, Employment and Sales
City of Camden 1992-2002

	1992		2002		Change	
	# in City	% of County	# in City	% of County	Number	Percent
Business Establishments *						
Retail Sector	161	55	114	55	-47	-29
Service Sector	152	63	250	54	98	65
Wholesale Sector	21	70	13	41	-8	-38
TOTAL	334					
Employees						
Retail Sector	1,627	61	1,294	59	-363	-22
Service Sector	1,213	75	3,340	63	2,127	175
Wholesale Sector	123	72	35	25	-47	-38
TOTAL	2,963					
Annual Sales/Receipts (\$000)						
Retail Sector	\$160,864	60	\$183,994	47	\$23,080	14
Service Sector	49,180	76	160,614	66	111,434	227
Wholesale Sector	30,790	72	17,933	47	-10,875	-35
TOTAL	240,804					
* Establishments with payrolls.						

Source: U.S. Department of Commerce, Census of Service Industries, Census of Retail Trade, Census of Wholesale Trade, 1992, 2002.

The service industry has picked up the slack in the local economy. The number of service establishments increased by 65 percent between 1992 and 2002. The number of employees in the service industry increased by 175 percent, from 1,213 to 3,340. Annual sales/receipts grew by 227 percent. Even so, the City lost some of its dominance to the County during this period (Table 20).

Overall, the City maintained a competitive advantage of 50 percent or greater of retail and service establishments and employees, and sales/receipts in the service industry, albeit a steadily declining position. These trends – service establishments up and retail stores down – are reflective of changing roles in many communities, with the traditional commercial center functioning more as a service center than a retail hub.

With more and more establishments relocating from the City center to outside locations, annexation, again, remains a key issue, as this trend has and will continue to weaken the City's economic base. That the City still dominates the business sector within the County, accounting for over 50 percent of all retail and service establishments and jobs is due principally to its requirement that annexation precede the extension of sewer service. This has enabled the City to capture the emerging commercial activity in the South Dekalb-Springdale Drive area, and the Wall Street and I-20 area.

WORKER COMMUTING PATTERNS

Kershaw County exports more labor than it imports. Forty-five percent of the County workforce commute outside the County for employment. Twenty-five percent of the local workforce commute into the County for work. This worker exchange produces a net out-migration of 6,643 workers (Table 21). The majority of this exchange is with Richland County, making Kershaw a "Bedroom Community" in the larger Columbia Metropolitan Area.

However the County has stronger job pulling power than neighboring Lee and Sumter Counties, providing employment for 2,222 workers from these counties while exporting only 350 in exchange.

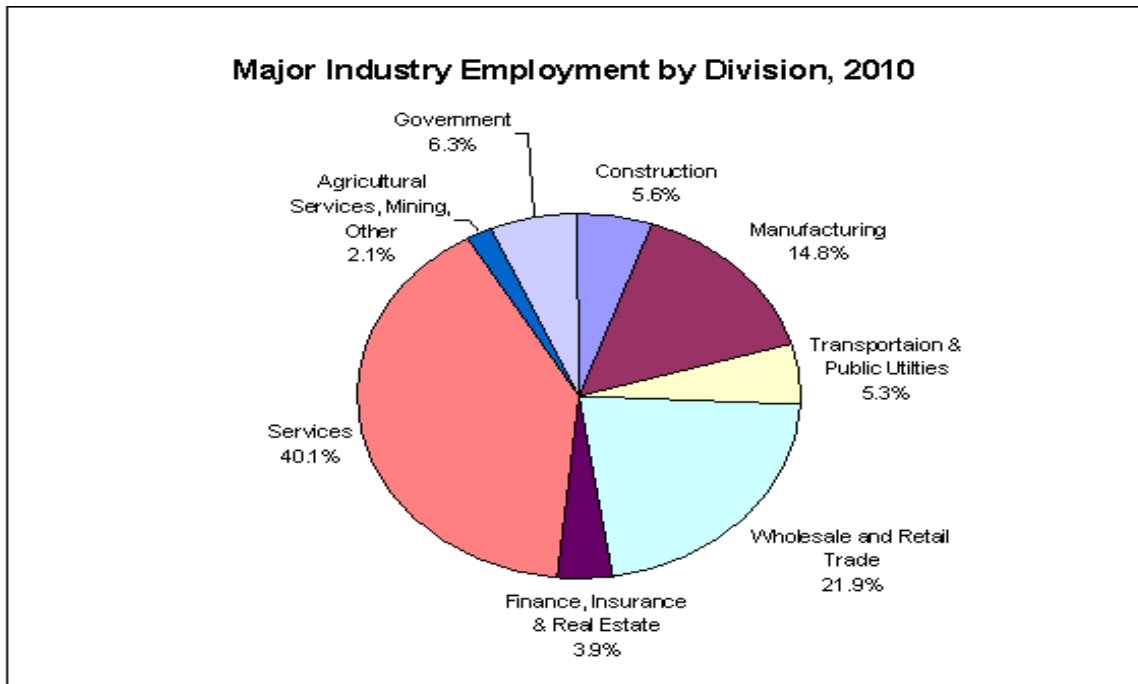
**TABLE 21
WORKER COMMUTING PATTERNS**

County of Residence	In-commuting From	Out-commuting To	Net Exchange
Richland	911	6,582	- 5,671
Sumter	844	197	+ 647
Lexington	258	899	- 641
Fairfield	124	532	- 408
Lancaster	540	896	- 356
Darlington	147	205	- 58
All Other Counties	1,622	1,778	-156
Total	4,446	11,089	-6,643

Source. U. S. Census. Worker Commuting Patterns, 2000.

EMPLOYMENT OPPORTUNITIES/PROJECTIONS

According to the Employment Security Commission, job creation will come principally from the service sector, followed by the wholesale and retail sector, as shown on Table 22. Government jobs, construction, transportation and public utilities also are projected to add to the job market.



The County may also benefit from job creation in the agricultural services sector, which is projected to add nearly 5,000 jobs statewide by 2010. No

additional jobs are projected for the manufacturing sector. Instead, projections show further reductions in this sector.

TABLE 22

EMPLOYMENT PROJECTIONS BY MAJOR INDUSTRY DIVISION

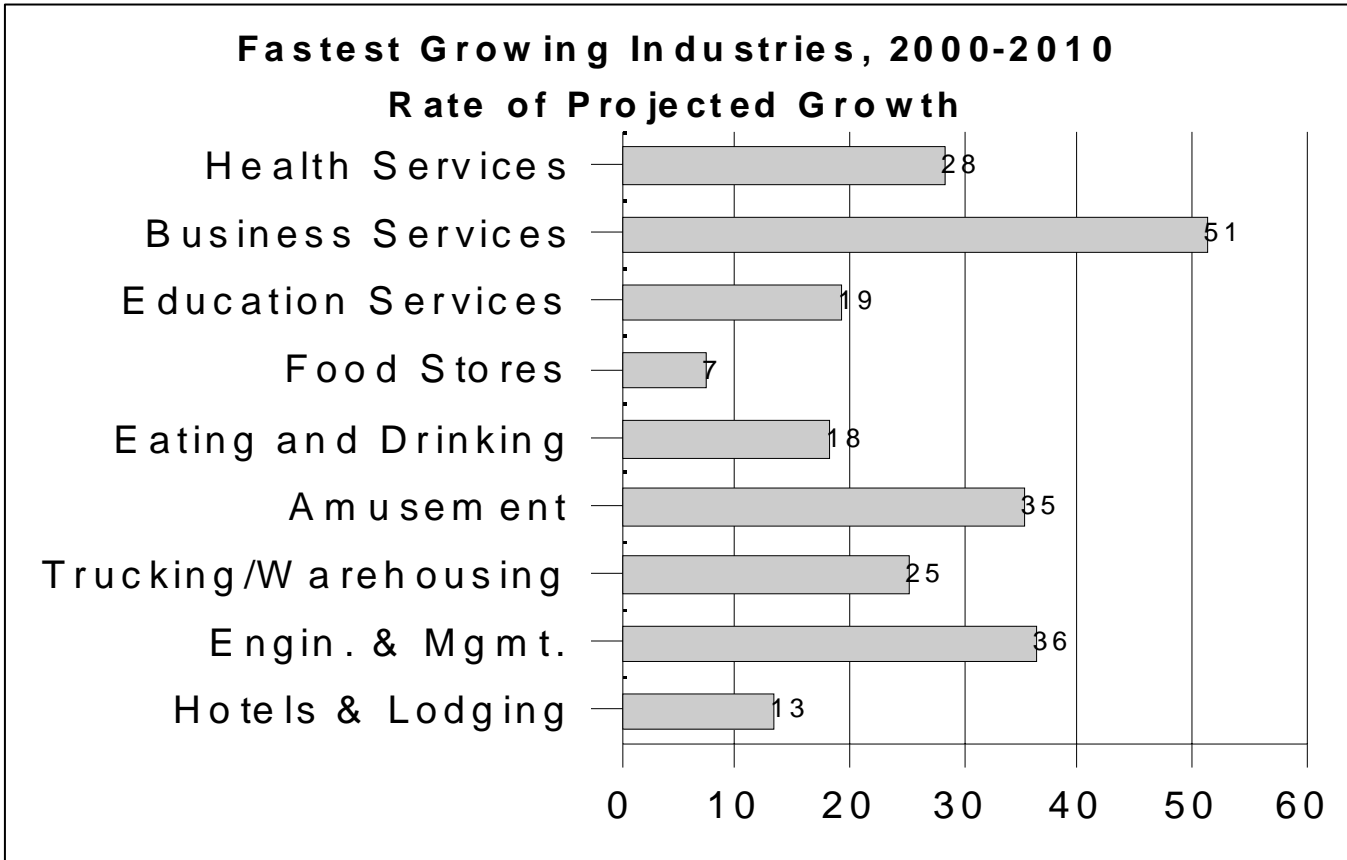
Industry Title	2000		2010		Change	
	Base Employment	Percent Employed	Projected Employment	Percent Employed	Employment	Percent
Total, All Industries	1,968,330	100.00	2,267,870	100.00	299,540	15.2
Agricultural Services	12,590	0.64	17,460	0.77	4,870	38.7
Mining	1,830	0.09	1,820	0.08	(10)	-0.5
Construction	113,060	5.74	126,940	5.60	13,880	12.3
Manufacturing	345,140	17.53	336,520	14.84	(8,620)	(2.5)
Transportation and Public Utilities	101,870	5.18	119,840	5.28	17,970	17.6
Wholesale and Retail Trade	40,480	22.38	496,630	21.90	56,150	12.7
Finance, Insurance and Real Estate	79,450	4.04	87,680	3.87	8,230	10.4
Services	731,580	37.17	910,240	40.14	178,660	24.4
Government	131,130	6.66	141,790	6.25	10,660	8.1

Following is an analysis by the Employment Security Commission of selected segments of the economy and the future job market.

Transportation and Public Utilities

The main contributors to this industry's growth will be trucking and warehousing, adding 7,218 new jobs, followed by air transportation with 2,443 jobs. Access to five major interstates and eight major airports serving the state, make transporting materials from place to place convenient for businesses. Companies developing a network of suppliers throughout the state will lead to job development. The communications area is expected to add an additional 3,000 new jobs, with cable and pay

TV leading the way. The utilities sector will see most of its growth in combination utility services and sanitary services as increased infrastructure needs and environmental concerns shape future development plans.



Finance, Insurance and Real Estate

Mergers and closings have been buzz words for the banking industry over the past few years, ultimately leading to job losses. Technology has also played a part with the implementation of automated teller machines (ATM) and phone access to account transactions, which lessen the need for workers to process transactions. Since 1991 depository institutions have eliminated 1,830 jobs, with the majority of losses coming from savings institutions and commercial banks. Personal credit and credit unions are expected to show the greatest gains in employment (1,010 and 470, respectively). In the area of insurance, insurance agents and brokers are expected to add the most jobs (1,410) based on projected population gains. Real estate employment is expected to rise 13 percent.

Services

The service industry has become the driving force for South Carolina's economy and will provide nearly one out of every two new jobs in the state through 2010. The service industry covers a wide range of employers including hotels, hospitals, data processing firms and child day care facilities. The commonality among these industries is that they are primarily engaged in providing services to individuals, businesses, government establishments and other organizations. Others worth noting are social services, legal services, miscellaneous repair, and business services.

Wholesale and Retail Trade

Trade is projected to contribute 19 percent of overall job growth between 2000 and the year 2010. Both durable and non-durable wholesale trade are in line with the state in terms of percentage growth. Those expected to contribute the most wholesale jobs are in machinery; equipment and supplies; and grocery products. In the area of retail trade, eating and drinking places are projected to increase by 18 percent and provide the most employment opportunities (24,058) within this sector. An anticipated upturn in tourism and resident population will be a drawing card for more restaurants and retail shops. Additional industry sectors driving retail trade also include apparel, food and furniture stores.

CONCLUSIONS AND GOALS

Conclusions

From the preceding, we know that:

- (1) The County's economic base is changing, with manufacturing jobs declining, but the County still has a higher rate of manufacturing jobs than the State;
- (2) The City's position as the service center of the County remains relatively strong, but it's position in retail and wholesale trade has weakened in relation to the County as a whole;

- (3) The agricultural sector of the economy has grown in farms and acreage.
- (4) The future job market is heavily oriented toward service and retail occupations.
- (5) The resident labor force has grown sufficiently to meet the demands of a growing job market.
- (6) The service industry offers the best opportunity for jobs and economic development.

Economic Goals

EG-1: Develop and maintain a balanced economy of sufficient size and strength to ensure a sustainable quality of life.

Strategy

- √ Provide technical and financial assistance to existing industry, where needed, to help adapt to a changing world economy.
- √ Promote industrial diversification, with emphasis on high paying growth industries, and white collar businesses with national or business unit head-quarters of firms and/or product engineering and research operations associated with manufacturing plants and companies in Kershaw County.
- √ Coordinate economic development activities with infrastructure and service providers, and County planning proposals.
- √ Foster an entrepreneurial environment that encourages economic development.
- √ Create new marketing tools, including CD presentations, showing the movement of better paying jobs and higher quality life conditions within the community.
- √ Provide quality child care service for low-to-moderate income workers. Promote provision of on-site child care by employers.

EG-2: Maintain or increase the current ratio of manufacturing to non-manufacturing jobs.

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

It is undeniable that like uses (manufacturing) attract like uses (manufacturing). The County's existing manufacturing base should aid in attracting additional manufacturing companies, provided the proper emphasis is placed on recruiting and accommodating such development.

Strategy

- ✓ Continue industrial development efforts of Kershaw County Industrial Development Office, in cooperation with Central South Carolina Alliance and the S. C. Department of Commerce.
- ✓ Attend trade shows and use the internet to "sell" local amenities and life styles.

EG-3: Cash in on South Carolina's emerging Tourism-Retirement Image.

With its rich history and equine assets, Camden has the necessary ingredients to become a "major tourist destination."

To this end, economic development efforts should be expanded to target tourist and retiree markets, both nationally and internationally. The State has placed great emphasis on promoting South Carolina as a tourist destination and retirement place.

With so much free advertising by the state, it should be relatively economical for the County to cash in on these initiatives and enjoy the benefits of an even broader based economy.

A Strategic Tourism Plan for Kershaw County, prepared in 2006, by the International Tourism Research Institute of SC recommends a strategic plan of action to more fully capitalize on economic development opportunities from the community's emerging tourism product. Key strategies applicable to Camden are included in the following.

Strategy

- ✓ Capitalize on state initiatives, and development of a more aggressive tourism promotion program, together with educational programs for individuals involved in tourism, and the integration of infrastructure development in support of tourism.
- ✓ More fully develop outdoor recreation assets, including golf, polo, water-related activities and soccer.
- ✓ Maintain cultural attractions and events that complement historical and equine related assets.
- ✓ Improve shopping amenities. Shopping is a top tourist activity in the U.S. and an important of capturing tourist dollars.
- ✓ Improve the variety of dining and lodging. The City's upscale market segments require diverse dining and lodging experiences.
- ✓ Invest in historical attractions and equine entertainment.
- ✓ Improve signage, interpretation and access.

In addition to the above, The African-American Heritage Project, also completed in 2006, recommends **Heritage Tourism** as a means of both promoting the community's African-American history but as a tool to help drive the local tourism industry. To this end, the following strategies are recommended.

- ✓ Create an African-American Heritage Center. Utilize the Price House as a heritage center where the City could display exhibits and preserve resources for researchers, or renovate Kirkwood School for a heritage and community center.
- ✓ Produce brochures and create a walking tour.

EG-4: Continue to Expand, Develop and Promote the Equine Industry.

Unique to but a few areas of South Carolina, the Equine Industry represents a significant part of the community's economic base. In fact, it forms what is referred to in the industry as an “equine economic cluster”, meaning an agglomeration of connected businesses collectively operating as a system to produce more than the sum of their individual parts. Such is the equine industry in Camden and Kershaw County.

The equine industry has been a mainstay and integral part of the community's economic base and social structure for nearly 200 years. To ensure its continuance, nurture its growth and expansion, and more fully capitalize on its position in the community, the following strategy is recommended.

Strategy

- ✓ Create an organization of horsemen to represent all horse related disciplines e.g. racing, showing, hunting and western pleasure – an association to speak with one voice for the industry.
- ✓ Construct a new central South Carolina show and enclosed event facility to attract year-round bookings.
- ✓ Protect the industry from intrusion of incompatible fringe uses.
- ✓ Develop affordable housing and low-cost transportation system to help sustain and meet the needs of equine labor pool.
- ✓ Establish and protect horse crossings and green space vistas.

- ✓ Strengthen and sustain the equine cluster through on-going analysis, monitoring, and nurturing. Viable clusters attract growth.
- ✓ Promote cluster based equine economic development. Identify gaps in the equine cluster and recruit businesses by conducting of the cluster. Target recruitment can strengthen the cluster and add to its competitive position.

EG-5: Strengthen the core commercial district of Camden.

Recommendations for improving not only the commercial core, but the larger business community as well are included in A Redevelopment Concept for the City of Camden, prepared in 1996 by the Palmetto Conservation Foundation.

Many of the recommendations for improving the downtown have been implemented, including streetscaping, placing utility lines underground, tree planting, island development, highlighted crosswalks decorative signage and more. However, the downtown is still plagued by vacant stores and buildings, resulting in lost economic activity, cumulative drawing power and negative imagery.

Strategy

- ✓ Prepare market study and strategy for attracting new businesses into the downtown. The role and market for downtown businesses has change considerably over time. It will take more than physical improvements to fully revitalize the commercial core. A marketing plan, including incentives for locating downtown, may be the best option for the future of downtown Camden, together with on-going improvements and maintenance recommended by the 1996 Redevelopment Concept Plan.
- ✓ Amend zoning regulations to permit mixed-use development in downtown, helping create a live/work environment utilizing upper floors for residential use.

INDUSTRIAL RECRUITMENT AND DEVELOPMENT

The South Carolina Department of Commerce is the lead state agency for industrial recruitment, development and maintenance. The Central South Carolina Alliance is the regional conduit and the Kershaw County Industrial Development Office is the local point agency for these duties.

In their combined approach to economic development in general and the above goals in particular, the focus is on recruitment of industries that are:

- (1) Environmentally sound,
- (2) Non-unionized, and
- (3) Pay high wages.

Industry meeting this criteria would be a welcome addition to almost any community. Higher paying industries equate to higher standards of living, while effectively precluding the need for unions. Environmentally sound industry generally is compatible with its surroundings and therefore unopposed by environmental groups. But what kind of industries meet the three criteria?

High Paying, Non-unionized Industries

Technology industries, emphasizing research and development (R&D), generally meet this criteria. In fact, the South Carolina Department of Commerce has assembled a list of technology industries based on their growth potential and above average wage scales. Included in this list are the following:

SIC	INDUSTRIAL CLASSIFICATION
281	Industrial Inorganic Chemicals
282	Plastics materials and synthetic resins, synthetic rubber, cellulosic and other manmade fibers, except glass
283	Drugs
284	Soap, Detergents and Cleaning Preparations, Perfumes, Cosmetics, and other Toilet Preparations
285	Paints, Varnishes, Lacquers, Enamels and Allied Products
286	Industrial Organic Chemicals

287	Agricultural Chemicals
289	Miscellaneous Chemical Products
348	Ordnance and Accessories, except Vehicles and Guided Missiles
351	Engines and Turbines
353	Construction, Mining and Materials Handling Machinery
355	Special Industry Machinery, except Metalworking Machinery
356	General Industrial Machinery and Equipment
357	Computer and Office Equipment
359	Miscellaneous Industrial and Commercial Machinery & Equipment
361	Electric Transmission and Distribution Equipment
362	Electrical Industrial Apparatus
365	Household Audio and Video Equipment and Audio Recordings
366	Communication Equipment
367	Electronic Components and Accessories
369	Miscellaneous Electrical Machinery, Equipment & Supplies
371	Motor Vehicles and Motor Vehicle Equipment
372	Aircraft and Parts
376	Guided Missiles and Space Vehicles and Parts
379	Miscellaneous Transportation Equipment
381	Search, Detection, Navigation, Guidance, Aeronautical and Nautical Systems
382	Laboratory Apparatus and Analytical, Optical, Measuring and Controlling Instruments
384	Surgical, Medical and Dental Instruments and Supplies
385	Ophthalmic Goods
386	Photographic Equipment and Supplies
387	Watches, Clocks, Clockwork Operated Devices and Parts
737	Computer Programming and Related
739	Commercial research and laboratories
891	Engineering services

That these industries are relatively high paying, job security and income are rarely employment issues. As a result, union membership is low to nonexistent in most workplaces.

Environmentally Sound Industries

This is an area in which the County must be very careful. Air quality standards enacted in 1999 limit ozone, an ingredient of smog, to 0.08 parts per million compared with the current standard of 0.12 parts per million. States and counties that do not meet the standards will have to implement rules to improve air quality or face losing federal funds.

In addition to being mindful of industries impacting the state's guidelines for air emissions, industrial recruiters should closely scrutinize chemical industries-SIC 28-and primary metal industries-SIC 33. While it is unfair to categorically define industries on the basis of their environmental relationships, the inherent production process of many of these industries is such that the potential exist for environmental conflict. However, the real gauge here should not be industrial classification, but the track record and history of a given industry, particularly small chemical mixing plants and industries impacting air quality.

INDUSTRIAL DEVELOPMENT POLICIES

Development policies in support of the stated goal herein include the following:

- ✓ Encourage the development of industrial uses in areas which will maximize the potential for safe, efficient and compatible operations while minimizing excessive infrastructure improvements and service costs to both industry and government.
- ✓ Promote the development of planned industrial parks and discourage the location of industry other than agro-industry in rural or natural resource areas.
- ✓ Encourage the development and/or expansion of environmentally sound industries that do not produce excessive noise, smoke, dust or other particulate matter, vibration, toxic or noxious waste materials, odors, fire and explosive hazards or other potentially detrimental emissions.
- ✓ Promote the location of industrial uses in areas which have

compatible soils, drainage and other site characteristics which minimize the cost of site preparation.

- ✓ Coordinate the location of industrial development with the provision of appropriate road, rail, and utilities and information regarding potential impacts on the Comprehensive Plan, community facilities and services, adjacent and nearby land uses, and environmental resources.
- ✓ Identify and reserve where possible appropriate lands for future industrial development and protect these lands as well as existing industry from encroachment by interim land uses which would detract from, would be incompatible with, or would preclude their future industrial utility.

MARKETING PLANS AND STRATEGIES

Following is a four point program designed to aid in the recruitment and/or expansion of industry and business in Kershaw County.

Product Development: Direct economic efforts to improving the County's weaknesses and maintaining its strengths.

Process Development: Create new partnerships and processes to introduce or expand the role of groups in the public and private sectors in presenting the County's case either directly to prospects or indirectly through participation in the creation of marketing materials.

Marketing Materials: Create or modify specific marketing collateral pieces such as proposal presentations, brochures, CDs, multi-media presentations, advertising copy, etc.

Marketing Programs: Initiate and coordinate proactive marketing activities by the City, County and Committee of 100 to include ad placement, direct mail programs, trade show attendance, etc., designed to generate economic prospects. designed to generate industrial and business prospects.

PART IV. NATURAL RESOURCES ELEMENT

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

Principal among the City's natural resources are wetlands, floodways, trees, topography, soil composition, and climatic conditions. An assessment of each follows.

GEOGRAPHIC PROFILE

The City of Camden is located in the central part of Kershaw County. It is approximately 10 square miles in area, including all land and water areas.

Kershaw County has three regional land formations: piedmont, sand hills and coastal plain. The City is located in the Sand Hills Region, which represents a fall line or transition position between the lower piedmont and coastal plain region of the state. It is this unique geographic position that is principally responsible for the establishment and subsequent development of the City.

CLIMATE

Camden has a temperate climate, characterized by ample rainfall in all seasons, short and usually mild winters and long warm summers.

In winter the average temperature is 42 degrees F. and the average daily minimum temperature is 30 degrees. In summer the average temperature is 78 degrees and the average daily maximum temperature is 89 degrees.

The total annual precipitation is about 50 inches. Snowfall is rare. In 60 percent of the winters, there is no measurable snowfall.

The average relative humidity in mid-afternoon is about 50 percent. Humidity is higher at night and the average at dawn is about 90 percent. The sun shines 70 percent of the time possible in summer and 60 percent in winter. The prevailing wind is from the southwest. Average wind-speed is highest, 8 miles per hour, in spring.

Climatic conditions are largely responsible for the physical, chemical and biological relationships of the soils and their present state. They are largely responsible for early settlement of the community by wealthy planters, moving from the coastal areas of the state to an area of cooler drier weather. They have also contributed to more recent population and industrial movement from less hospitable temperatures in the northeast (Frost-belt region) to the more hospitable Sunbelt region. As a result, they have and will continue to influence the development of the area, including the City of Camden.

WETLANDS

The term wetlands means those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. The principal criteria for determining wetlands are (1) hydrology, (2) soils, and (3) vegetation.

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

The Corps has developed a wetlands map for general reference, included herein. But for specific sites, a determination of wetlands by the Corps should be secured. Based on their determination, a permit from the Corps may or may not be required to develop the property.

Wetlands requiring a permit from the Corps are characterized as follows:

- (1) Wetlands which serve significant natural biological functions, including food chain production, general habitat and nesting, spawning, rearing and resting sites for aquatic or land species;
- (2) Wetlands set aside for study of the aquatic environment or as sanctuaries or refuges;

(3) Wetlands the destruction or alteration of which would affect detrimentally natural drainage characteristics, sedimentation patterns, salinity distribution, flushing characteristics, current patterns, or other environmental characteristics.

(4) Wetlands which are significant in shielding other areas from erosion or storm damage.

(5) Wetlands which serve as valuable storage areas for storm and flood waters;

(6) Wetlands which are ground water discharge areas that maintain minimum base flows important to aquatic resources and those which are prime natural recharge areas;

(7) Wetlands which serve significant water purification functions; and

(8) Wetlands which are unique in nature or scarce in quantity to the region or local area.

Where such conditions are found to exist, the Corps will evaluate each request for development on the basis of projected benefits to be derived from the proposed development in relation to the damage to the wetlands resource.

As most of the known wetlands currently are outside the City of Camden, the concern for wetlands development is minimal. But with annexation in the direction of known wetlands to the south and southeast, the City should adopt formal policies and procedures for dealing with wetlands development.

Suffice it to say, wetlands restrictions by the federal government make development of wetlands tenuous at best. Where, in the past, development has been constrained principally by the simple presence of wetlands. It is further constrained by the need to plan around or mitigate the use and circumstances of development proposed for such areas. Clearly, the presence of wetlands should alert the City and the developer to the need for a "wetlands determination" before proceeding. Failure to secure a wetlands determination and permit, if required, could result in work stoppage, restoration of the project site to its original state, fines, or other

compensatory action. As a factor responsible for influencing development, wetlands, perceived as a natural resource, pose a greater deterrent to development than ever before.

FLOODWAYS

Floodways and flood hazard areas generally are avoided by developers, but encroachment over time has led to the promulgation of federal and local legislation regulating development of such areas.

A significant portion of the City and its urban fringe area are subject to flooding, according to Flood Insurance Rate Maps prepared by FEMA (Federal Emergency Management Agency). The area is roughly described as paralleling and extending outward from Little Pine Tree Creek, Big Pine Tree Creek, and the Wateree River. The area also extends roughly from Bull Street in the City south to and beyond I-20.

The bulk of this area is beyond the City limits; therefore the responsibility for regulating development within the area rests with the County. Still a substantial part of the area is subject to municipal regulation and control. The area within Camden by-in-large is sparsely developed, but could become more intensely developed if more costly flood prevention practices are incorporated into the construction of new development. However, the more prudent course of action would be to minimize risk by retaining such areas in their natural state.

TREES

One of the more important natural resources in any community is its trees. Areas void of a canopy are generally avoided by developers, particularly residential.

Camden is a "Tree City." It has established by ordinance a Parks and Streets Commission, consisting of appointed members, working through the Department of Public Works, with oversight of all trees along the City's right-of-way and within City parks.

The is Tree Foundation is also operating within the City and Kershaw County. The Foundation was established 1982 as a volunteer organization funded by contributions and donations. The mission of the Foundation is to

promote the beautification of Kershaw County by planting trees along public streets and parks. Working closely with the Parks and Streets Commission, the Foundation has been instrumental in reestablishing trees at the entrances to Camden and throughout the commercial core area.

Trees in the urban environment serve to protect and enhance property values, control erosion, moderate climate extremes, provide screens and buffers, promote traffic safety and contribute to community ambience and beautification. Continuing to regulate and monitor the care and cutting of trees is recommended as a means of further protecting and enhancing this environmental resource and advancing the work of the Streets and Parks Commission, and the Tree Foundation.

SOILS

The City of Camden is built principally on Goldsboro, Norfolk, Wagram, and Blanton soils. Grady and Chewacla soils are found south of the City, flanking Big Pine Tree Creek. Lakeland soils and many of the dominant soils in the City are found in the fringe areas north, northeast and west of the City.

TABLE 23
Soil Characteristics
Major Soils, City of Camden

<u>Soils</u>	<u>Building Site Limitations</u>
Goldsboro	Severe-wetness
Norfolk	Moderate-wetness
Wagram	Slight
Blanton	Severe-cutbacks cave; Moderate-wetness
Grady	Severe-wetness
Chewacla	Severe-wetness, flooding
Lakeland	Severe-cutbacks cave; Moderate-wetness

Source: USDA, Soil Conservation Service, Soil Survey, Kershaw County Area, S.C. 1989.

Most soils in the City are characteristically wet, posing severe building site limitations for septic tank usage. Blanton and Lakeland soils also present problems involving cuts in the earth because of the potential for caving.

Wetness conditions generally are overcome by avoiding the use of septic tanks, which is made possible because of the City's sewage system. However, soil conditions south and southeast of the City a distance of about three-quarters of a mile pose more severe constraints due to high water table and occasional flooding. As a result, this area has been recommended for conservation and incorporation into a "greenway park" by the Palmetto Conservation Foundation.

NEEDS AND GOALS STATEMENT

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

- (1) Climatic conditions contributed to the early development of the community, providing some relief from the more temperate coastal zone climate, and more recent moves from the "Frostbelt" to the "Sunbelt."
- (2) Wetlands pose both a deterrent to the movement and development south of the City, and as an asset, providing a natural linear greenway and open space.
- (3) Flood hazard conditions exist along major waterways in and out of City.
- (4) Trees constitute one of the City's most important resources.
- (5) Soils within the City generally are unsuited to septic tank usage because of wetness, but present few constraints to development because of the City's alternative Citywide sewage system.

Natural Resources Goals

NG-1: Preserve and protect the City's trees, and continue street plantings, where needed.

Strategy

- ✓ Monitor and maintain street tree program.
- ✓ Review City tree preservation and planting regulations to ensure they are producing desired results and amend if necessary, or development for adoption a free-standing Comprehensive Tree Ordinance.
- ✓ Conduct comprehensive City tree inventory at 5-year intervals.

NG-2: Encircle the City with a greenway where feasible to parallel and include wetlands and flood hazard areas along Pine Tree Creek to the Wateree River and other water sheds.

Strategy

- ✓ Investigate the possibility of creating a conservation trust into which the necessary properties to form the greenway may be placed. Enlist the cooperation of the County as the bulk of the area is outside the City.

This concept is more fully illustrated in A Redevelopment Concept for the City of Camden, page 8, May 1995.

- ✓ Utilize wetlands to the extent practical and feasible for recreational purposes, to include such activities as walking and biking, nature observation, canoeing and kayaking.
- ✓ Engage professional assistance in preparation of a Greenway Plan.

NG-3: Protect Water Quality

- ✓ Ensure that the development of land and water resources proceeds in a manner consistent with Best Management

Practices (BMPs) and permitting requirements designed to control run-off and protect water quality.

- ✓ Support and assist efforts by the County to protect the community's watershed.

NG-4: Capitalize on the City's natural resources.

Because of its position in the County, the City's natural resources extend to and include the full range of the County's resources, i.e. lakes, forested and agricultural areas, wild game, etc. In combination these resources make Camden an attractive place to live, work and visit.

Strategy

- ✓ Promote and market the community as a unique resource in the larger regional context in which it is located. Emphasize in promotional materials the natural aspects of the City as a means of capitalizing on its potential and enhancing growth and development opportunities.

PART V. CULTURAL RESOURCES ELEMENT

This element of the Comprehensive Plan focuses on historic places, buildings, and structures and other cultural resources within the City of Camden, where cultural resources abound.

HISTORICAL RESOURCES

Camden is the oldest interior settlement in the state and has played a principal role in the history of South Carolina. The area was a major attraction to the aboriginal Indian population as well as the early settlers. Between 1750 and 1770, permanent estates appeared in the County, greatly spurring growth and development, which accelerated following the American Revolution. Joseph Kershaw, for whom the County is named, arrived in 1758 from England via Charleston and built a store within the present City limits.

In May of 1780, Lord Charles [Cornwallis](#) and 2,500 of his troops marched to Camden and established the main British supply post for the Southern campaign. The [Battle of Camden](#), the worst American defeat of the Revolution, was fought on August 16, 1780. The Battle of Hobkirk Hill was fought by 1,400 American troops led by General [Nathanael Greene](#) who battled 950 British soldiers led by Lord [Francis Rawdon](#) on April 25, 1781. The Colonists lost both battles, but after the Battle of Hobkirk Hill, the British left Camden.

Camden grew and prospered during the latter part of the Eighteenth Century and emerged into the 1800's as a bustling commercial town. The period from 1800 to 1850 became a "golden age" of development and expansion of both fine homes and small cottages, many of which are still standing today. They serve as examples of the various types of people and styles of architecture which typified the times.

Within the community there are three historical districts on the National Register of Historic Places and three locally designated Historic "Overlay" Districts. Also, there are a large number of historically designated properties located outside the designated Overlay zones, but subject to "overlay" review and approval. The only National Register Landmark in the City is the Bethesda Presbyterian Church. Located just outside the City are

two National Landmarks: Mulberry Plantation and the Battle of Camden site, which is currently undergoing extensive restoration work.

National Register Historic Districts are (1) the Camden Revolutionary War Site, (2) Camden Historic District, and (3) Kendall Mill Village (see map). Historic overlay zones include Logtown, Kirkwood and Sarsfield (shaded on the accompanying map). Within the overlay zones all proposed development or redevelopment must first be reviewed and approved by the Camden Historic Landmarks Commission prior to the issuance of a building permit.

Included within the Camden Historic District are many historical properties, including the Hobkirk Hill Revolutionary Battle Site, the Polo field, Price House, Robert Mills Courthouse, the Bonds Conway House (former residence of one of the first freed slaves in Camden) and the Historic Camden Revolutionary War Site, located at the south entrance to the City. The Revolutionary War site is the original 18th century town site of Camden. This 107-acre museum site includes several furnished period houses, reconstructions of some of the 18th century military fortifications and the Joseph Kershaw mansion, used as headquarters by the British army. The museum is open daily except for major holidays. Guided tours are available Tuesday through Sunday. Historic Camden is an affiliate of the National Park Service.

The Wateree Archeological Site, also south of Camden, parallels the Wateree River from Camp Creek south to Town Creek and encompasses an area approximately four miles wide. The Wateree Archeological Site, listed on the National Register of Historic Places, is comprised of some 19 known archeological sites dating to 7,000 B.C. Beginning around A.D. 1400, large populations of Native Americans occupied the area leaving the present Adamson, McDowell, Belmont Neck, Boykin, Blanding and other significant, recorded archaeological sites. There is evidence that Cofitachequi, the "lost empire" described by Hernando De Soto, A.D. 1540 was located in the Wateree Valley of Kershaw County. Additionally, the area encompasses the Mulberry Plantation (also listed as a National Landmark), as well as numerous small sites, prehistoric villages, Indian ceremonial centers, and colonial and Nineteenth Century farmsteads.

The Kendall Mill Historic District is an excellent example of a traditional design subdivision.

The three locally designated historic overlay districts contain primarily late 19th and early 20th century buildings. From cottages to mansions, these buildings are a direct reflection of Camden's 250-year old history, extending from the Revolutionary War era to the antebellum South, to the winter residences established in the early 1900s. To maintain these resources for future generations to appreciate, and to promote their utilization in the development of a balanced economy, tourism must play a stronger role. Future loss of these structures would eventually compromise the historic architectural legacy of the community.

The Kershaw County Historical Society is dedicated to maintaining and promoting the legacy by publishing Camden-Kershaw County historical resource data and books describing the Historical District.

EQUESTRIAN RESOURCES

The Camden community is home to the Carolina Cup, the Colonial Cup and an equine industry that produces significant social, cultural and economic dividends.

Although not the site of the first steeplechase events in South Carolina, Camden has become synonymous with the sport, where steeplechase racing began in 1802.

The Hawthorn Track, since relocated, was home to early Camden racing. But the Springdale Course is the more famous home of the Carolina Cup, built in 1928. The inaugural Carolina Cup was held in March of 1930 and continues as one of the best steeplechasing events in America averaging about 70,000 per event. America's first international race – the Colonial Cup – was initiated in 1970.

Springdale race course is owned by the State of South Carolina, thanks to the generosity of Marion duPont Scott, who willed it to the State of South Carolina with an endowment and a provision that it be maintained forever for equine use. It is operated locally by the Carolina Cup Racing Association.

Prominent at the site is the National Steeplechase Museum. Built in 1998, the museum serves as a repository for documents, photographs, trophies, memorabilia, enter-active exhibits and film. The mission of the Museum is

to foster public interest in the sport of American Steeplechasing and reaching the broadest audience through public events, publications and exhibitions.

The Carolina and Colonial Cups stand today as South Carolina fixtures. Media coverage, attendance and the economic impact of these events have increased over time, adding to the significance of the equine industry and its unique imprint on the Camden Community.

ARTS AND ARCHIVES

The **Fine Arts Center of Kershaw County** is housed in three buildings, forming a cultural campus in the middle of Camden. It hosts live theater, concerts, plays, musicals, exhibits, classes, affiliate clubs and more.

The mission of the Center is to provide life-long learning experiences in the arts, by providing opportunities for use of its stage, gallery and studios, thus enabling individuals to realize and develop their talents, and gain an appreciation for the arts.

The **Camden Archives and Museum** is funded by the City and is a Department of the City. The Department is responsible for collecting, preserving and making accessible items of importance to the history of the area. Artifacts in the museum represent a diverse collection of items relating to cultural heritage. It contains exhibits of local and regional history, and is equipped with a large and diverse collection of genealogical and historical research materials. City efforts to maintain the facility and the work of the Archives and Museum are augmented by “Friends of the Archive and Museum” a volunteer organization contributing both time and financial support. The facility is also home to the South Carolina Daughters of the American Revolution and houses the South Carolina Society Colonial Dames XVII Library.

The Archives and Museum is housed in the former Carnegie Library, built in 1915. It stands as a fine example of Greek Revival architecture. Currently, the facility is in Phase 2 of a three phase improvement project.

NEEDS AND GOALS STATEMENT

The Camden community is well endowed with historical and cultural resources. It is paramount for the City to determine how to optimize the use

of these resources without compromising their value to the community and future generations. Toward a course of optimal use and development of its cultural resources, the following goals are established.

CR-1: Fully integrate the community's heritage into the overall economic development process.

Strategy

- ✓ Promote the history of the state's oldest inland community and the attributes that contributed to this settlement. Make it part of the economic development process, especially as it relates to building a cultural tourism industry.
- ✓ Create a new City-staff position – Historic Preservation and Downtown Development Officer -- to take the lead in marketing the downtown, coordinating preservation projects, and developing historic-based economic projects.

CR-2: Enhance and protect the community's historical and equine resources.

It is not enough to research, identify and restore historical artifacts, buildings, places and structures, or even protect them in place through acquisition, trust, ownership commitment or regulation (zoning) although these actions are recommended. Surrounding areas also should be enhanced and regulated to the extent necessary to ensure compatibility and a proper setting for such uses. Protection of equine resources from potentially incompatible development is also essential to their longevity and contribution to the community.

Strategy

- ✓ Monitor rezoning and development proposals to ensure compatibility with existing historical and equine resources, utilizing plan review and public hearing process.

CR-3: Continue to survey, list and record the community's archaeological and historical assets.

CR-4: Become a "Certified Local Government".

Becoming a certified local government (CLG) or participating in the CLG program will qualify the community for additional funding for local preservation. This federally funded program is administered by the S.C. State Historic Preservation Office (SHPO). It is designed to integrate federal, state and local preservation efforts in partnership.

Participating local governments are eligible for federal grant funds amounting to 10 percent of the state's federal allocation for preservation. Certified local governments also receive technical help and training for their design review committees, participate in statewide preservation planning programs, and can comment on National Register nominations from their community before the nominations are considered by the State.

CR-5: Maintain a user friendly climate for the equine industry, protect the resources contributing to the viability of the industry, and integrate the equine resources and their historical prominence into an overall economic development strategy.

CR-6: Promote activities of the many cultural resources in the community, and expand such activities in keeping with the growth and development of the community.

CR-7: Work to make the Battle of Camden site a National Park.

CR-8: Support efforts to become a National Heritage Area.

PART VI. COMMUNITY FACILITIES ELEMENT

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

COMMUNITY FACILITIES DEFINED

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

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

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

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

UTILITIES

The City of Camden is a full service utility provider. It owns and operates water, sewer, and electrical systems, both in and in various degrees beyond the City limits to varying degrees. These systems and services are operated by the City Public Works Department, which also is responsible

for solid waste collection, storm water drainage, and public space maintenance, including City parks, streets, and certain street rights-of-way.

Water System

The City's water system extends throughout the City and into much of the unincorporated urban area. Currently (2007), the City has over 5,900 water customers and serves a population of about 15,000.

With completion of a new water plant in 1998, the system is capable of producing 6.0 MGD (million gallons per day). It is presently producing about 3.1 MGD, with sufficient reserve to meet projected needs of new growth and development. The City draws water from Lake Wateree.

Sanitary Sewer System

The City of Camden operates one of two public sewerage treatment systems in the County. It serves all areas of the City and extends into three unincorporated fringe areas outside the City. Currently, (2007) it has 3,960 customers. Any additional extensions into the unincorporated area are unlikely however, as annexation since 1995 is prerequisite to receiving City sewer service.

The City treatment plant is operating at about 40 percent capacity on dry days, but DHEC considers it to be at 80 percent capacity based upon permits for various developments that are in progress. The age of the collection system is such that during periods of inclement weather, infiltration consumes some of this reserve capacity. To address this situation, the City recently completed two phases of sewer line rehabilitation. Additional line rehabilitation is needed and planned to further reduce infiltration.

Also, there is the issue of technology. The City's system includes treatment lagoons. The Department of Health and Environmental Control (DHEC) is pushing to phase out lagoon systems and replace them with mechanical treatment plants. Any substantial increase of ammonia or phosphorus into the system could trigger a mandate from DHEC to upgrade the City's system accordingly.

Extension of the system is planned east of Camden along U.S. 1 between the City and the airport. If this occurs, it may be a joint project with the

County. In addition, the system will need to be extended to serve an 850 acre tract recently annexed into the City in the same general vicinity, east of Camden.

TABLE 24
Wastewater Treatment Facilities

	<u>MGD</u>
Plant Capacity	3.0
Volume Treated (average)	1.2
Reserve Capacity	1.8

Source: City of Camden, 2006.

Urban development generally is contingent on the presence of sanitary sewerage facilities, and annexation is a prerequisite to receiving sewer service from the City; most of the projected growth of the urban area may be expected to occur in the City of Camden through annexation.

Electricity

The City of Camden provides electricity throughout the corporate area and most of the fringe urban area. The electrical system is owned by the City. Electrical rates are uniform throughout its service area. Annexation is not a requirement for electrical service outside the City.

PUBLIC SAFETY

Ensuring public safety is the role and responsibility of the Fire and Police Departments.

Fire Protection

The availability and level of fire protection has a direct bearing on the security of life and property. It is also a matter of considerable importance to existing as well as anticipated development.

In addition to saving lives and property, fire protection, or the level (class) of protection has a direct bearing on insurance premiums. Both fire and homeowner's insurance premiums are predicated on the fire defenses and subsequent classification of a community by the South Carolina Insurance

Service Office (ISO). To understand what this means in dollars and cents, we need first to first explain the somewhat complicated and ever changing relationship between fire defenses and insurance premiums.

The Insurance Service Office (ISO) inspects, grades, and ranks fire departments and defense areas from 1 to 10 on the basis of protection offered. One represents the best possible, with 10 signaling the absence of any protection. Insurance rates are then established to reflect the prevailing classification: the lower the classification, the lower the rates, theoretically. But there is a vast difference between theory and practice in today's insurance market. Premium differences once observed between classes no longer exist. The differences now generally are between groups of classes, grouped along the following lines:

<u>Major Class</u>	<u>Groupings Characteristics</u>
Class 10	No recognized fire department or defense
Class 9	Recognized fire department, but no recognized community water system
Classes 4-8	Recognized fire department and community water system
Classes 1-3	More complete and sophisticated systems, based entirely on individual grading of suppression

The City of Camden was last inspected and rated by the ISO in 2002. It received a Class 4 rating (unchanged from the previous rating) for the City, and a split class rating of 4/9 for the outside protected area (referred to as the Suburban Fire District). The outside rating represents an improvement over the previous Class 5/9 rating. Class 4 rated properties are located within 500 feet of a fire hydrant. Areas located beyond the water system and 500 feet of a hydrant, but within the service area carry a Class 9 rating. The outside service area is under contract with the County, but it is up to the City to collect for the service. Those businesses and residents receiving City electricity are billed monthly through their electric bill, based on the

assessed value of their property. Those businesses and residences not on City electricity are billed individually at the same rate, but payment is not always forthcoming. Fortunately, about 95 percent of outside customers are also electrical customers, ensuring prompt and timely payment for fire service.

The Department has a full-time staff. Headquarters is located in the City Hall building, centrally located. A substation is located north of the main station, on Liberty Hill Road. The two stations are strategically located to serve the City and the delineated suburban service area.

The Department is continually striving to improve its Class rating and subsequently lower insurance premiums and improve fire protection.

Police Protection

The Camden Police Department was relocated in 2000 from the City Hall building to the renovated and expanded old Library building at the corner of West Dekalb and Gordon Streets. The Department has 25 commissioned officers, and two auxiliary personnel. It is responsible for patrolling 11.5 square miles and protecting about 7,000 people. This equates to 3.5 police officers for each 1,000 population, compared to an average of 2.3 per 1,000 for municipalities of comparable size (Table 25).

Law Enforcement Officers	25
Population residing within area of jurisdiction	7,000
Area of jurisdiction (square miles)	11.5
Number law enforcement officers per 1,000 pop.	3.6
Average number law enforcement officers for cities of comparable size	2.3
Law enforcement officers per sq. mile	2.2

Sources: City of Camden Police Department, 2006; U.S. Department of Commerce, Bureau of Census, 2005 and S.C. Land Resources Commission, County and Municipal Public Land Ownership; S. C. Municipal Association, Uptown.

From Table 25 it appears the police department is adequately staffed to cover and protect the community. However, any substantial increase in area and/or population due to additional annexations likely will create a need for additional personnel and capital expenditures to maintain the current ratio. Also, incidences of gang and drug violations have given rise to the need for an additional investigative officer at this time.

Administrative office space at the current location is sufficient to meet the 10-year time frame of this plan; provided paper data storage, which has become a problem, is replaced with computer storage.

TRANSPORTATION

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

The primary mode of transportation in Camden, like all other communities in South Carolina, is the automobile. There is no public transportation, except for the Rural Transportation Authority (RTA) operating out of Sumter. And its use is restricted to Medicaid patients, persons with disabilities, and job training participants (JRP).

The system also includes cab service in Camden, an airport capable of handling corporate jets and small planes north of the City, and rail service from Amtrak twice daily.

Responsibility for street maintenance is divided between the City and the state. Most major streets are on the state system and most subdivision and minor streets are the responsibility of the City. The development and opening of new streets are regulated by the City.

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

All streets and roads in the Camden urban area are designed to provide not less than a “C” level of service. Where traffic volumes exceed this designed service level, improvements are generally scheduled by the State. Typically, streets with an LOS of D, E or F are given top priority for improvements.

Table 26					
Class “C” Average Daily Traffic Volume Limits					
Street Classification	Number Lanes				
	Two	Three	Four	Five	Six
Principal Arterial					
Divided	16,800	19,300	33,600	38,600	50,400
Undivided	14,600	16,800	29,200	33,600	43,800
Minor Arterial					
Divided	12,400	14,300	24,800	28,600	37,200
Undivided	10,800	12,400	21,600	24,800	32,400
Collector					
Divided	9,800	11,300	19,600	22,600	29,400
Undivided	8,600	9,800	17,200	19,600	25,800
For Level “D” Service multiply “C” level limits by 1.15					
For Level “F” Service multiply “C” level limits by 1.35.					

Source. SCDOT, 2006.

Among the Community’s major state roads, those experiencing the most significant traffic volume increases over the past 20 years are segments of Dekalb, particularly West Dekalb, Broad Street, between I-20 and Meeting Street, and Springdale Drive. But for the functional classification and design capacity of these roads, they would exceed type “C” service level. As it stands however, these roads are still functioning at class “C” level, but West Dekalb and Springdale are fast approaching “D” service level.

Notably, the largest traffic volumes have been on peripheral streets. Inner-City streets on the whole, have not experienced similar increases because of relative stability in the use of land and intensity of development on such streets. Most development contributing to the overload of local streets has been occurring beyond the more fully utilized “inner-city streets and areas”.

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

Table 27
Average Daily Traffic Volumes, Selected Streets

<u>Camden Urban Area</u>				
Street Name	1986	2006	# Change	% Change
Dekalb Street, between River & Springdale Drive	18,100	30,900	12,899	71
Springdale Dr. & Railroad crossing	15,100	25,000	9,100	60
Railroad crossing & River Rd.	16,600	17,000	400	02
River Rd. & Broad St.	13,600	17,600	4,000	29
Broad St. & U.S. 34	13,600	17,500	3,900	28
U.S. 34 & McRae Rd.	13,600	19,600	6,000	44
Broad Street, between I-20 & Meeting St.	7,700	15,200	7,500	97
Meeting & Dekalb	9,000	9,600	600	07
Dekalb & Knights Hill Rd.	10,700	9,100	-1,600	-15
Knights Hill Rd.	2,500	3,700	1,200	48
Springdale Dr.	4,400	10,000	5,600	127
Dicey Ford Rd.	3,300	3,300	0	0
Haile St.	3,200	5,000	1,800	56
Laurens St East	2,100	2,600	500	24
West	3,200	3,700	500	16

Source. SCDOT, selected year traffic counts.

Neither the City nor the S.C. Department of Transportation has any short range (5-year) plans for major improvements or new construction within the community. However, plans are included in the Statewide Transportation Improvement Program, 2007-2012 (STIP) for improving and widening U.S. 521 south of I-20 to the Sumter County line. This project may actually worsen traffic conditions on local streets by making U.S. 521 a more attractive route-link between Charlotte and Myrtle Beach, and subsequently funneling more traffic through the City of Camden. If this happens, consideration should be given to constructing a By-pass north of the City, intersecting at I-20 Exit 101, as previously recommended in the 1996 Plan.

RECREATION

Participation and Performance Trends

There have been significant changes in recreation patterns and trends over the last several years due principally to societal changes, i.e. increased average income, more women in the work force, increased commuting

time, increased average age, early retirement, greater health consciousness, more indoor recreation opportunities, higher education levels, delayed marriages and child bearing, change from industrial to high technology service and communications society, etc.

Table 28
Top 20 Preferred Outdoor Activities
Age 12 and older, South Carolina, 2005

	<u>% Participating</u>
1. Walking for pleasure or exercise	83.2
2. Attending outdoor sporting events	63.4
3. Beach swimming/sunbathing	62.5
4. Driving for pleasure	58.2
5. Weights or exercise machines	57.1
6. Picnicking	53.4
7. Pool swimming	53.2
8. Visiting historical sites	52.1
9. Bicycling	42.8
10. Visiting a museum	38.4
11. Fresh water fishing	37.2
12. Visiting unusual natural feature	34.7
13. Playing basketball	34.5
14. Visiting a Zoo	34.1
15. Motor boating	34.1
16. Jogging/running	33.9
17. Watching wildlife	33.4
18. Lake/river swimming	28.0
19. Playing football/soccer	26.1
20. Playing baseball or softball	23.4

Source: S.C. Department of Parks, Recreation and Tourism, State Comprehensive Recreation Plan, 2005.

Active recreation is more popular than passive recreation. Among the national trends of local interest are preferences for walking, swimming, visiting historic sites, and jogging. By 2040 the most popular activities nationally are expected to be sightseeing, walking, pleasure driving, picnicking, hiking, family gatherings, bicycling, photography, wildlife observation, visiting historic sites, and camping.

A survey conducted in 1990 and updated through 2005 by the South Carolina Department of Parks, Recreation and Tourism establishes the following trends in preferred outdoor activities. South Carolinians'

participation in recreational activities has been relatively stable over the past 15 years. During this period, there have been only minor variations in the percentage of population 12 and older who participate in various recreational activities.

Walking for pleasure or exercise remains the activity in which the largest percentage of people participates. Following walking, the recreational activities participated in by the largest number include attending outdoor sporting events, swimming or sunbathing, driving for pleasure, working out with weights, picnicking and visiting historical sites. Camden's historical resources are obviously a target for much of the historical visitations by South Carolinians' as well as out-of-state visitors. Not included in the top 20 recreation activities, but important to the Camden community, are golf, hunting and horseback riding, ranked 23rd, 30th, and 37th, respectively.

While the general pattern of recreational participation has been relatively stable, several activities have either increased or decreased in popularity. Respondents working out with weights increased from 43.2 percent in 1990 to 57.1 percent in 2005. Historical visitors climbed from 46.8 percent in 1990 to 52.1 in 2005. The largest decline was in volleyball, followed by baseball and softball, tennis, waterskiing, and picnicking.

Programs and Participants

The City of Camden works in concert with the Kershaw County Recreation Department to offer a wide variety of programs for all ages, offering everything from aerobics to swimming. Many of the preferred recreational facilities and programs identified on Table 29, including swimming pools, ballfields and walking trails are provided by the City of Camden and the Kershaw County Recreation Department.

Existing Facilities

Parks and recreation facilities are found throughout the City of Camden. Most are owned and maintained by the City. Some are operated by the County Recreation Department. A complete inventory follows.

Table 29
Park and Recreation Facility Inventory, 2007
Camden Community

<u>Name</u>	<u>Size (Acreage)</u>	<u>Major Facilities</u>
Boykin	5	basketball court, tot lot, play field
Aquatic Center	4	swimming pool
Burndale	1	tot lot, play area
City Arena	5	play field, multi-purpose arena
City Hall	8	tot lot, passive area
Edgewood	1	tot lot, passive area
Fairgrounds	4	open
Hampton	6	playground, historic monument and fountain
Kendall	67	passive, walking trail
King Haigler	16	baseball complex
Kirkover Hills	4	passive, open
Kirkwood	7	ballfield, tot lot, (2) basketball courts, concession stand
Kirkwood Commons	28	passive, open
Monument Square	5	passive, open, monuments & Archives building
Rectory Square	6	passive, open, hist. monument, (2) tennis cts.
Seaboard Park	12	office, softball park, (2) tennis courts, tot lot, rec. center
Scott	28	(4) tennis courts, track, walking trail, picnic sh., observatory, tot lot, (4) volleyball courts
Villepique	4	(unimproved)
Woodward	75	(2) tennis courts, soccer field, (5) ball fields, picnic shelter, concession
Washington Park	6	tennis cts. Walking trail, community center
Riverview	16	(4) softball fields, support tower, concession stand
Zemp Stadium Park	2	basketball ct., tot lot
Total	316	

Source: Camden Public Works Department, 2007; Parks and Streets Commission.

Additionally, the state has a 700-acre multi-purpose park northeast of the City, just off U.S. Highway 1. The N.R. Goodale State Park caters both to passive and active interests, with a spring-fed lake for swimming, boating and fishing, a nine-hole golf course (closed), picnic shelters, tables, and playground equipment.

The inventory of public recreational facilities and opportunities is complemented by numerous private and commercial recreation resources, including the Camden Country Club, public and private schools, churches, and the 107 acre Historic Camden Revolutionary site, used for walks and passive recreation.

Assessment

The adequacy of parks and recreation facilities generally is determined by how abundant and accessible they are and how much they are used.

As part of this Plan update, the adequacy of the current inventory of parks and recreation will be revisited using one of the most effective and accepted methods of assessment: that of relating park space to population, and comparing the results to "universal standards of adequacy". Unfortunately however, universal standards do not always reflect local situations alike, and must be modified accordingly. They may however be used as a general gauge for evaluating a system.

The South Carolina Comprehensive Outdoor Recreation Plan (SCORP) includes "universal" space requirements for all types of parks. Of the four basic types generally provided at the local level, the aggregate area per 1,000 population is 13 acres (13:1).

Application of this standard ratio to the greater Camden community will produce a need for 273 park acres. This includes not only the City of Camden (population 7,000), but the larger urban area of the Census County Division in which it is located (population 21,000).

Based on the current inventory of parks and facilities (Table 29), the Camden community has a total of 316 acres, or 43 acres more than the amount recommended by the National Recreation and Park Association. When factored by the City's population the abundance of parks and recreation facilities is even more impressive, as most are located in the City. Complementing local facilities is the 700-acre Goodale State Park a short distance away, and many private school and church facilities.

Clearly these resources combine to make Camden an attractive place in which to live, work and play. It is one of the few communities in the state to meet or exceed National Recreation and Park Association standards.

Table 30
Application of National Park Standards To
Camden Community Park Inventory

NATIONAL PARK STANDARDS: 13 acres* per 1,000 population

Application of National Standards to Camden Area: 21.0 (pop. 000)
X 13.0 (acres)

Acreage Recommended for Camden Area =273.0

EXISTING PARK ACREAGE CAMDEN AREA 316.0

COMMUNITY PARK ACREAGE SURPLUS 43

* Note: Includes acreage for all community parks, i.e. Neighborhood 3 to 1, Playfields 3 to 1, Community 2 to 1, and Major Community 5 to 1.

Source: National Recreation and Park Association, Recreation Park and Open Space Standards; Camden Public Works Department, 2007.

The City should not rest on its laurels however. The South Carolina Comprehensive Outdoor Recreation Plan recommends that local governments do the following:

1. Seek legislation to encourage and promote local government land conservation, with emphasis on local decision-making and removing constraints that make it difficult to set aside conservation lands for the future,
2. Continue to be sensitive to urban needs to include both nature-based and active recreation facilities, and
3. Pursue funding to construct additional multi-use community parks for youth sports to keep up with the growing demand for such facilities.

Additionally, there is the matter of “condition.” Not all parks are up to standard. Tennis facilities in general are inadequate to meet local demands, and opportunities for golf are limited. The County has developed a Master Recreation Plan which is currently being implemented, but to date few improvements have been implemented in the Camden community.

EDUCATION

Schools

There are six public and five private schools in the Camden area. The combined 135-day enrollment in school year 2004-2005 was 4,983. Ninety percent were enrolled in public schools. Enrollment in private schools accounted for another 520 students, including a spike in enrollment at Camden Military Academy. Additionally the community is home to Central Carolina Community College, with an enrollment of 2,817 students. The College offers two-year Associate Degrees in a variety of disciplines.

Table 31
Inventory of School Facilities, Camden Area, 2004-05

<u>Public</u>	Built	Enrollment		Capacity
		<u>1995</u>	<u>2005</u>	
Camden Middle	1958	950	867	1,424
Pine Tree Hill Ele.	2000	--	609	
Camden High	1992	1,183	1,035	1,300
Applied Tech. Education			985	
Jackson Elem.	1981	483	449	356
Camden Elementary				
School Creative Arts			<u>518</u>	
Total			4,463	
<u>Private</u>				
Camden Adventist School		9	21	
Camden Military Academy		194	300	
Montessori School of Camden		--	64	
Emmanuel Christian School		--	95	
Mt. Olivet Christian School		--	<u>40</u>	
Total			520	

Source: South Carolina Department of Education, Enrollment based on 135 day enrollment.

Notably, enrollment at Camden Middle, Jackson Elementary and Camden High schools is down over the last 10 years. Two of these schools are now operating below building design capacity, and appear to be capable of meeting future enrollment expectations, at least short-term. But crowding is evident at Jackson Elementary even though student enrollment has fallen over the last 10 years, and Camden Middle school is old.

Accelerated population growth could create a need for additional classrooms in the future, but declining trends in the school age population discussed earlier belie the need for additional facilities during the life of this plan.

Library

Built in 1973, the Kershaw County Library, with 17,678 square feet of floor area, is centrally located in the City of Camden. The library is directed by a 7-member board appointed by County Council. The library is funded by the County, but also receives financial support and volunteer assistance from “Friends of the Library”, a local non-profit organization.

The importance of library services and facilities to local residents may be found in the following facts, extracted from the Annual Statistical Summary of S.C. Public Libraries, produced by the State Library, 2004.

- (1) Kershaw County ranks 23rd of 42 libraries in South Carolina in population served, but
- (2) 25th in circulation per capita,
- (3) 20th in number full-time staff,
- (4) 28th in percent population registered for library cards,
- (5) 21st in number of visitors,
- (6) 28th in size of library, and
- (7) 24th in operating income per capita.

Based on population and per capita data, it appears the Kershaw County Library is ranked in most statistical areas about “average” among the 42 libraries in the State.

MEDICAL/EMERGENCY MEDICAL

The Kershaw County Medical Center, located in Camden, is the principal health care provider in Kershaw County and the Camden community. Built in 1958, it has undergone numerous changes over time. A long-term care facility with 88 skilled nursing care beds was added in 1971. A four bed intensive/Coronary Care Unit was added in 1974. A new emergency room and laboratory, library and conference room was added in 1981. Improvements in 1987 brought the number of acute care beds up to 100. Services were expanded in 1991 to include home health services A health

resource center opened in 1995, along with a new outpatient surgery center and emergency department. Health care services were then extended to Elgin, Bethune and West Wateree. Currently the Medical Center is a 121 acute care facility, an 88-bed long-term Health Resource Center and Home Health/Hospice Agency.

Services provided by the Medical Center include cardiovascular and pulmonary, diabetes management, diagnostics, emergency, adult/pediatric medicine, gastroenterology, home care, oncology, pharmacy, rehabilitation, sleep diagnostics, surgical and women's services.

The stated mission of the Center is to provide a team approach to improving health and well-being of the residents of Kershaw County and surrounding communities. To this end the Medical Center has teamed with the Kershaw School District in a program to build strong bodies and strong minds. The program promotes nutrition and exercise while fighting childhood health issues. The vision of the Medical Center is to be the preferred provider of quality, cost-effective personalized health care.

Also available to the "uninsured" is the Community Medical Clinic of Kershaw County. This facility has a full-time staff of four, and a part-time volunteer staff of over 100 doctors and auxiliary personnel, whose mission is to provide "free" primary health care for persons who do not have medical insurance.

Emergency medical services are directed in Kershaw County by the Kershaw County Medical Center in Camden. The hospital provides staff training and assistance, and transport services. The City of Camden also has a rescue squad and a substation on Highway 97 to facilitate principally water related emergency calls.

NEEDS AND GOALS STATEMENT

Cooperation, coordination, consolidation and concurrency headline the needs and goals of the Community Facilities Element.

Many community facilities are provided and maintained by other than the City of Camden or any one agency, group or entity, which places a premium on project cooperation and coordination. A facility provider must cooperate with and coordinate the provision and timing of its activities with

those of other providers to ensure the efficient and orderly development of the community.

To ensure facilities cooperation and coordination, agency consolidation and concurrency are recommended, followed by specific goals for the various community facilities.

Community Facility Goals

- ✓ Provide the most efficient and effective planning and regulatory organizational and procedural mechanism for guiding the development and redevelopment process in the City, as now or hereafter established.

Toward this end, investigating the feasibility and desirability of consolidating the activities and functions of the Camden Planning Commission with those of Kershaw County through the creation of a Joint Planning Commission is recommended. Also, the consolidation of development regulations into a single document for use in the City and County is recommended.

- ✓ Coordinate the provision of community facilities to coincide with the projected needs of development.

Toward this end a policy of concurrency is recommended. Also, impact statements should be required for large scale projects.

Utility Goals

- ✓ *Maintain Quality Utility Services at Lowest Possible Rates.*
- ✓ *Expand Utilities to Meet the Growing Needs of the Community.*
- ✓ *Encourage annexation into the City.*

Public Safety Goals

Provide Optimum Response to Public Safety Calls.

- ✓ Insure individual readiness to respond to all critical incidents.
- ✓ Establish a Citywide information delivery network that will inform victims of their constitutional rights.
- ✓ Improve the City's ISO rating to Class 3, if economically feasible.
- ✓ Increase storage capacity in Police and Fire Departments.
- ✓ Maintain capability to respond effectively to critical incidents.

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

- ✓ Reduce the crime rate and fear of crime.
- ✓ Maintain a highly visible law enforcement figure on school grounds to secure a safe environment conducive to an educational atmosphere and serve as a means of preventing criminal activity.
- ✓ Develop and coordinate prevention and problem solving programs in areas identified as high-risk areas within the City.
- ✓ Demonstrate a commitment to the Community by striving for the utmost professionalism.
- ✓ Enhance professional standards (recruitment, FTO and basic training).

Transportation Goals

Maintain an Efficient and Effective Transportation System.

- ✓ Monitor traffic build-up and conditions for signs of change warranting response.
- ✓ Require traffic impact analysis for large-scale projects.
- ✓ Pursue the construction of a north-south By-pass, connecting U.S. 521-601 north of Camden to U.S. 1 and I-20 (Exit 101).

Such a facility would help relieve through traffic in downtown Camden, and stimulate economic development via enhanced accessibility to the interstate system.

- ✓ Extend Century Road into Steeplechase Industrial Park.
- ✓ Expand the community's transportation system in response to future demands placed on it by an enlarging population and an expanding economy. To this end, investigate the feasibility of a mass transportation system to include commuter rail service.

Parks and Recreation Goals

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

- ✓ Continue to pursue governmental grants for recreational programs and facilities.
- ✓ Retain and nurture partnerships with non-profit organizations and other governmental entities.

- ✓ Continually monitor and improve existing facilities as needed. Upgrade or replace the City Arena.
- ✓ Seek legislation to encourage and promote local government land conservation, with emphasis on local decision-making and removing constraints that make it difficult to set aside conservation lands for the future.
- ✓ Expand recreational programs to target after school students. Provide recreational alternatives to “roaming the streets and hanging out after school”. Offer and promote such programs as Boys and Girls Clubs and other teen directed programs.
- ✓ Continue to be sensitive to the needs for both nature-based and active recreation facilities.
- ✓ Pursue funding to construct additional multi-use community parks for youth sports to keep up with the growing demand for such facilities and pursue the development of a YMCA in the community.
- ✓ Investigate the feasibility of establishing a fully functional Parks and Recreation Department – one capable of managing and maintaining the City’s parks and recreation facilities.
- ✓ Add to the community's park inventory by encouraging or requiring land development practices that reserve park space within or close to newly developed sites.

This will ensure that park development keeps pace with residential and economic development. The basis for requiring park and recreation space set asides is found in the following provision of Section 6-29-1120 of the South Carolina Code: "development regulations may provide for the dedication or reservation of land for recreation areas and other public services and facilities".

Health Services and Educational Goals

- ✓ Provide Comprehensive Quality Healthcare Services which meet Community and Individual Needs and Expectations.
- ✓ Empower all students to be problem solvers, users of technology, effective communicators, and life long learners in a rapidly changing global community, by providing challenging experiences in a safe, caring, supportive and cooperative environment.
- ✓ Prepare students to enroll and contribute as productive and responsible citizens in a global society by ensuring innovative and challenging learning experiences.
- ✓ Provide affordable, quality development child care to ensure that every child is ready to enter the first grade.
- ✓ Provide a state-of-the-art safe and well maintained public school system, and ensure quality and equity in instructional programs.
- ✓ Increase the graduation rate to 90 percent of all students entering the 9th grade.
- ✓ Provide alternative training programs and opportunities for under-skilled persons outside the school system---to provide them with skills to participate in the work force.

PART VII. LAND USE ELEMENT

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

**An Existing Land Use Component,
An Issues Component,
A Goals Component,
A Policies Component,
A Plan Map Component, and
A Compliance Index Component.**

The **Existing Land Use Component** provides the background and physical base upon which the Plan is predicated. The **Issues Component** identifies problems and issues which should be addressed by the Plan, based in part on the Existing Land Use Component. The **Goals Component** provides direction and articulates a guide to future development. The **Policies Component** articulates the manner in which development proposals are to be considered. The **Plan Map Component** establishes geographic goals and objectives in a planned physical order. And the **Compliance Index Component** provides instructions on the use of the Plan as it relates to zoning and zoning amendments.

EXISTING LAND USE COMPONENT

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

A land use study was conducted in 1988. The study was based on a lot-by-lot survey. Existing land uses were recorded for each parcel in the City by general classification, i.e. Residential; including single-family, multi-family, and mobile homes; Commercial, Industrial and Warehousing; Social, Cultural and Governmental; Parks and Recreation; and Equestrian. The survey also identified housing conditions from exterior appearance, as

standard, deteriorating or dilapidated. Certain large scale uses were identified by specific name as well as general category reference.

The Existing Land Use Map prepared in 1988 serves as building block for this study component. A visual survey of the community in 2006 noted changes in the use of land, and provided an up-to-date building block for this planning exercise.

From the survey, it is apparent that much of the City is essentially built-out, particularly in areas north of Dekalb Street, with few vacant tracts and lots remaining for development. The situation is compounded by the historic nature of some of these tracts, making new development a tenuous proposition.

However, the City has been successful in recent years in annexing large undeveloped tracts primed for development, because of its policy requiring annexation as a condition for sewer service. This has enabled the City to grow and be involved in the development process encircling the old City, which is where most new development is taking place, particularly north, east and south of the City.

Housing conditions generally have improved since 1988 due to the City's involvement in federally assisted rehabilitation programs, and local demolition and clearance initiatives. The City has razed an average of over five dilapidated dwellings a year. These two programs have been augmented by private initiatives including Habitat for Humanity. These programs have been particularly successful in improving residential conditions in the South Broad Street and Kirkwood communities.

Land use patterns have remained essentially unchanged since 1988. Commercial development still occupies most of Dekalb Street, through the City (including the City's extended boundaries to the Wateree River), an eight block area in the center of the City, and a strip along Broad Street from Dicey Ford Road to Fire Tower Road. But there has been a considerable shift in the intensity of development, with major commercial activity taking root in the vicinity of west Dekalb and Springdale Drive. Also Commercial development of a different variety has cropped up to the south, on Sumter Highway and Wall Street, in the vicinity of I-20. This area is catering principally to the traveling public, while the development on Dekalb and Springdale is more community oriented sales and services. Also new

commercial activity is emerging on Gordon Street. Since 2000, the City has issued 48 new commercial building permits, the majority of which have been in the above referenced areas. In the remaining areas of the City, commercial and business uses generally are isolated, except for Mill Street, south of Dekalb, which is characterized by mixed development.

It is a tribute to the quality of housing in the community and indicative of the resolve of the City to preserve and protect its residential environs that residential areas, particularly along North Broad Street have not been compromised by commercial or other higher intensity development. The trend in many communities is to give in to pressure for commercial use on high volume streets such as Broad (the City's Main Street) and subsequently reduce the suitability of frontage properties for continued residential use.

Mixed use development is evident in a few areas of the community, but is not widespread. Most mixed use areas in the City were developed prior to zoning.

The community is unique in its inventory of parks, open space, historical monuments, equine tracks and training facilities.

Multi-family projects generally are located on the periphery of established single-family areas, with a few smaller projects located closer to the central business center. The most recent apartment complex (Fox Run: 120 units with 80 additional planned units) is located on Wall Street, near I-20.

Mobile homes are restricted to mobile home parks in the City. The deteriorated condition of these parks is likely to result in their reuse for something other than mobile homes, effectively eliminating mobile homes from the existing housing inventory. However, future annexations northeast of the City toward the airport, may add to the inventory, as most subdivisions in this area have mobile homes on individual lots and parcels.

In summary, existing land use patterns and densities have changed relatively little since the last comprehensive lot-by-lot land use survey was conducted in 1988, but the community has greatly expanded in size and peripheral development, and structural conditions and residential environments generally have improved.

ISSUES COMPONENT

Many of the land use issues identified in earlier plans are still with us in 2007. Reassessed for continued applicability and expanded to reflect prevailing conditions and concerns, land use issues confronting the community include the following:

- Land Use Compatibility
- Visual (physical) Image
- Future size and shape of the City
- Future housing composition
- Orderly arrangement (plan) of development
- Substandard housing conditions
- Economic future of the downtown/Vacant Stores
- Redevelopment of Historic Sites

Issue: Land Use Compatibility

Most new development within the City will be in the form of redevelopment or recycling of buildings, except for vacant, recently annexed tracts that offer new development opportunities on the periphery of the built environment. Expansion of existing development in the City, particularly commercial, and high-density residential in all probability will raise the issue of land use compatibility. There are few places to go that are not already developed, except outward. Thus, there is potential for conflict whenever a property is redeveloped or recycled to a more economically advantageous use, or expanded in the direction of a different established use, and a zoning change is required.

The strength and support for planning and zoning are based generally on the concept of land use compatibility. Home owners, land owners, environmentalists and the general public alike are concerned when development creates an incompatible situation, i.e. lowers property values, heightens traffic congestion, emits pollutants, alters accepted environmental conditions, scars the landscape, or lacks visual appeal.

How this Plan responds to the juxtaposition of potentially incompatible land uses will determine the future of the community. Not all land use is complementary to or compatible with its surroundings, existing or

proposed. And any infringement by uses adversely impacting the prevailing environment generally is met by resistance from affected property owners.

Land use incompatibility is a universal issue. It is no less an issue in the City of Camden, surfacing every time a new use or project impacts an existing residential area or environmental resource.

Where quality subdivisions and historic and equine properties, and other notable community resources are threatened by "incompatible development" a policy to ensure stability should be adopted by the City. It is not enough that property be zoned residential. The zoning can break down over time and often does. But an adopted policy to guide the rezoning process in such matters will go a long way toward ensuring stability, particularly if it is part of the City's Comprehensive Plan. It would have the added clout of the state planning enabling act, which mandates that "regulations shall be in accordance with the (comprehensive) land use plan". Any action to the contrary would require a reevaluation of the Plan itself, and its call for land use stability.

While such a policy may seem rigid, and it is, it should nonetheless be applied to those neighborhoods and subdivisions where stability is of principal concern.

Issue: Visual (Physical) Image

There is a saying, "you don't get a second chance to make a first impression". This is true for cities as well. How the City is perceived to prospective residents, industries, businesses, and visitors is critical to its future well being. The 'built environment' projects a visual image of the community and plays a major role in future development by attracting "like uses". Quality development generally attracts quality development and blight begets blight. This is not always true of course, but rarely does quality development take place in a blighted environment, unless major resources have been committed to renewal.

The visual image of the community is tempered by a number of elements, both negative and positive. Based on survey observations they include in Camden, to varying degrees, the following:

Positive Elements

Equine presence
Historical resources
Abundance of parks and green space
Wide tree lined streets
Quality neighborhoods
Attractive downtown

Negative Elements

A few severely deteriorated mobile home parks
Vacant downtown stores
Some outdoor signage
Substandard housing conditions
Through truck traffic

The City of Camden is in the enviable position of having far more positive elements shaping its image than negative.

Issue: Future Size and Shape of the City

It is important for the City to size and shape its boundaries to fully include the urban area of which it is the center. Failure to do so may result in population stagnation or worse, a loss of population, a weakened tax base, loss of state shared funds, and higher service cost and taxes to City residents. The City is also prevented from controlling development on its borders and ensuring land use compatibility of border properties and environs.

The state's restrictive annexation laws notwithstanding, the City is challenged to selectively expand its corporate limits in order to keep pace with or ahead of the spiraling cost of governmental administration and services, as property taxes still constitute the largest single source of local revenues.

Issue: Future Housing Composition

That local housing conditions and preferences are changing is documented by this study. But such changes are not always viewed in a positive light, as the community strives to protect its existing inventory of single-family homes, many of which are historically significant, and project a community of "nice homes" (single-family).

Annexation to the east would broaden the City's housing base, as mobile and manufactured homes are common place in this area.

If annexed into the City, mobile or manufactured homes would become non-conforming uses---a situation not likely to gain support from the

residents of such housing. And outside support is essential to annexation. Alternatives are (1) to annex around such housing, which could present service problems or (2) draft a new residential district in which mobile homes would be a permitted use, and apply such zoning to these mixed use (residential) areas.

The significance of mobile or manufactured homes in the housing market cannot be ignored. As the City expands its corporate limits, this issue will continue to surface, as such housing comprises about two-thirds of all new housing starts in the County.

Multi-family housing does not pose the same problem, but as the market tightens, undeveloped tracts of any size may be targeted for such housing, raising the compatibility issue.

Clearly, changes in the housing preferences, most of which have been precipitated by the need for lower cost housing and household downsizing, emphasize the need to reconcile differences in housing types in order to preserve the “single-family way of life” in the community while accommodating market changes.

Issue: Orderly Arrangement (Plan) of Development

This is the essence of land use planning---defining a framework for future development. As Camden is not a new City and the planning process is not starting anew, the framework already exists. Future concerns have to do with expanding, refining and massaging existing development patterns in a manner that will perpetuate an orderly land use arrangement and promote land use compatibility.

Also, as Camden picks up the pace of annexation, complements of its sewer extension requirement (contingent of annexation), more planning will have to be devoted to these newly annexed areas. Some annexations will be presented with firm plans and requested zoning designations. Others, including large acreage annexations, may be longer-range projects and proposals, without definitive build-out plans. They will require a more flexible approach – one that will permit alteration of development proposals to meet changing market preferences, but ensure land use compatibility.

Issue: Substandard Housing Conditions

Housing conditions have improved appreciably over time, but there is still ample evidence of poor and substandard housing in certain parts of the City. Most notable is the area south of Rutledge. Several homes on Gordon and Campbell Streets area also are in need of repair, as well as some homes in the Kirkwood community.

The impact of these conditions is two-fold. They provide less than adequate housing, and they project negatively on the community.

Continued participation in low income housing rehab programs and demolition of dilapidated houses and buildings are necessary to address this issue. Also continued help from private organizations such as Habitat for Humanity and local churches contribute greatly to the improvement of housing. Camden First United Methodist has completed renovation and restoration of 41 homes in the community.

Issue: Economic Future of the Downtown/Vacant Stores

Vacant stores and an economically weakened downtown can have a devastating affect on land use and community image, to say nothing of property values and property tax revenues. At issue is how to maintain a strong downtown in the face of growing competition from outside the area, and the demise of the historical role of most downtowns.

This issue and what to do about it was addressed in a Redevelopment Plan for the City, and many improvements were forthcoming as a result, including extensive tree planting and island development, placement of utility lines underground, streetscaping and decorative destination signs, highlighted crosswalks, and additional street furniture. But these physical improvements, while impressive, have not had the desired effect of stimulating economic development sufficient to fill all vacant stores and buildings. More is needed.

Issue: Redevelopment of Historical Sites

The redevelopment of historical sites is a sensitive issue In Camden, with its large inventory of historical buildings and sites. Care should be taken to

ensure that any redevelopment activity affecting these places will not compromise nor in any way distract from their presence in the community.

GOALS COMPONENT

This component establishes general goals directed by the Plan. Specific goals for various areas of the community are established in the Plan Map Component. General goals consist of the following:

- Make Camden the preferred place to live and visit in the Midlands.
- Promote the development, rehabilitation and maintenance of residential areas to meet the needs of a diversified population.
- Sustain “livable” environment.
- Foster Quality Development/Enhance the Physical Image.
- Optimize development opportunities and use of the City's natural, cultural, equine and historical resources.
- Strengthen the economic vitality and enhance the position of the City's commercial center to compete successfully in a regional economy.
- Provide a framework for land utilization and development, to ensure an orderly, efficient, equitable and compatible arrangement and distribution of the City's physical resources.

Recommended strategies and policies in support of the above goals are listed under each, restated as follows:

LU Goal-1: Make Camden the Preferred Place to live and visit in the Midlands.

As the Central midlands region of South Carolina continues to grow, Camden is becoming increasingly a major part of the region. It has in place historical, cultural, equine and geographic amenities that uniquely position

it to more fully capitalize on the region's growth potential. To this end, the following goals and strategies are designed to further strengthen the City's position in the region and establish it as the "preferred place to live and visit in the Midlands"

LU Goal 2: Promote the Development, Rehabilitation and Maintenance of Residential Areas to Meet the Needs of a Diversified Population.

Strategies/Policies

- ✓ Protect quality residential neighborhoods from incompatible development, and restrict rezoning activity that could disrupt the stability of such areas.
- ✓ Buffer existing residential areas from dissimilar uses.
- ✓ Permit through zoning and development regulations flexibility in the design and density of housing to better meet evolving market demands.
- ✓ Require all housing in the City to meet minimum health, safety and sanitary standards.
- ✓ Continue to participate in housing assistance programs to improve housing conditions.
- ✓ Continue to raze and remove housing, including mobile homes, that is dilapidated and unfit for habitation and poses a blight on surrounding development.
- ✓ Ensure that the level and type of proposed residential development will be compatible with the physical limitations of the land and established land uses in an area. Also, ensure that the transition in housing size and characteristics from one residential area to another is compatible, or sufficiently buffered to ensure compatibility.

LU Goal 3: Sustain “livable” Environment

As the City is pressed to accommodate change and keep pace with or ahead of the development or redevelopment process, care should be taken not to lose sight of what sets Camden apart. It is a nice place to live, recreate and visit. Development or redevelopment should not be allowed to compromise or destroy the environmental conditions that set Camden apart.

In planning for the future, an eye on the past and what is unique about Camden should weigh heavily. Policies and strategies designed to meet this goal include the following.

Strategies/Policies

- ✓ Protect through zoning and land development regulations properties of special value, including historical, equine, architectural, natural resource, and existing residential areas.

This includes extending adequate buffers around such properties so as to avoid or lessen the impact of incompatible uses.

- ✓ Protect existing single-family environs.
- ✓ Make necessary improvements to reestablish the downtown as the social and economic hub of the community.

The ultimate destination or focal point of the Community is the Downtown or Central Business District. As such, it should project a special ambience.

- ✓ Disallow projects and activities which would negatively impact prevailing environmental conditions.
- ✓ Upgrade and enforce signage regulations.
- ✓ Require redesign of existing nonconforming parking lots to

include planter islands and landscaped areas in accord with Section 157.088 of the Zoning Ordinance within a reasonable time frame (5-years).

Currently, landscaping of existing building sites is required where renovation or remodeling exceeding 50 percent of the building's value is involved. Change of occupancy is not a requirement for landscaping.

- ✓ Encourage the use of decorative paving and pervious materials such as crushed shells and stones to meet in part the off-street parking requirements of the Zoning ordinance.

Taking this step not only would help break up the expanse of large, often underused, and nearly always unattractive asphalt parking lots, but would also reduce off-site storm water runoff.

LU Goal 4: Foster Quality Development/ Enhance the Physical Image

In this context, quality development is defined as having a positive impact on the community by way of design, adding amenities, siting and/or geographic positioning. Development should not (1) infringe upon the property rights of others, (2) devalue neighboring property, (3) damage or compromise natural environmental assets, (4) create traffic or health hazards, and/or (5) impair the visual ambience of the community.

The City has acted to reduce the negative aspects of growth, foster quality development, and enhance the physical image of the community in the past through zoning and development regulations.

Strategies/Policies

- ✓ Continually monitor and amend, as necessary, zoning and other development regulations to ensure that development will have a positive impact and enhance the physical image of the community.

LU Goal 5: Optimize development opportunities and use of the City's natural, cultural, equine, and historical resources.

Strategies/Policies

- ✓ Further identify and protect the Community's historical homes, buildings, sites and cultural resources and promote tourism opportunities for these resources.
- ✓ Encourage land development practices that reserve open space within or close to developed sites. Such open space should preserve the land's natural features and provide opportunities for the development of active recreational facilities.
- ✓ Maintain “equine friendly” land use and development regulations.
- ✓ Protect wetlands and flood hazard areas, and maintain flood insurance eligibility for City residents and homeowners.
- ✓ Incorporate and integrate natural and historic resources into development projects to uniquely signature such projects and conserve resources in the process.
- ✓ Identify precisely the location, nature, and extent of all existing and potential resources to be conserved, so that developers and property owners can mitigate or adjust development plans to avoid or incorporate such resources into the planning and development process, providing for responsible utilization as a means of conserving them for present and future generations to enjoy.
- ✓ Promote cluster subdivisions with design features such as open space, greenways, wildlife corridors, wetland preserves, farmlands, etc. as a means of enhancing development, conserving resources, and maintaining a balanced environment.
- ✓ Amend subdivision (development) regulations to require open space and resource conservation as a requisite to site development.
- ✓ Enact development regulations to require the use of Best Management Practices (BMP’s) in dealing with the development of

resource areas.

LU Goal 6: Revitalize Buildings and Areas Vacated by Commerce

The free market and the rush by commerce to find the most competitive location often results in the abandonment of buildings and sites, leaving in their wake "dead spots" with negative connotations. To address this situation, the following strategies are recommended:

- ✓ Encourage retrofitting vacant commercial buildings for other uses.
- ✓ Limit commercial rezoning of new areas to enhance the market potential of vacant commercial buildings and land, and curb the abandonment of existing locations.
- ✓ Provide owners of vacant properties with economic incentives.
- ✓ Encourage mixed use development in the downtown to consist of converting upper floor space for residential use.
- ✓ Prepare a downtown development plan to address such things as marketing, signage, zoning regulations, etc..

LU Goal 7: Provide a Framework for Land Utilization and Development to Ensure an Orderly, Efficient, Equitable and Compatible Arrangement and Distribution of the City's Physical Resources.

This goal is directed at the heart of planning -- deciding what land will be developed and the intensity of that development. It is a matter of directing growth and development in such a manner as to sustain the built environment and community resources, and create a land use pattern characterized by:

- 1 Stable, attractive, and diverse neighborhoods,
- 2 Quality employment venues, properly integrated and disbursed within the urban area,
- 3 Convenient, accessible, diverse, and attractive retail areas, accentuated by historical, dining and visitation attractions,

- 4 Quality public services and facilities which provide an infrastructure support system for new development, and
- 5 An arrangement of land uses which optimizes investments in existing infrastructure, and minimizes investments in new and expanded infrastructure.

Strategies/Policies

Strategies and policies for implementation call for:

- ✓ Continual reference to the Land Use Plan Map to ensure compatibility of all rezoning and land development proposals. Such a move will remove much of the unknown regarding future development options, based on the Plan. However, adherence to the Plan does not rule out planned developments (PDDs) that may be compatible with surrounding land use, and goals and objectives of this Plan.
- ✓ Amend the Planned Development District (PDD) to require projects to qualify for this zoning by including development characteristics based on specified goals of the Plan.

Planned Developments are intended as a means of allowing creative projects that would be difficult or impossible to build under conventional zoning. In order for these types of projects to be considered, however, they should clearly meet specific community goals, including: ***mixed use development design using “Neo-Traditional” principles and resource conservation design.***

Within this framework, there are several specific criteria which must be met in order to reestablish the PD district as originally conceived and designed (to accommodate large scale mixed use development).

- ✓ Amend the zoning ordinance to require impact statements for projects of a certain size to address the potential effect on nearby properties, particularly residential, equine and historic.

- ✓ Enlist plan input and support by property owners, developers, and the general public.
- ✓ Adopt the Plan and the Plan Map by ordinance.
- ✓ Enact and/or amend land use and development regulations and policies as necessary to accomplish Plan Map compliance.
- ✓ Coordinate land use planning with the provision of adequate transportation and infrastructure systems to support desired patterns of development.
- ✓ Provide for effective zoning that is consistent with the goals and policies contained in the Comprehensive Plan.
- ✓ Provide for appropriate transitioning or buffering between land uses of differing scales or intensity.
- ✓ Work with the County to coordinate land use planning and development decisions in areas surrounding and impacting the City. Also, consider the creation of a Joint City-County Planning Commission to help carry-out this strategy.

POLICY COMPONENT

This component forms the basis for the planning process by providing a means to evaluate land use proposals for compliance with the land use and development goals, as previously stated.

General Policies

- Encourage and influence planned and orderly growth consistent with the various elements of the Comprehensive Plan.

Residential Policies

- Provide opportunities for an appropriate mix of dwelling types, sites and prices in keeping with financial capabilities and market preferences.

- Encourage new housing development to strive toward the best principles of site planning and residential design.
- Ensure that the level and type of proposed residential development will be compatible with the physical limitations of the land and established land uses in an area. Also, ensure that the transitions in size, site standards and other characteristics from residential area to residential area are compatible.
- Coordinate the expansion of residential development with information regarding potential impacts on schools, water and sewer systems, drainage, transportation systems, historical and natural resources, the equine industry and other elements of the Comprehensive Plan.
- Encourage the maintenance and/or improvement of the individual character and identity of established neighborhoods.

Commercial Policies

- Ensure that commercial establishments are designed to minimize negative impact on traffic circulation and adjacent land use.
- Prohibit the encroachment of commercial development into established residential areas.
- Coordinate the growth of commercial development with information regarding the potential impact on the Comprehensive Plan, community facilities, utilities, transportation system, adjacent and nearby land uses and the environment.

Industrial Policies

- Encourage the development of industrial uses in areas which will maximize the potential for safe, efficient and compatible operations while minimizing excessive infrastructure improvements and service costs to both industry and government.
- Promote the use of existing Industrial Parks as a means of ensuring land use compatibility and creating jobs within the community.

- Encourage the development and/or expansion of industrial uses which do not produce excessive noise, smoke, dust or other particulate matter, vibration, toxic or noxious waste materials, odors, fire and explosive hazards or other detrimental impacts to the environment.

Transportation Policies

- Ensure adequate rights-of-way for future road improvements and expansions in new subdivisions through dedication and building setback requirements.
- Protect the safety and traffic-carrying capacity of interchange areas and major thoroughfares from adjacent land development by minimizing curb cuts and requiring traffic impact studies for large, high traffic generating projects.
- Ensure the provision of safe and adequate parking facilities suitable to each type of development, and establish requirements that vehicular circulation within new subdivisions function efficiently and safely.
- Promote the development of a By-pass north of the City to remove pass-through traffic and reduce congestion on local streets.
- Advocate the development of a comprehensive transportation system to include light rail and mass transportation to meet long range needs and goals of community.

Open Space and Recreation Policies

- Integrate the Wateree River, Pine Tree Creek and other water bodies into a system of greenways and urban open space.
- Secure future sites for recreation activities by identifying land and water areas having the best combination of natural features, size and location suited for the type of activities to be provided.
- Preserve positive qualities of areas which have important recreational, scenic, historic, archeological, educational and aesthetic values.

- Encourage land development practices that reserve open space within or close to developed sites. Such open space should preserve the land's natural features and provide opportunities for the development of active recreation facilities.
- Support efforts to reforest City streets with comprehensive tree planting program.

Natural Resource Utilization and Conservation Policies

- Protect, maintain and enhance the community's natural resources for future generations to share and enjoy.
- Ensure that the development of land and water resources proceeds in a manner consistent with resource capabilities.
- Support the preservation of historic, architectural, archaeological, equine, and cultural resources in the community and establish appropriate rules, regulations, and ordinances to enhance and protect these resources.

PLAN MAP COMPONENT

The Plan Map Component is an expression of geographic objectives. It illustrates the development objectives for various areas within the community.

**Land Use
Map Symbol**

**Generalized Land
Use Classification**

RCA	Residential Conservation and Infill Areas
RDA	Residential “Density-Flex” Areas
MU	Mixed Use Areas
CSC	Community-Scale Commercial Areas
RSC	Regional-Scale Commercial Areas
RC	Resource Conservation Areas

Inherent in Plan Map objectives are policies dealing more specifically with the treatment of development. These policies represent legislative intent

on the part of City officials to meet development objectives for the various geographic areas comprising the City.

Land use and development objectives for the various areas are color-coded and identified by the use of symbols on the accompanying Plan Map. They are based in part on factors influencing development, i.e. growth projections, existing land use, land use issues and goals.

RCA, Residential Conservation and In-fill Areas

Objective

The objective of this designation is to conserve and protect the character and present use of existing single-family neighborhoods and subdivisions and to prohibit any use or development which would compromise or infringe on the prevailing character of such areas. Also, residential in-fill and redevelopment activity of like-kind are encouraged within these areas.

Policy

Where the symbol RCA and corresponding color code is applied on the Plan Map, it shall be the policy of the Planning Commission and City Council to deny zoning changes or ordinance amendments which would in any way compromise or alter the present use of property. In neighborhoods so designated, an ordinance change which would permit dissimilar uses would be denied as a matter of policy, pending further study by the Commission and subsequent amendment to the Plan Map.

This policy effectively "locks out" development and zoning changes in conflict with prevailing single-family uses. It is a policy of "no change" until such time as the plan objectives are reevaluated and restated by plan amendment. This designation is applied principally to existing stable, single-family residential areas.

RDA, Residential "Density-Flex" Areas

Objective

Housing is taking on a variety of forms in the City of Camden as demonstrated by the land use survey. Single-family site built homes, while

still the majority, comprise a smaller share of the total market than ever before. In response to a changing housing market, developers need flexibility to meet future housing demands and preferences.

The objective of the RDA designation therefore, is to identify areas suitable to and with short and long-range market potential for a wide range of residential options: to permit density flexibility in the form of multi-family, townhouse, patio, cluster, duplex and other housing types. The designation is applied principally to undeveloped areas with residential potential and existing residential areas of "mixed" housing styles and densities. Various types of units at higher densities are encouraged in these areas, thus allowing design flexibility and market response to housing demands.

Policy

The policy regarding areas designated RDA on the Plan Map is to accommodate where appropriate, adjustments and amendments to the zoning map so long as such amendments are for residential, institutional and/or office use -- uses generally compatible with residential development. Specific rezoning proposals are to be considered on their merits.

MU, Mixed Use Areas

Objective

This designation is applied to areas in transition and/or suitable to a variety of uses, where development is mixed and the real estate market is changing. Here, the objective is to monitor and guide development in an orderly manner by channeling change in such a way as to enhance and strengthen the outcome---to make mixed use possible and change a positive response to the future.

Policy

The Plan Map policies for "MU" areas are:

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

(2) To further evaluate such areas to determine the cause of change. Some areas so designated may be deteriorating and changing for the worse, while others may be under economic pressure for higher use and intensity development.

(3) To carefully evaluate all proposed zoning changes in such areas to determine the impact of the transitional process, and to grant change only where substantial improvement or strengthening of the area would result--- to guide the transitional process in the best interest of the community.

(4) To apply transitional zoning (O-I) where appropriate to control the transitional process and ameliorate differences between residential and non-residential uses.

(5) Create a second mixed use district to include tourism-type uses in combination with residential and office-institutional uses for application in areas of concentrated historical and cultural uses. Such a district could greatly enhance the appeal of such uses and contribute to the local economy.

CSC, Community Scale Commercial Areas

Scale is all about form and fit. How will a proposed new commercial project or building fit within Camden's built environment?

Camden is a very distinct community. It is characterized by low-rise buildings, small commercial stores and businesses (except for recently established commercial uses on Highway 521 and Wall Street), abundant open space, parks and equine areas, historical resources and small town ambience. Big-box stores are out of scale in this environment, as are high-rise buildings, billboards, strip malls, and building forms at odds with what has been historically accepted.

Objective

The objective of this designation is to sustain community-scale commercial and business uses, and to disallow out-of-scale development. Sustainability is achieved when development meets the needs of the present generation without compromising the ability of future generations to meet their own

needs. Maintaining “scale” is anticipated to be equally important to future generations.

Policy

The current zoning ordinance concentrates on use restrictions without regard to scale. While zoning restrictions in their present form are still helpful in promoting land use compatibility, scale and form are perhaps even more important, especially when it comes to sustainability of the commercial environment.

Therefore, Plan Map policies for sustaining community-scale commercial development in the areas so designated on the Plan Map are to refocus development regulations and review criteria on the scale and form of proposed business activity. This may be accomplished with “scale based” ordinances, requiring a “planned” physical outcome acceptable to the community.

RSC, Regional-Scale Commercial Areas

Areas so designated contain principally business, commercial, industrial, employment, and service uses and are projected to accommodate the bulk of such development in the future. They are located principally on the periphery of the community and, for the most part, are serving regional and transient markets.

Objective

This is an inclusive business designation. The objective is to accommodate general and area-wide economic activity in areas best suited for such purposes, and to minimize the impact on neighboring properties, the local transportation network, and environmental resources. Further, the objective is to encourage and promote the economic vitality of the City by concentrating business activity in easily accessible, strategically located peripheral areas and strengthening its pull through "cumulative attraction".

Policy

The policy is to promote and accommodate a market driven economy. Most areas so designated on the Plan Map contain business and

commercial establishments at this time and are zoned accordingly. Outside of these areas such development is discouraged because it would dilute the cumulative effect of concentrated commerce, and intrude into residential or resource areas.

RC, Resource Conservation Areas

Objective

The City of Camden is rich in natural, historical and cultural resources, among them:

- Historic Camden Revolutionary War Site
- The Fine Arts Center
- Historical Buildings and Structures
- Equine Racing and Training Facilities
- Public Parks
- Water Resources and wetlands

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

Policy

Where this symbol is applied to the Plan Map it shall be the policy of the City to ensure the life of its resources by enacting appropriate safeguards and taking appropriate action to prevent their misuse, as well as the misuse of adjacent areas.

COMPLIANCE INDEX COMPONENT

Nowhere is a Plan more essential than in decisions involving zoning or rezoning. In fact, 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..." But unless the Plan is clear regarding what constitutes conformance, it may not succeed as a guide to the development and regulatory process.

To clarify the intent of this Plan and what constitutes "accordance" therewith, the use of a Compliance Index is recommended. The Index, presented on Table 32 establishes criteria and parameters for determining compliance. It lists the symbols shown by 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 symbols and accompanying description on the Index establish the intent of an area and the type of development which fulfills the intent. The compatible use and compatible zoning columns establish criteria for determining plan compliance. The alternative district column provides for plan flexibility.

The compatible zoning district column provides a range of acceptable districts, from few to many, depending on the land use and development objectives of an area. Areas designated RCA, for example, show very few alternatives. This means that any rezoning request not listed by the Index should be denied on the basis of non-compliance with the Plan Map. This limited rezoning response makes a strong statement for stability and conservation of existing residential neighborhoods classified RCA on the Plan Map. It must be understood, however, that compliance with the Plan does not entitle an applicant to a rezoning request. It merely states compliance with the Plan. A host of other factors such as the potential impact on traffic, natural resources, historical places, equine facilities, etc., could come into play and should be considered by the Commission and Council in their deliberations on the matter.

The list of "zoning district alternatives" is designed to give the Commission and Council 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 the Plan goals and objectives for the various areas.

Where the Plan's goals are brought into question, the matter shall be reassessed by the Planning Commission to determine if they are still representative of the area in question. If they are, any rezoning change at variance should be denied on the grounds of "non-compliance". If, however, there is a deficiency in the Plan or conditions or objectives have

changed, the Plan itself should be amended. In this way, the Commission together with the Council will continually evaluate the Plan for applicability.

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

