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May 13, 2025

South Carolina State Housing Finance and Development Authority  
Development Department  
300-C Outlet Pointe Boulevard  
Columbia, SC 29210

RE: Lancaster Manor Apartments: Lancaster Downtown Revitalization Plan

To Whom It May Concern:

It is my understanding that Lancaster Manor Apartments is under consideration for an award of federal and state low income housing tax credits to finance a substantial rehabilitation and that the Lancaster Downtown Revitalization Plan was provided as evidence of a Concerted Community Revitalization Plan in support of that application. This letter serves to confirm that Lancaster Manor Apartments a) is located in downtown Lancaster, b) is covered within the Project Area defined by the Lancaster Downtown Revitalization Plan, and c) the proposed rehabilitation of the property will directly contribute to accomplishing the stated goals of the plan.

The Lancaster Downtown Revitalization Plan was created by a large group of community leaders and stakeholders including citizens, business owners, nonprofit groups, public safety, and elected city leadership. Please note that neither American Community Developers, Inc. nor any of its principals, employees, or affiliates were involved in the initiation or adoption of the plan. Since its adoption in 2020, significant funding and ongoing effort has been committed towards the plan's implementation. This plan serves as the cornerstone of our community's vision for its future.

As the county seat, the City of Lancaster plays an important role in the greater community and the importance of the Downtown area in which Lancaster Manor is located. This is evidenced by the fact that the Lancaster County 2040 Comprehensive Plan and the City of Lancaster Comprehensive Plan (adopted September 10, 2024) both specifically identify this area of the city as a key area of emphasis. Strategy #15 of the City of Lancaster Comprehensive Plan is to make Downtown Lancaster a Priority Investment Area to facilitate affordable housing development, and Strategy #2 encourages the use of tax credits to attract private investment for revitalization purposes (a copy of this plan is attached).

We welcome American Community Developers, Inc. and are very excited for the proposed capital investment to rehabilitate Lancaster Manor Apartments. This would represent a significant contribution to the goals of our community. Please contact me directly at (803) 289-1453 if you have any questions or wish to discuss this project further.

With Regards,

A handwritten signature in blue ink, appearing to read "Steven Hutfles".

Steven "Flip" Hutfles  
City Administrator

City of Lancaster, South Carolina  
[www.lancastercitysc.com](http://www.lancastercitysc.com)



# **THE RED ROSE CITY**

## **COMPREHENSIVE PLAN**

**ADOPTED**  
**SEPTEMBER 10, 2024**





**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**

# ACKNOWLEDGMENTS



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## **CITY COUNCIL**

T. ALSTON DEVENNY, MAYOR

JACKIE HARRIS, MAYOR PRO-TEMPORE (DISTRICT 3)

KENNY HOOD (DISTRICT 1)

OCTAVIA M. JONES (DISTRICT 4)

TOMONICA MARSH (DISTRICT 2)

RONNIE SOWELL (DISTRICT 6)

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## **PLANNING COMMISSION**

DR. RICHARD VAN HALL, CHAIR

ROBIN DUREN

MASKINS KNOX

CARLA WILLIAMS

STELLAR WITHERSPOON

## **CITY STAFF**

STEVEN “FLIP” HUTFLES, CITY ADMINISTRATOR

TRACY RABON, CITY CLERK

LOUIS STREATER, DIRECTOR OF BUILDING, PLANNING, ZONING & LICENSING

## **COMPREHENSIVE PLAN CONSULTANT**

BENCHMARK PLANNING





**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**

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**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**

# **Introduction**



## OVERVIEW

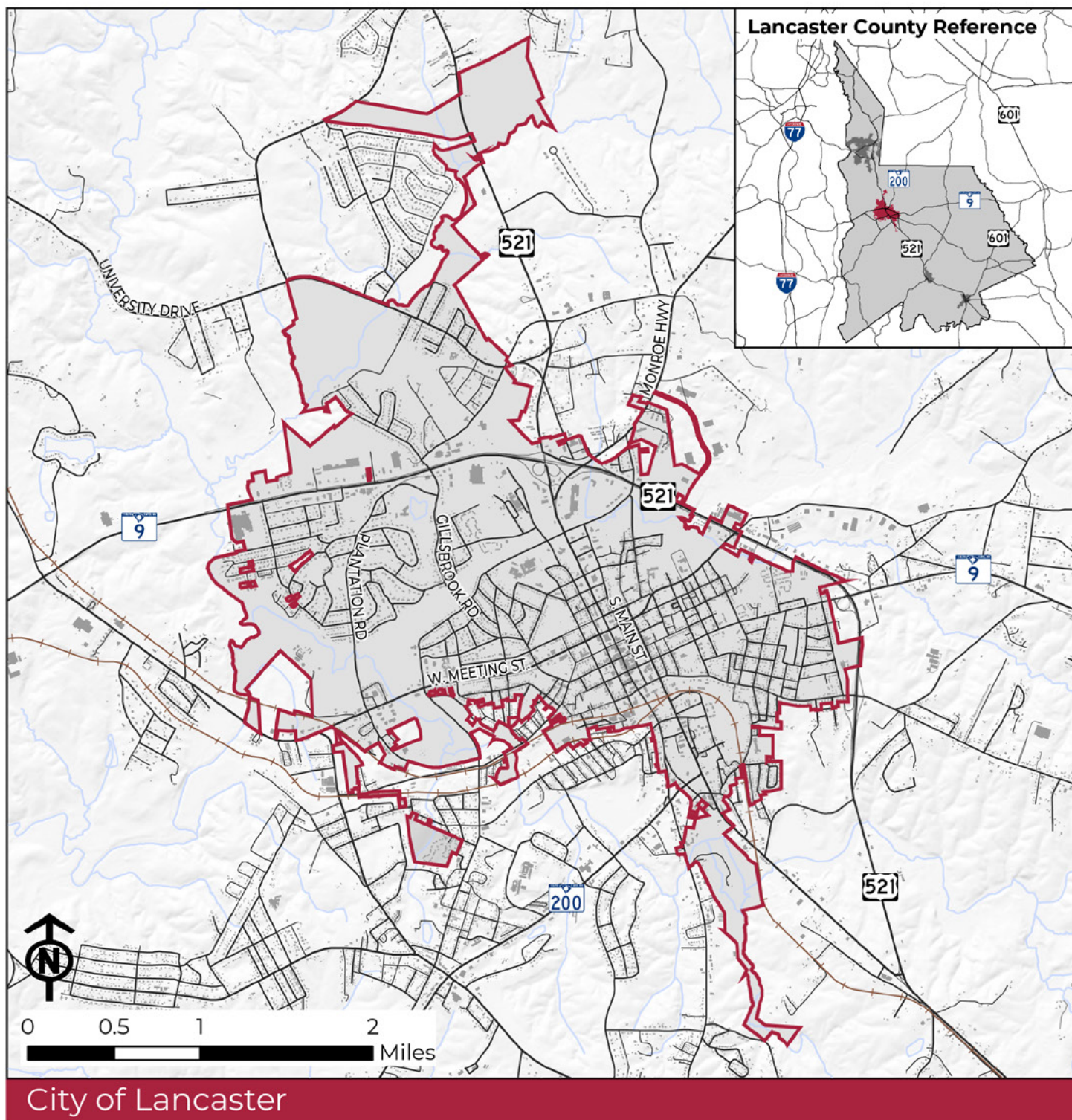
A comprehensive plan is the foundational planning document for the City of Lancaster to utilize as it grows and develops over the coming years. The Plan provides guidance on long-range strategic direction to the elected and appointed officials and administrative staff as they develop programs, policies, and projects in the City limits and the surrounding areas. State law requires that the Plan be updated every ten years, with an interim review every five years. The required reviews and updates help to ensure that the information contained within the Plan remains relevant and the Plan's direction aligns with community goals.

The Red Rose City Comprehensive Plan is designed for government agencies, residents, private developers, property owners, and private organizations to use while planning the City's future growth, development, and preservation. The Plan is considered a "living document" that establishes a set of guidelines and procedures for implementing the long-range vision, goals, and strategies for the community. These strategies and goals are built around an inventory and analysis of the following planning elements, which are required by the South Carolina Planning Enabling Act (Title 6, Chapter 29, Article 1):

- |                         |                        |
|-------------------------|------------------------|
| 1. Population           | 6. Housing             |
| 2. Economic Development | 7. Land Use            |
| 3. Natural Resources    | 8. Transportation      |
| 4. Cultural Resources   | 9. Priority Investment |
| 5. Community Facilities | 10. Resiliency         |

The Comprehensive Plan, and these elements, are focused on the City of Lancaster's corporate boundaries, as well as a defined area on its periphery where the City has an agreement with Lancaster County Water and Sewer District. This area is defined as the "Utility Service Area" on the Regional Context Map. The City of Lancaster is the seat of Lancaster County, and is located in the heart of the County. Regionally, the City is located within the Charlotte metropolitan area, which has positive impacts on the City's overall growth and economic trends. The City's Boundary map and the Regional Context map are displayed on the following pages.





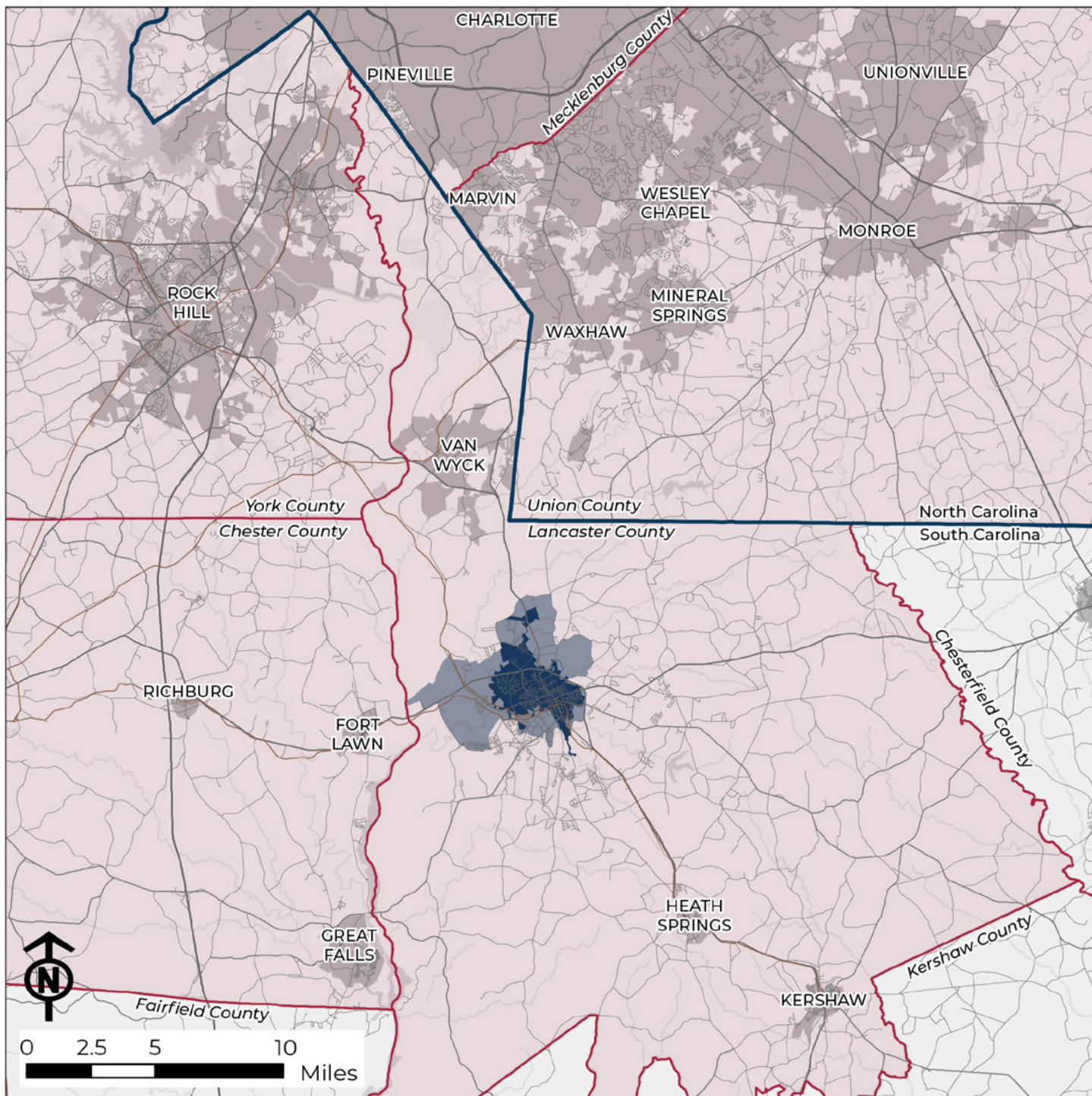
### Legend

- Lancaster City Limits
- Building Footprints
- Railroads
- State/Federal Roads
- Local Roads





## » REGIONAL CONTEXT



### Regional Context

#### Legend

- |                             |                  |
|-----------------------------|------------------|
| Railroads                   | Municipalities   |
| Roads                       | Charlotte MSA    |
| Lancaster City Limits       | County Limits    |
| Lancaster City Service Area | State Boundaries |





## LEGAL AUTHORITY

In 1994, the State Legislature passed the South Carolina Local Government Comprehensive Planning Enabling Act, which granted authority to local governments to prepare and maintain comprehensive plans, as set forth in the South Carolina Code of Laws Title 6, Chapter 29. The Act consolidated formerly separate state legislative acts regarding local authority to create comprehensive plans. Although the Comprehensive Plan is not a legally binding “ordinance,” it does inform land use and development ordinances and regulations as the Planning Commission and City Council carry out their duties in guiding and facilitating development in the City. The Comprehensive Planning Enabling Act sets the requirements for the 10 year update and 5 year review, but the Plan may be updated as often as necessary.

## HOW TO USE THIS PLAN

The Comprehensive Plan should be used as a guide for both public and private sector decision making concerning future growth and land development in and around the City of Lancaster. The City Council and Planning Commission should use the Plan to provide consistency in evaluation of development proposals or policy changes; ensuring that any approved development or policy change works toward achieving the vision of the Plan. The Plan should also be used to guide capital improvements, development regulations, and coordination efforts with other government agencies and partners on issues of mutual interest. In relation to the private sector, the Plan provides guidance to land owners and developers of the City’s expectations for future growth.

## THE PLANNING PROCESS

Previously, the City of Lancaster has been included in the Lancaster County Comprehensive Plan. However, in order to focus on more granular details within Lancaster, the Red Rose City decided to prepare its own plan. This Plan was developed over a 20-month timeline beginning with the project kickoff in November 2022. The initial tasks of the project included conducting background research, initiating an online community survey, holding meetings with the Planning Commission, and hosting three public drop-in meetings. The second half of the project included additional Planning Commission meetings and a joint Planning Commission / City Council workshop, which eventually led to the adoption phase of the project from July through September 2024.



## » PLANNING PROCESS TIMELINE



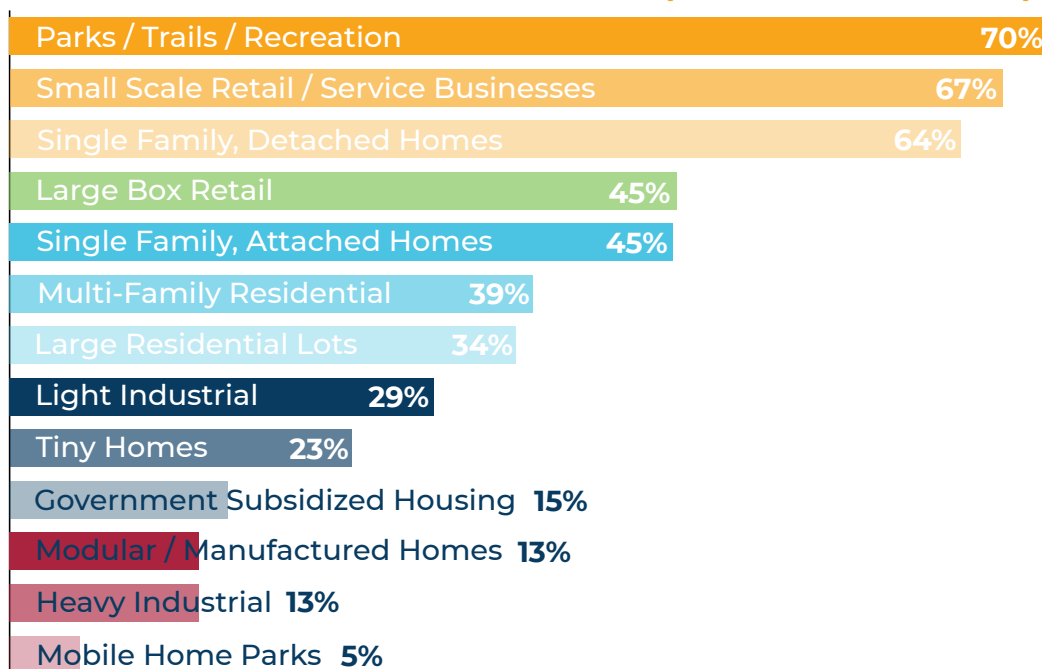
## COMMUNITY SURVEY

The Community Survey, which was conducted online from December 2022 to February 2023, was a major point of public input. Approximately 365 residents participated in the community survey, sharing their concerns, visions, and feedback on development and related impacts in the City of Lancaster. A short summary of the community survey results is presented on the following pages.

Almost 60% of survey respondents indicated that they have an average quality of life in the City, while more than one-third of respondents shared that they experience a low quality of life. Quality of life factors respondents are mostly happy with include housing affordability / cost of living, K-12 education opportunities, health care options, community character, and parks and recreation. Those which could use the most improvement include entertainment / dining, availability of retail goods / services, housing options, and employment opportunities.

Survey respondents' top concerns are crime, growth and development, parks and recreation, housing affordability, and schools / education. Almost 60% of respondents feel that the City is growing too slowly while approximately one-third think it is growing at the right pace and about 10% feel it is growing too quickly. Comments surrounding this question indicate that certain areas of the City are growing at different rates, and an interest in downtown growth was expressed. This question was followed by a request for the types of development respondents would like to see, and the answers are illustrated below. There is a lot of interest in parks / trails / recreation, small scale retail / service businesses, and single family detached homes.

### » WHAT DEVELOPMENT WOULD YOU LIKE TO SEE? (SURVEY RESPONSES)





Almost 70% of respondents indicated that the City's aesthetic appearance needs improvement. Top requests for aesthetic enhancements are shown below, with the largest words indicated those repeated by the most respondents. Top requests were for improvements to buildings downtown, improvements along Main street, stores, trash pick up, and sidewalk maintenance.

[illegible]

When asked about environmental concerns, almost 60% of survey respondents indicated that they are worried about water quality. Almost 50% are worried about stormwater and loss of wildlife habitat, while 40% are concerned about a loss of open space.

While survey respondents are generally satisfied with the services provided by the City (fire department, police department, water and sewer utilities, and sanitation / garbage pickup), almost 70% are unsatisfied with street and sidewalk maintenance. There were very mixed reviews on the building and zoning services provided by the City, with almost 40% of respondents not having an opinion.

One of the last questions in the community survey asked respondents to identify the most important topics to include in the Comprehensive Plan. The responses are illustrated below, with the most repeated words shown in larger print. The most frequent topics include growth management, downtown revitalization / development, housing, parks and recreation, employment, community, small business / retail / restaurants, education, historic preservation, improved sidewalks and streets, and safety.

## » WHAT TOPICS ARE MOST IMPORTANT FOR THE PLAN? (SURVEY RESPONSES)



The last question on the community survey asked respondents to share their vision for the future of Lancaster. This question was a written response and the words which were repeated most frequently by respondents are shown below, with the most frequently repeated words in larger letters. The most common visions included:

- ◆ A Vibrant / Revitalized Downtown,
- ◆ Maintain the Small Town Feel
- ◆ Great Place for Families
- ◆ Affordable Housing
- ◆ More Entertainment Options
- ◆ Improved Safety
- ◆ Clean and Attractive
- ◆ Healthy Community
- ◆ Live / Work / Play
- ◆ More Greenways and Parks
- ◆ Quality Growth

The visions shared in this question largely reflect other responses collected throughout the survey, as well as in public meetings. There is a great interest in improving downtown and the many assets of a downtown. There is also an interest in improving the quality of life of residents, particularly through the provision of commercial and recreational amenities. There is also an interest in controlling growth in a manner which provides these amenities while also preserving the small town feel.

## » PLEASE DESCRIBE YOUR VISION FOR THE FUTURE (SURVEY RESPONSES)







**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**

## VISION FRAMEWORK

The Comprehensive Plan Vision was developed based on the Plan's elements, direction provided by the Planning Commission, and public input. The Planning Commission met several times to review and discuss the background information contained within the Plan's elements and the input received by the public. This review resulted in the development of emerging themes which were reviewed by the public and prioritized at a series of public meetings conducted in April of 2023. After the public meetings, the emerging themes were assembled into a draft vision and goals, which were presented to the City Council and Planning Commission. This vision and goals, presented on the following pages, are to be implemented through a set of strategies which follow.

### VISION

**THE CITY OF LANCASTER IS THE CULTURAL, ECONOMIC, AND GOVERNMENTAL CENTER OF LANCASTER COUNTY. THE CITY'S VIBRANT DOWNTOWN, STRONG NEIGHBORHOODS, AND EXPANDING EMPLOYMENT BASE CONTRIBUTE TO OUR ONGOING GROWTH AS WE STRIVE TO IMPROVE AND ENHANCE THE QUALITY OF LIFE FOR OUR RESIDENTS.**

### GOALS

#### **COMMUNITY**

STRENGTHENING NEIGHBORHOODS  
AND QUALITY OF LIFE

#### **INFRASTRUCTURE**

IMPROVE, EXPAND & MAINTAIN

#### **REVITALIZATION**

DOWNTOWN & LEGACY SITES

#### **COORDINATION**

WITH COUNTY, LCWSD, & OTHERS

#### **ECONOMIC DEVELOPMENT**

FACILITATING OPPORTUNITIES /  
JOB CREATION

#### **ANNEXATION**

GROWING THE CITY



The goals, as presented on the previous page, were shared with the community as emerging themes during the public drop-in meetings in April of 2023. Following review and feedback from the public, these emerging themes were codified as goals within the Plan. The goals and goal context is shown on the following pages. These form the basis of the community vision and were utilized to draft the implementation strategies of the Plan.

## GOAL 1

### COMMUNITY

#### STRENGTHENING NEIGHBORHOODS & QUALITY OF LIFE

*The overall health of the City's neighborhoods will help shape the community as a whole. Strengthening neighborhoods and improving the overall quality of life for everyone is important to the City's future.*

## GOAL 2

### REVITALIZATION

#### DOWNTOWN & LEGACY SITES

*The City is working to revitalize the downtown and reactivate a number of prominent industrial and legacy commercial areas. One of the most important goals of the Plan is to re-imagine and reuse these areas to their fullest potential.*

## GOAL 3

### ECONOMIC DEVELOPMENT

#### FACILITATING OPPORTUNITIES / JOB CREATION

*Residents are looking for greater employment opportunities and more retail and entertainment choices. The goal is to encourage more opportunities through revitalization, infrastructure improvements, and growth on the edges of the city.*



## GOAL 4

### INFRASTRUCTURE

IMPROVE, EXPAND, & MAINTAIN

*The City of Lancaster provides water and sewer utilities, as well as street and sidewalk maintenance. The improvement, expansion, and maintenance of infrastructure and services will help encourage business and residential growth.*

## GOAL 5

### COORDINATION

WITH COUNTY, LCWSD, & OTHERS

*The success of the City is greatly dependent on its neighbors and partners. Coordination with the County, Lancaster County Water and Sewer District, the School District, and a number of other entities will help the City thrive.*

## GOAL 6

### ANNEXATION

GROWING THE CITY

*It is the goal to annex properties within the City's Utility Service Area where it has an agreement with LCWSD to provide City utilities. This goal helps focus growth around the City where infrastructure is readily available, reducing impacts of urban sprawl.*













## IMPLEMENTATION STRATEGIES

The vision and goals, presented on the previous pages, help to direct the future areas of focus for the City of Lancaster. Additional direction, that is directly implementable, is shared as implementation strategies on the following pages. These implementation strategies fall underneath the goals, and some may be subject to numerous goals. For each implementation strategy, there are a few things noted. First, the goals which correspond to the strategy are noted as follows:

 Goal 1 (Community)	 Goal 4 (Infrastructure)
 Goal 2 (Revitalization)	 Goal 5 (Coordination)
 Goal 3 (Economic Development)	 Goal 6 (Annexation)

Second, the Comprehensive Plan elements which correspond to each strategy are noted:

 Element 1 (Population)	 Element 6 (Housing)
 Element 2 (Economic Development)	 Element 7 (Land Use)
 Element 3 (Natural Resources)	 Element 8 (Transportation)
 Element 4 (Cultural Resources)	 Element 9 (Priority Investment)
 Element 5 (Community Facilities)	 Element 10 (Resiliency)

### IMPLEMENTATION STRATEGY 1: Prepare and implement an annexation strategy for the orderly expansion of the City's jurisdiction.

**Context:** *The City's Utility Service Area agreement with LCWSD should be used as a future growth boundary for the City. While this Plan identifies the general future land use for this area, the City should more closely examine development opportunities, priorities, and policies for guiding annexation of future development and expansion into this area. In this effort, the City should continue to work with LCWSD and the County to ensure a coordinated approach is put into action, continuing to require the annexation of properties which tie into the City's utilities.*

#### Associated Goals:



#### Associated Elements:



**IMPLEMENTATION STRATEGY 2: Develop and maintain a toolkit of incentives to attract private investment in downtown to aid revitalization efforts.**

**Context:** *The City should continue to implement the Downtown Revitalization Plan, putting into action many of the Plan’s suggested incentives and tools to facilitate the redevelopment and reuse of vacant buildings in the downtown area. The incentives and tools can be targeted toward facade improvements, building up-fits to encourage restaurants, and building safety improvements, such as a fire suppression grant. The City should continue to encourage the use of tax credits, state and federal resources, and other technical assistance programs. The City should continue to consider opportunities to acquire and facilitate the redevelopment of dilapidated buildings as opportunities arise.*

**Associated Goals:**



**Associated Elements:**



**IMPLEMENTATION STRATEGY 3: Conduct a housing needs study.**

**Context:** *During the process, it was noted that a wide variety of housing types were needed to ensure that attainable housing is available for all income levels and needs. In addition to concerns about affordability, it was noted that a full range of housing product types are not available for young professionals. This includes opportunities for small scale, “missing middle,” and potentially “tiny home” housing typologies to increase density while maintaining neighborhood character. A housing needs study completed by the City, will help identify the current needs and future demands for these housing types, opportunities for single family detached housing and neighborhoods, and any zoning regulations that need to be improved or adopted to facilitate the development of housing to meet the City’s current and future needs.*

**Associated Goals:**



**Associated Elements:**



**IMPLEMENTATION STRATEGY 4: Strengthen code enforcement activities.**

**Context:** *A desire to strengthen code enforcement was brought up by residents in the community survey that was conducted at the beginning of this project. Enhancing code enforcement efforts will help reduce the number of unsightly buildings, remove visible junk and debris from properties, and facilitate similar improvements, which will strengthen the overall appearance of the City.*

**Associated Goals:**



**Associated Elements:**





**IMPLEMENTATION STRATEGY 5: Work to improve the appearance of the Main Street corridor, as well as the main entry points into the City.**

**Context:** During the planning process, a number of concerns were raised regarding the City's overall appearance. While improvements have been made in recent years, the City should pursue additional efforts to improve the aesthetic appeal of the main entry points into the City, as well as the main corridors running through the City. Particular attention should be given to the Main Street corridor, as it also serves as the heart of downtown. A number of local volunteer-based groups may be willing to assist with a variety of partners clean up efforts and expanding beautification initiatives. The City can also consider a number of regulatory approaches to help enhance landscaping with new development. In addition to the appearance of the streetscape, consideration should also be given to the creation of a vacant building registry and ordinance to help monitor and improve the appearance of empty buildings until they are redeveloped.

**Associated Goals:**



**Associated Elements:**



**IMPLEMENTATION STRATEGY 6: Promote walkable communities by providing and requiring pedestrian connections.**

**Context:** Providing pedestrian connections between and throughout residential neighborhoods and commercial areas has a range of positive impacts. This will reduce the number of car trips (and thus automobile traffic) in the City, increase residents' physical activity levels (which has a range of positive health impacts), and improve the small-town character of the City. In order to facilitate walkable communities, the City should pursue a range of related subtasks. This includes pursuing grant funding to provide sidewalks and trails in already developed areas; requiring the provision of sidewalks or trails with all new development; and working to prioritize funding for the construction of sidewalks and trails. Particular effort should be placed on developing sidewalks and trails between urban neighborhoods and downtown Lancaster. Efforts should also be made to prioritize pedestrian and greenway connections to connect residents to recreational facilities. Additionally, the City should pursue Safe Routes to School (SRTS) funding to provide sidewalks and safe crossings between residential areas and schools.

**Associated Goals:**



**Associated Elements:**



**IMPLEMENTATION STRATEGY 7:** Expand the marketing of the City’s cultural assets, museums, and downtown.

**Context:** The City is home to a number of wonderful cultural assets, historical sites, and museums. However, many of these great resources are not well-known to residents or visitors, and improvements could be made to share these resources with the community. The City should pursue additional efforts to market its cultural assets, museums, and downtown; particularly to locals who have not yet explored them. Hosting events at these sites and putting out educational resources are two opportunities to increase their use.

**Associated Goals:**



**Associated Elements:**



**IMPLEMENTATION STRATEGY 8:** Retain and attract commercial and industrial development within the City limits to take advantage of the City’s workforce and reduce commute times for residents.

**Context:** Approximately 60% of employed residents commute out of the City for work each day. Labor force participation rates are slightly low and poverty rates are slightly high. Residents who engaged in this planning process placed a lot of importance on the need to increase job opportunities while also enhancing commercial services for residents. To help facilitate action, continue to work with the Chamber of Commerce, the County, and other partners to retain and attract employment generating business and industry.

**Associated Goals:**



**Associated Elements:**



**IMPLEMENTATION STRATEGY 9:** Continue to facilitate partnerships between local businesses, industries, high schools, and workforce training centers to assist with workforce development and training.

**Context:** Business retention and recruitment is an important element of any economic development strategy. The City should continue to work with Lancaster County Economic Development, the Chamber of Commerce, and other partners to build upon training programs through USC-Lancaster, Lancaster County Schools, and other partners to help meet the needs of current and future business and industry employers.

**Associated Goals:**



**Associated Elements:**



**IMPLEMENTATION STRATEGY 10:** Work with Lancaster County, the Catawba Regional Council of Governments, the South Carolina Department of Transportation, USC-Lancaster, and MUSC to examine opportunities to provide public transportation.

**Context:** A number of the residents engaged in the planning process expressed an interest in public transportation. There are a number of good reasons to provide such a service; particularly to assist residents who do not have access to a vehicle to get to and from school, work, or other necessary stops. Given the City’s limited resources, it should work with a number of other entities to examine opportunities to provide a meaningful public transportation option, potentially through a publicly subsidized ride share.

**Associated Goals:**

G1

G3

G5

**Associated Elements:**

P

E

T

PI

R

**IMPLEMENTATION STRATEGY 11:** Improve regional coordination on planning and development-related concerns.

**Context:** The City of Lancaster is closely tied to the many jurisdictions within the county and region. The growth that is occurring in and around the City and in the Panhandle region of the County is directly linked to the development occurring in the Charlotte Metropolitan Statistical Area. As development pressures are expected to continue throughout the region, it will be important to coordinate with a wide range of jurisdictions, governmental agencies, and partners to ensure the adequate provision of services and utilities are provided in a coordinated manner. Some of those partners and organizations include Lancaster County, LCWSD, LCSD, CRCOG, SCDOT, SCDEP, and other such entities.

**Associated Goals:**

G4

G5

G6

**Associated Elements:**

N

CF

L

T

**IMPLEMENTATION STRATEGY 12: Proactively plan for the City’s future utility and infrastructure needs.**

**Context:** As a provider of water and sewer, the City holds a significant amount of influence over development. It also has the ability, primarily through coordination with the South Carolina Department of Transportation, to guide infrastructure investment. As the City continues to grow, utilities and infrastructure within it will need to be improved, upgraded, and increased. The City should proactively assess the capacity of these services to ensure that it is appropriately planning for needed improvements and expansions, in order to be in the best position possible to provide those needed services. This strategy will require coordination with a range of other entities, including other utility providers, regional agencies, and the State.

**Associated Goals:**



**Associated Elements:**



**IMPLEMENTATION STRATEGY 13: Utilize the Future Land Use Map when considering any rezoning application, development proposal, or annexation request. Review the City’s Zoning Ordinance and related land use ordinances to ensure they align with the future land uses, vision, goals, and strategies of the Comprehensive Plan.**

**Context:** The City Council, Planning Commission, and City Staff should consider the Comprehensive Plan and Future Land Use Map when they are reviewing all zoning amendments, development proposals, rezoning, and text amendments. As the Future Land Use Map lays out the physical vision for the future of the City, it directs the Council and Planning Commission in terms of preferred development scenarios. If a proposal does not match the Future Land Use Map, it should be carefully considered to determine whether the proposal should be denied or the Future Land Use Map should be changed. As circumstances evolve over time, the Future Land Use Map may need to be modified to better capture the vision of the City. Similarly, the changes envisioned in this Plan may require direct implementation. Following the adoption of this Plan, the City should review the Zoning Map and Zoning Ordinance to ensure that it allows and promotes the types of development outlined in this Plan.

**Associated Goals:**



**Associated Elements:**



## IMPLEMENTATION STRATEGY 14: Develop a five-year capital improvement plan.

**Context:** In addition to the current budgeting process, the City should consider the preparation of a long-term Capital Improvement Plan (CIP) for future capital projects and projects related to the implementation of the Comprehensive Plan. The CIP should designate funding sources and timeframes for each project, assuring that they will be implemented. The City should also examine regional, state, and federal grant opportunities which can be leveraged to assist in funding capital projects.

### Associated Goals:



### Associated Elements:



## IMPLEMENTATION STRATEGY 15: Designate Downtown Lancaster as a Priority Investment Area.

**Context:** An additional opportunity to assist with the revitalization of Downtown Lancaster is through the designation of a Priority Investment Area. In 2007, the State of South Carolina signed the Priority Investment Act, which required the development of a Priority Investment Element in all comprehensive plans. This Act also allowed local governments to identify priority investment zones in which local governments may adopt market based incentives or relax or eliminate nonessential housing regulatory requirements in order to encourage affordable housing. Additionally, the Act allows local governments to identify priority investment zones to encourage communities with mixed residential and commercial uses that look and function like traditional towns and neighborhoods. The Act defines market based incentives to include density bonuses, relaxed zoning regulations (such as lot area requirements or setbacks), reduced or waived fees, fast track permitting, and design flexibility. The City should designate Downtown Lancaster (and potentially other areas) as Priority Investment Areas and identify a list of incentives which may be applicable.

### Associated Goals:



### Associated Elements:



**IMPLEMENTATION STRATEGY 16: Prepare a parks, recreation, and greenway plan.**

**Context:** A significant number of residents would like to see the expansion and improvement of parks, recreation amenities, and greenways throughout the City. Recent plans have been completed for the Municipal Justice Center (MJC) Park; however, an overall plan is needed to provide guidance for the development and improvement of parks and trail facilities across the City. A number of state, conservation, and related resources are potentially available to help construct and plan for parks and greenways.

**Associated Goals:**



**Associated Elements:**



**IMPLEMENTATION STRATEGY 17: Prepare a comprehensive update to the zoning and associated land use and development ordinances and regulations.**

**Context:** Related to Implementation Strategy #13, the City should update and modernize the zoning ordinance and other relevant land use and development ordinances to include the possible consolidation of ordinances into a Unified Development Ordinance. This will ensure the regulations are compliant with the Comprehensive Plan and incorporate the best practices in zoning and land use regulation.

**Associated Goals:**



**Associated Elements:**



**IMPLEMENTATION STRATEGY 18: Provide cost-effective and efficient public services to meet the needs of the community.**

**Context:** The City will continue its commitment to maintaining a fiscally sound and responsible local government, utilizing its resources in a cost-effective and efficient manner to deliver services throughout the City. The City will carefully review and plan ahead for capital improvement needs, projects, and services to ensure an efficient use of the City's resources for the long-term, which is essential to the sustainability of the community.

**Associated Goals:**



**Associated Elements:**





# Element 1



# Population

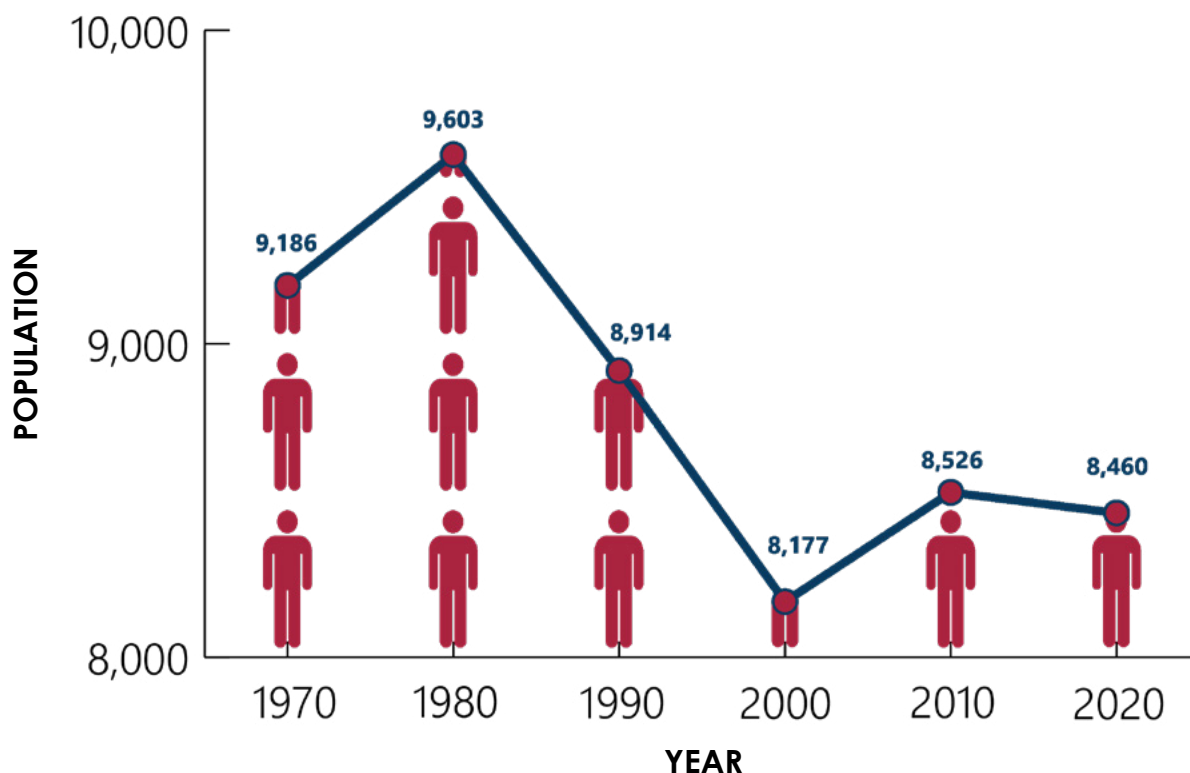
## HISTORIC POPULATION TRENDS

Over the last 50 years, the City of Lancaster has experienced both population growth and decline. At its height, in 1980, the City was home to more than 9,500 residents. The following two decades were periods of decline, as the population dropped to almost 8,000. Since 2000, the City of Lancaster has begun gradually growing, and is now home to around 8,500 residents.

The region as a whole has been growing consistently for more than 50 years, and in fact, Lancaster County has recently experienced some of the most drastic rates of growth in the country. Sitting within the Charlotte metropolitan region, the northern portion of Lancaster County has experienced exponential growth over the last few decades, as populations continue to spread southward from the City of Charlotte. As population growth continues throughout the region in the coming years, and as the northern portions of Lancaster County become over-developed, growth pressures in and around the City of Lancaster are anticipated to increase. In fact, the State of South Carolina projects that Lancaster County as a whole will grow by approximately 30,000 residents between now and 2035.

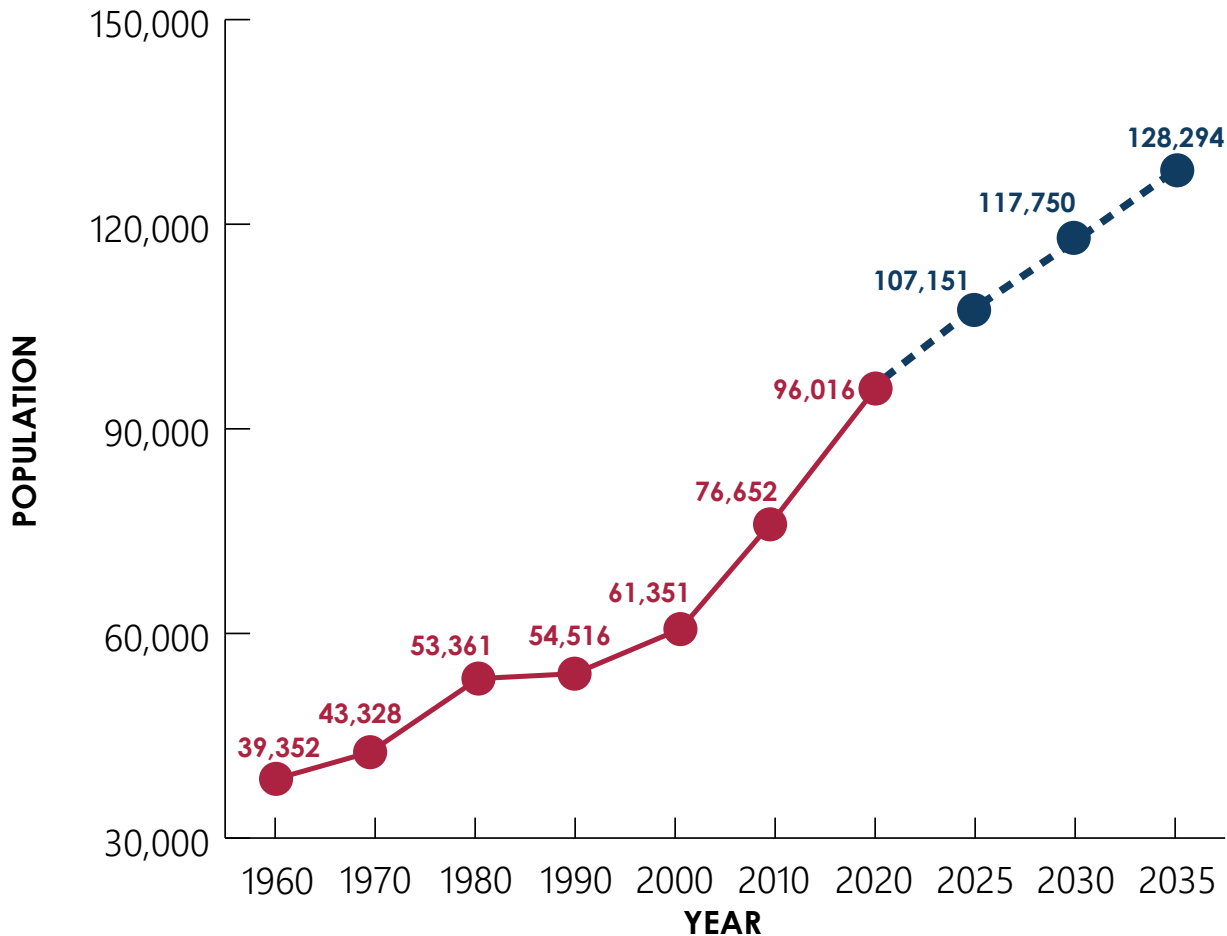
### » HISTORIC POPULATION GROWTH

Source: US Census Bureau, United States Census (1970 - 2020)



## » COUNTY POPULATION PROJECTION

Source: United States Census (1970 - 2020), SC Revenue and Fiscal Affairs Office



## » MEDIAN AGE AND DEPENDENCY

Source: US Census Bureau, American Community Survey (2020)

	SOUTH CAROLINA	LANCASTER COUNTY	CITY OF LANCASTER
Median Age	39.7	42.5	38.6
Age Dependency Ratio	65.2	73.9	79.1
Old Age Dependency Ratio	29.2	36.4	32.6
Child Dependency Ratio	36.0	37.5	46.5

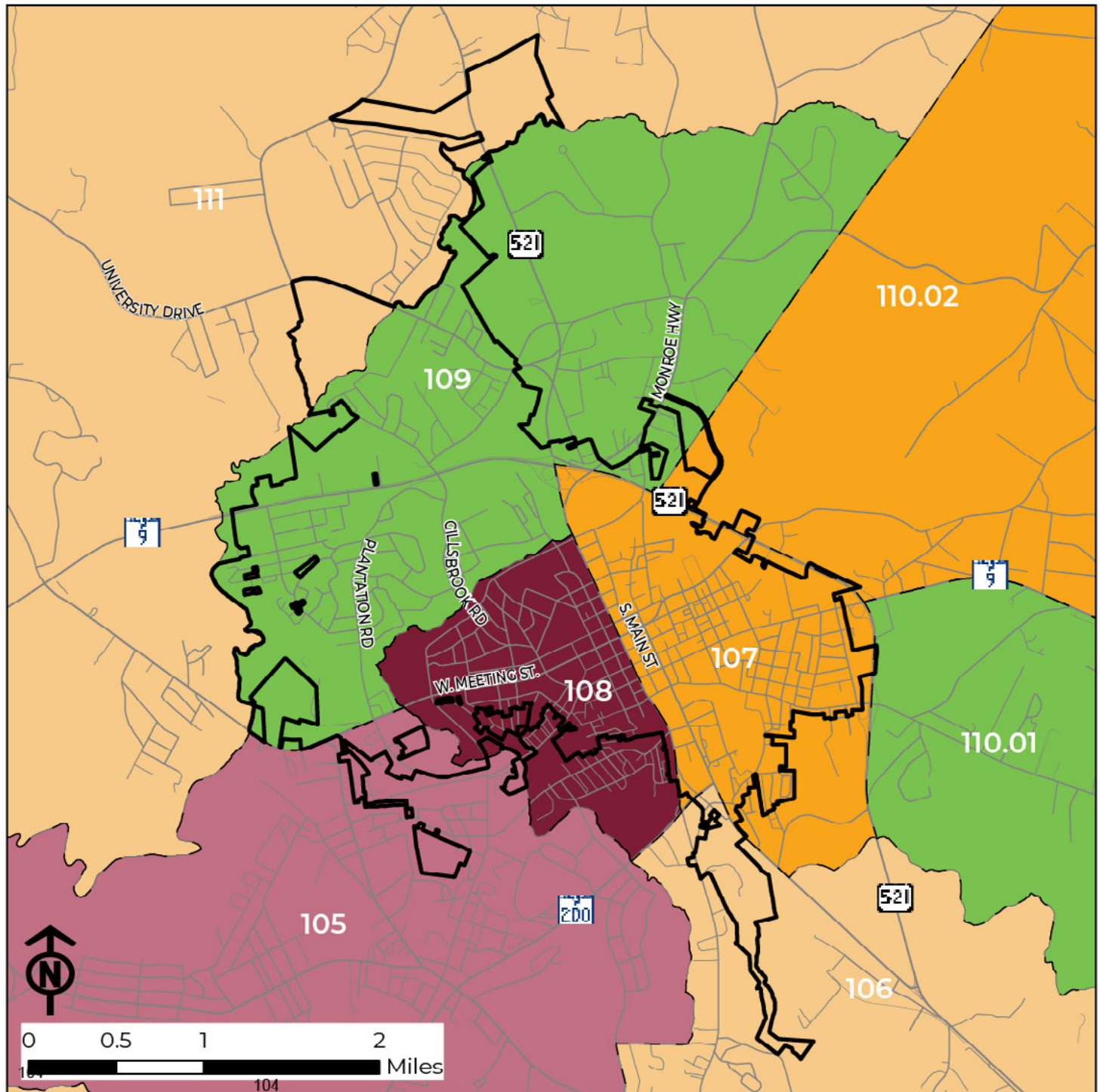
\*The Age dependency ratio is the population typically not in the labor force (under 16 and over 65) divided by the population in the labor force (16 - 65). A high number indicates a burden on the productive part of the population to maintain the economy.

\*The Old Age Dependency Ratio is the population over 65 divided by the population aged 16 - 64. A high number indicates a burden on the productive part of the population to maintain economy, particularly in relation to an aging population.

\*The Child Dependency Ratio is the population aged 0 - 15 divided by the population aged 16 - 64. A high number indicates a burden on the productive part of the population to maintain economy, particularly in relation to a young population.



## » POPULATION CHANGE IN AND AROUND THE CITY



Population Change 2010-2020 by Census Tract

Source: US Census (2010, 2020)

### Legend

- Lancaster City Limits
- State/Federal Roads
- Census Tracts

### Percent Population Change

- < -10%
- 10% to -5%
- 5% to -2.5%
- 2.5% to 0%
- 0 to 5%





# AGE OF POPULATION

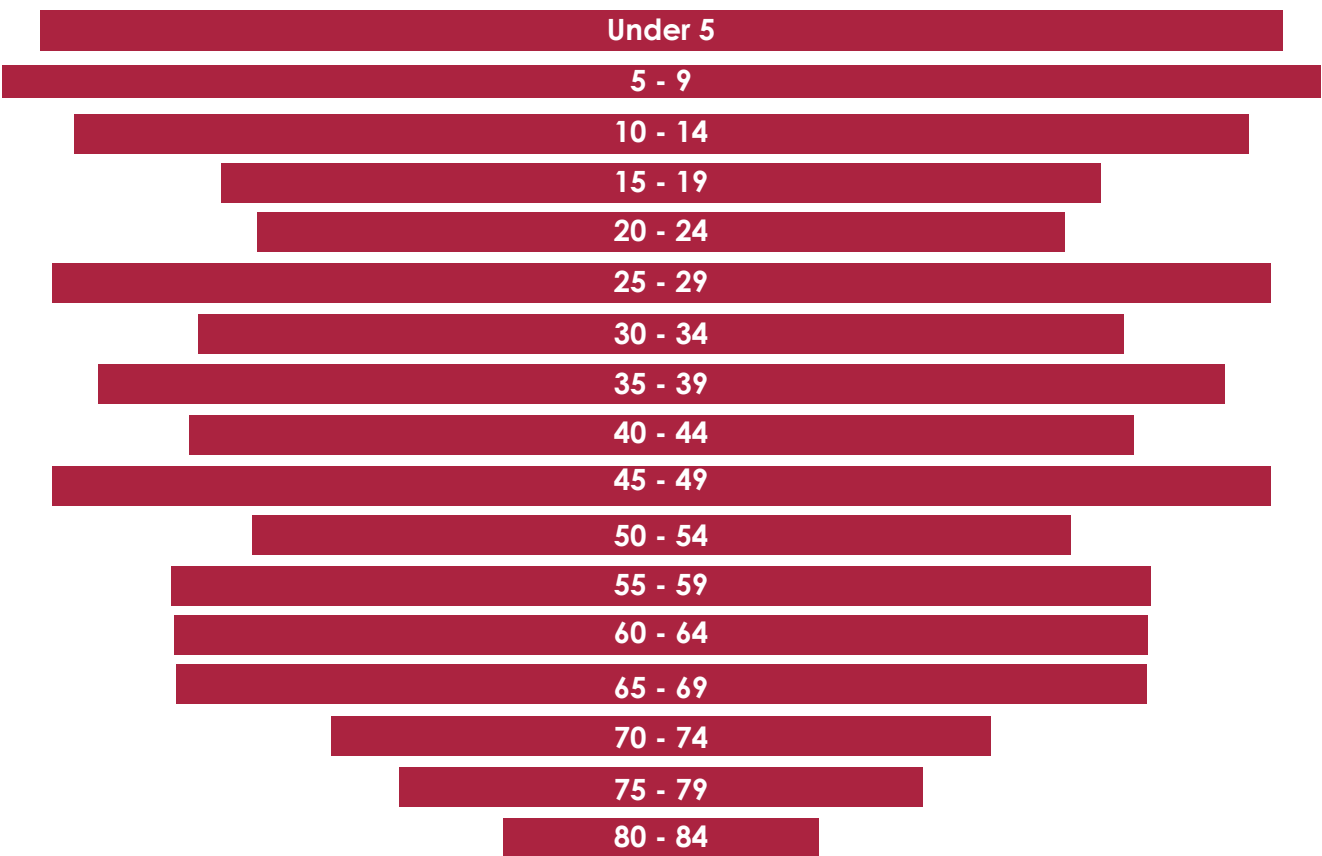
The population pyramid, below, identifies the portion of the City’s population which falls into each respective age category. The bars are fairly even, or at least not drastically weighted, for much of the younger population groups. The age cohorts above 70 years old are smaller than all other groups, causing the median age of the City to be lower than the State and County, at just 38.6. The median age of South Carolina residents is 39.7 and the median age of Lancaster County residents is 38.6. As there are a significant number of children in the City, this does increase the child dependency ratio, which has some potential negative impacts on the City’s labor force and economy. Additionally, as the 40-69 population ages, the City should ensure it is livable for older adults.

# POPULATION RACE

The City of Lancaster has a diverse population, with almost 50% identifying as Black or African American, about 47% of residents identifying as White, and less than 4% identifying as any other race or “two or more races.” Almost 8% of the City’s population is Hispanic or Latino, and a similar percentage of residents speak a language other than English. Only about 3.3% of residents do not speak English very well.

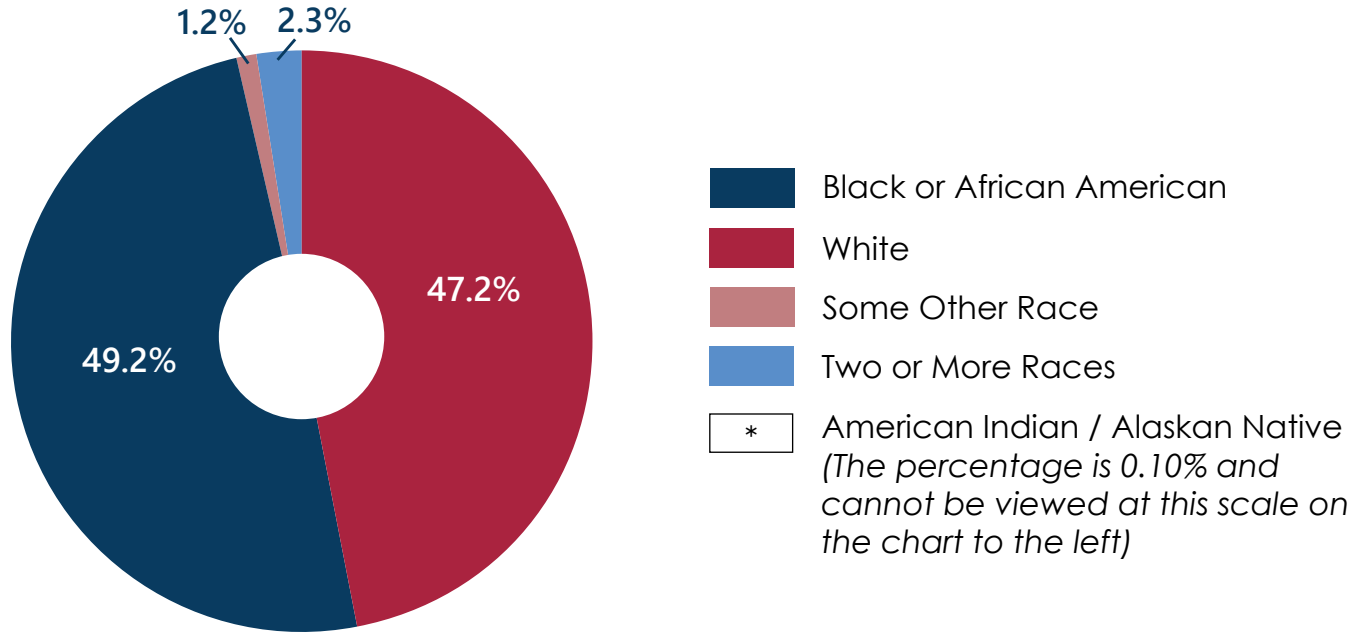
## » POPULATION PYRAMID OF CITY RESIDENTS’ AGE GROUPS

Source: US Census Bureau, American Community Survey (2020)



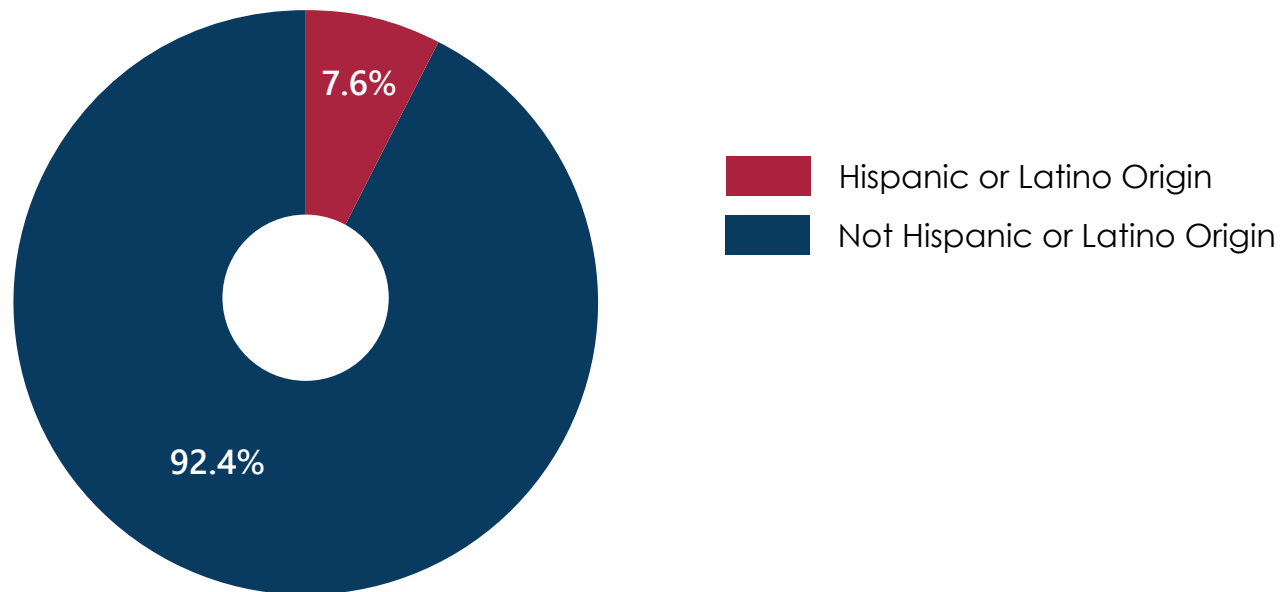
## » RACE IN THE CITY

Source: US Census Bureau, American Community Survey (2020)



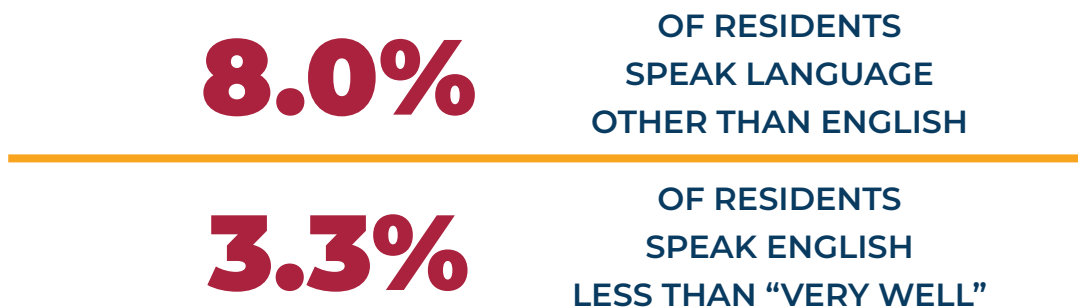
## » HISPANIC OR LATINO ORIGIN IN THE CITY

Source: US Census Bureau, American Community Survey (2020)



## » LANGUAGE SPOKEN AT HOME - CITY OF LANCASTER

Source: US Census Bureau, American Community Survey (2020)



POPULATION DENSITY

The most dense areas of Lancaster include the downtown area and neighborhoods immediately adjacent to downtown. The next most dense area is just southwest of the City. The least dense areas are north and east of Lancaster. Overall, all of the census tracts that have some portion within the City of Lancaster have the highest densities in the County.

HOUSEHOLDS AND FAMILIES

Approximately one-third of the households in the City are families with children, and almost 40% of households are people living alone. Though a smaller portion of the population is over 65, almost 20% of them live alone. These factors cause the average household size (2.56) to be notably smaller than the average family size (3.40).

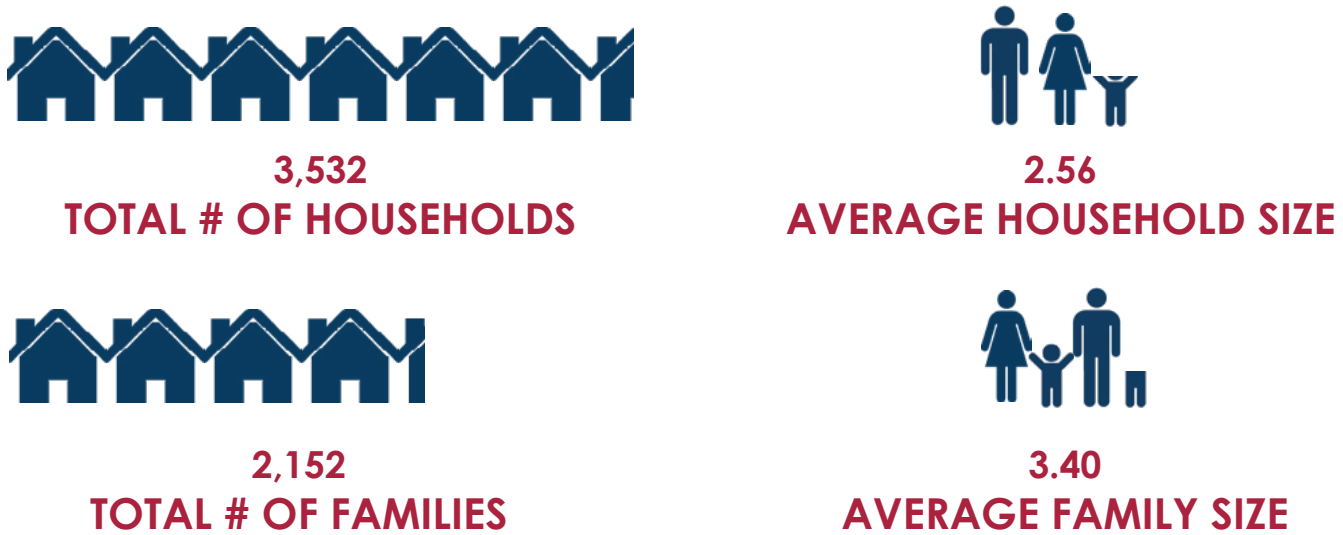
» HOUSEHOLDS

Source: US Census Bureau, American Community Survey (2020)

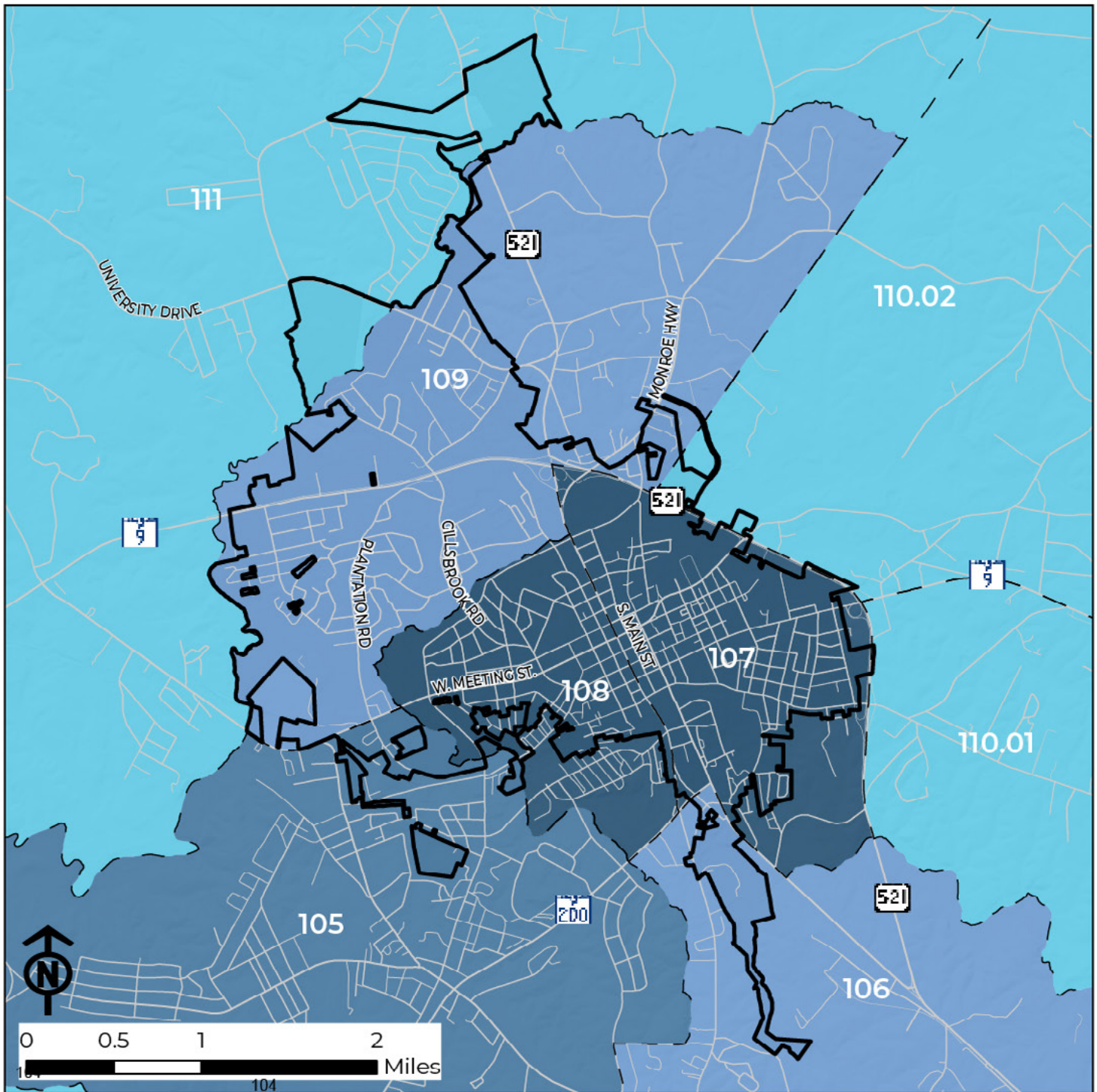


» HOUSEHOLDS AND FAMILIES

Source: US Census Bureau, American Community Survey (2020)



## » POPULATION DENSITY IN AND AROUND THE CITY



Population Density (People/Square Mile) by Census Tract

Source: US Census (2010, 2020)

### Legend

- Lancaster City Limits
- State/Federal Roads
- Census Tracts

### Population Density

- 0 - 300
- 300.1 - 600
- 600.1 - 1200
- 1200.1+





## SUMMARY OF OBSERVATIONS

The City's population is currently over 1,000 people fewer than it was at its height in the 1980s. Though the City's population growth has been relatively flat over the last decade, it is estimated to have grown by over 100 people between 2020 and 2022. Meanwhile, the County is currently experiencing a significant amount of growth, making it one of the fastest growing counties in the region, and this is anticipated to continue into the future. As this regional growth continues, estimating an increase of more than 30,000 residents in the County in the next 20 years, it is anticipated that the City's population will continue to grow as well.

In recent years, growth in the City has largely occurred on the outskirts, and this is anticipated to continue, especially as the City grows through annexation. However, there is also an interest in downtown revitalization, which may increase populations in this part of the community that has historically seen a decrease in residency.

Though much spillover growth from the Panhandle is anticipated to reach the City in the coming years, Lancaster's population is more diverse than the County as a whole; with a large number of young residents, many different races and ethnicities, and almost 10% of the City's population speaking a language other than English. The median age of City residents is just 38.6 (four years younger than the County) and there is a higher child dependency ratio, meaning a greater share of children in the City than in the State and County. Almost 700 residents speak a language other than English, with 300 of these speaking English "less than very well."

The greatest concentration of residents live in and around downtown, and in the southern portion of the City. Household types and sizes vary, with an average of about 2.6 people living together, and family sizes averaging around 3.4 people. Though about two-thirds of the City's households are considered to be "family households" (meaning people who are related to each other through blood or marriage), just under one-third of households are families with children. It is likely that many of the families with children include multiple children, increasing the number of children and the average family size in the City. Almost 40% of households are people living alone, which is slightly higher than the County though fairly average for an urban municipality. It is notable that there are a significant number of people (20% of households) who are over the age of 65 and living alone. This diverse population includes many vulnerable populations, including minorities, children, and elderly. However, the overall young age of residents creates many opportunities for future growth.





**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**

# **Element 2**



# **Economic Development**

# EDUCATIONAL ATTAINMENT TRENDS

The portion of the City of Lancaster’s population that has a college degree or higher level of education is lower than in the County and State. In fact, the portion of the population with a Bachelor’s degree or higher level of education in the City of Lancaster (13.7%) is less than half the portion of the population in the County (28.5%) and the State (29%) with similar educational levels. However, higher levels of educational attainment have been increasing in the City in the past decade, with the college degree population increasing by almost 20% and the portion of the population with a high school degree and some college experience increasing by more than 3%. In this same timeframe, the portion of the population that has not finished high school has decreased by more than 20%.

For almost 65 years, the University of South Carolina has had a campus in the City of Lancaster, offering affordable associates and bachelor’s degrees through partnerships with USC Palmetto College and other collaborative arrangements. The current enrollment of USC Lancaster (Fall 2023) is over 2,200 students, with almost 1,400 attending full time.

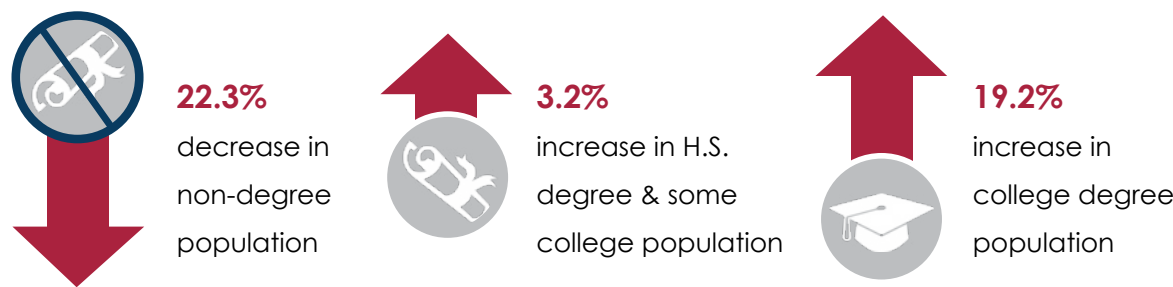
## » EDUCATION COMPARISONS (% OF 25+ POPULATION)

Source: US Census Bureau, American Community Survey (2020)

	SOUTH CAROLINA	LANCASTER COUNTY	CITY OF LANCASTER
No High School Degree	11.7%	12.7%	22.5%
HS Graduate (includes equivalency)	28.9%	28.5%	30.8%
Some College, No Degree	20.6%	19.1%	21.7%
Associate's Degree	9.9%	11.2%	11.4%
Bachelor's Degree	18.2%	17.7%	7.7%
Graduate or Professional Degree	10.8%	10.8%	6.0%

## » TREND COMPARISONS (NET CHANGE 2010 - 2020, % OF 25+ POPULATION)

Source: US Census Bureau, American Community Survey (2010, 2020)



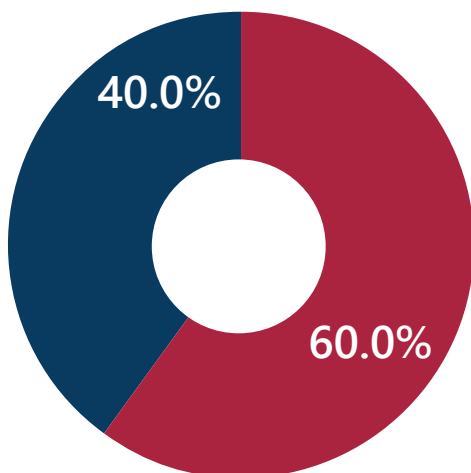
## LABOR FORCE

Generally speaking, when median ages are on the younger side in a community, labor force participation tends to be high. However, and partly because the City of Lancaster has a large number of children, the City has a very average (almost low) labor force participation rate. In the State of South Carolina, approximately 60% of the population is in the labor force. This means that about 60% of residents are either actively employed or are actively seeking work. In Lancaster County, just over 56% of the population is in the labor force, and in the City, just over 55% of the population is in the labor force.

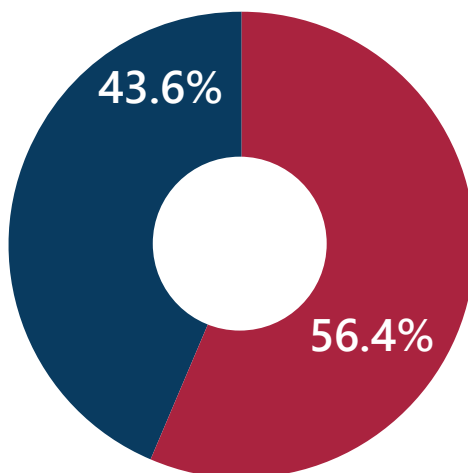
### » LABOR FORCE PARTICIPATION (PERCENT OF POPULATION 16+)

Source: US Census Bureau, American Community Survey (2020)

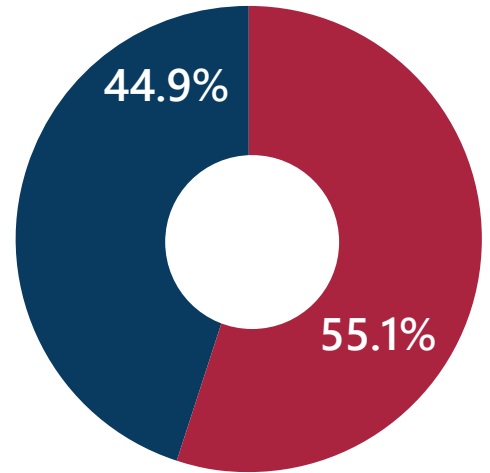
SOUTH CAROLINA



LANCASTER COUNTY



CITY OF LANCASTER



 IN LABOR FORCE

 NOT IN LABOR FORCE



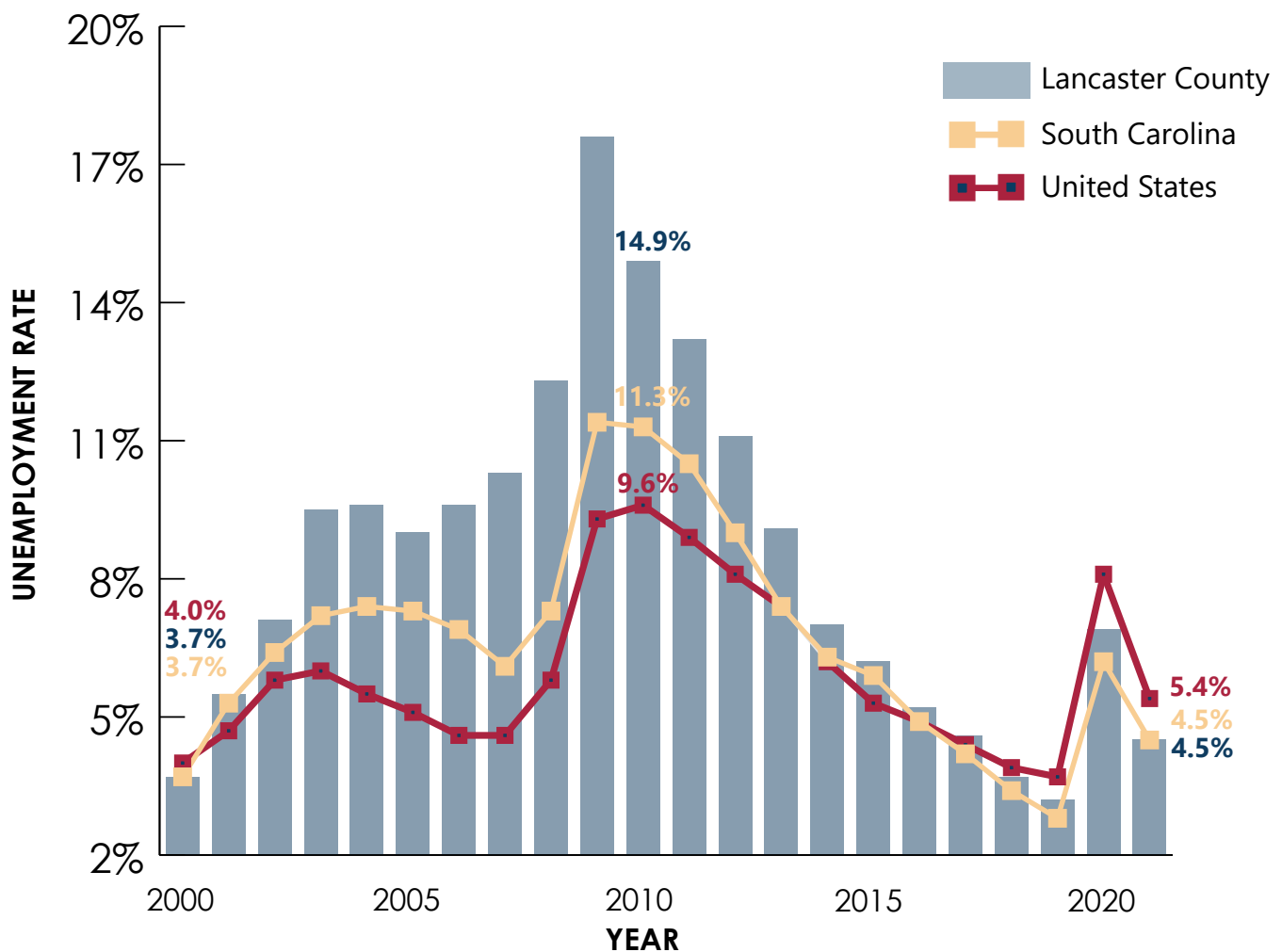


## UNEMPLOYMENT RATES

Unemployment rates capture the portion of the population that is within the labor force but not actively employed (seeking employment and ready to work if they find a job). Unemployment rates are often cited as an indicator of economic health and the Federal Reserve Bank of St. Louis is the most accurate data source for unemployment rates. While it does not obtain unemployment data at the municipal level, the City of Lancaster's employment trends can be generally inferred from the County's unemployment rates. Lancaster County's unemployment rate is currently equal or lower to state and national averages. The County's unemployment rates have tracked with state and national trends since about 2014. Before this time, the County's unemployment rates were notably higher than the state and country (2004 - 2013). The chart below illustrates the County's unemployment rate trends in blue, while the State's unemployment rates are shown by the yellow line and the United States' unemployment rates are shown as a red line.

### » UNEMPLOYMENT RATES

Source: Federal Reserve Bank of St. Louis (2000 - 2021)

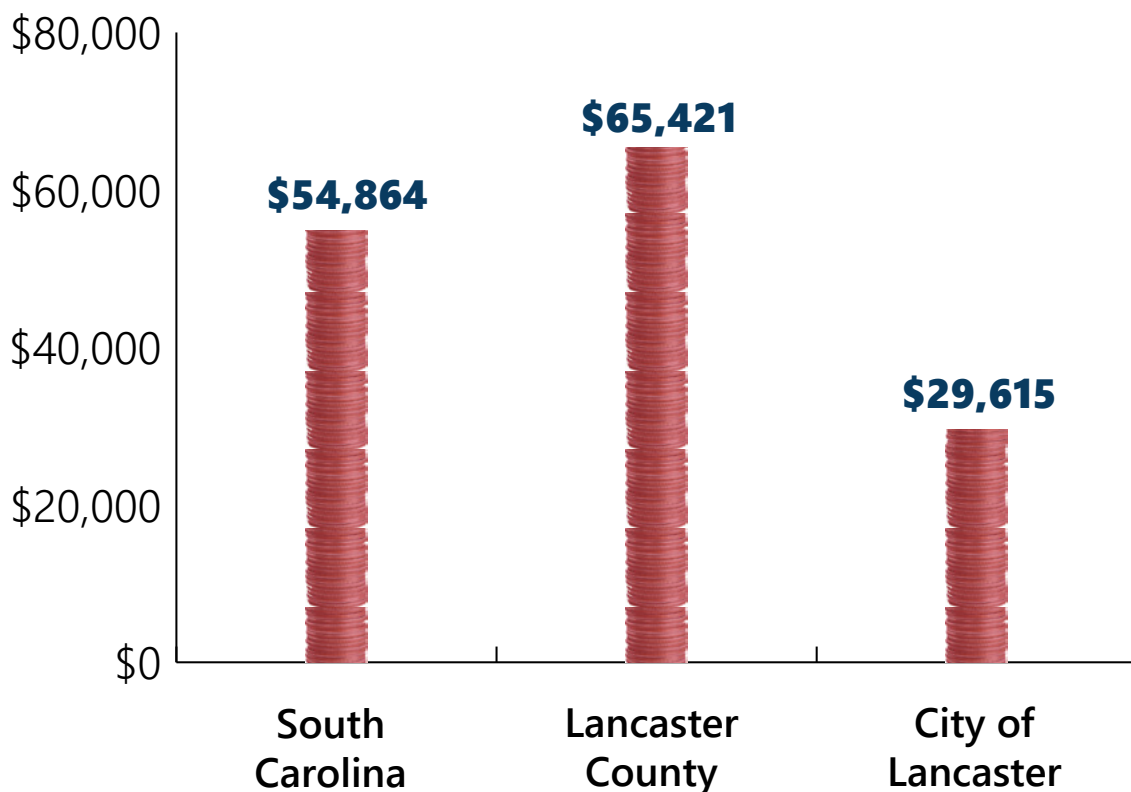


## INCOME

Median incomes in the City of Lancaster are significantly lower than incomes in the County and State. In fact, at \$29,615, the median household income in the City is less than half the median household income in Lancaster County. Per capita incomes are more closely related, averaging about \$7,000 - \$10,000 below the County and State averages. Of particular note are the marginal increases in median household income in the City of Lancaster in the last decade. While the County's median household income has increased by almost 70%, the City's income has increased by just 7.7%. The County's income growth rates are largely inflated by the significant influx of higher income residents, likely from the Charlotte metro areas. However, this same effect has not been seen in the City. The discrepancy between per capita and household incomes in the City indicates that there are not a lot of dual-income families living in the City of Lancaster. Another statistic closely related to income is poverty levels. Almost one-third of residents in the City of Lancaster are considered to be living below the poverty level. Almost half of these are children (under the age of 18). The United States Census estimates that about 975 of these residents worked full-time, year round, about 281 received supplemental security income and / or cash public assistance income, and approximately 729 received social security income in the past year.

### » MEDIAN HOUSEHOLD INCOME COMPARISONS

Source: US Census Bureau, American Community Survey (2020)



## » INCOME COMPARISONS

Source: US Census Bureau, American Community Survey (2010, 2020)

	SOUTH CAROLINA	LANCASTER COUNTY	CITY OF LANCASTER
Median Household Income, 2010	\$43,939	\$38,959	\$27,488
Median Household Income, 2020	\$54,864	\$65,421	\$29,615
Change in Median Household Income, 2010 - 2020	+ 24.9%	+ 67.9%	+ 7.7%
Median Per Capita Income, 2010	\$23,443	\$19,308	\$16,854
Median Per Capita Income, 2020	\$30,727	\$33,212	\$23,740
Change in Median Per Capita Income, 2010 - 2020	+ 31.1%	+ 72.0%	+ 40.9%

## » POVERTY LEVELS - CITY OF LANCASTER

Source: US Census Bureau, American Community Survey (2020)

**3,178**

# OF RESIDENTS  
BELOW THE  
POVERTY LEVEL

**1,236**

# OF CHILDREN  
BELOW THE  
POVERTY LEVEL

**2 / 3**

PORTION OF PEOPLE  
IN POVERTY IN CITY  
WHO ARE NOT WHITE

*\*The United States Census Bureau uses a set of money income thresholds that vary by family size and composition to determine who is in poverty. If a family's total income is less than the family's threshold, then that family and every individual in it is considered in poverty. The official poverty thresholds do not vary geographically, but they are updated for inflation using the Consumer Price Index (CPI-U). The official poverty definition uses money income before taxes and does not include capital gains or non-cash benefits (such as public housing, Medicaid, and food stamps).*



## EMPLOYMENT AND INDUSTRIES

Of those City of Lancaster residents who are employed, approximately 22% work in the educational services, health care, and social assistance industry sectors. Significant portions of residents also work in the manufacturing; arts, entertainment, recreation, accommodations, and food services; and retail trade industry sectors. The actual occupations they have within these industries vary broadly, with about one quarter working in management, business, science, or arts; about one-quarter working in service occupations; approximately 22% working in sales and office occupations; and about 22% working in production, transportation, and material moving. Few residents work in natural resources, construction, and maintenance occupations.

Employment and wage location quotients are a metric used to compare employment occurring within a County to a region of similar scale in the United State. Generally, when a location quotient (LQ) is above 1.0, it indicates a field where there are either a lot of people employed (employment LQ) or where a larger than average amount of wages are paid (wage LQ). In Lancaster County, there is both above average employment and wages in goods-producing, manufacturing, and professional and business services industries. There are also high employment and wage location quotients in local and state government industries.

### » KEY INDUSTRY SECTORS IN THE CITY (CIVILIAN EMPLOYED POPULATION)

Source: US Census Bureau, American Community Survey (2020)

INDUSTRY SECTOR	PERCENT OF WORKERS
Agriculture, Forestry, Fishing, Hunting, Mining	0.1%
Construction	3.0%
Manufacturing	16.3%
Wholesale Trade	3.7%
Retail Trade	9.9%
Transportation, Warehousing, Utilities	5.0%
Information	1.8%
Finance, Insurance, Real Estate, Rental, Leasing	7.4%
Professional, Scientific, Management, Administration	7.9%
Educational Services, Health Care, Social Assistance	21.6%
Arts, Entertainment, Recreation, Accommodation, Food Services	15.0%
Public Administration	1.8%
Other Services	6.6%



## » OCCUPATIONS (CIVILIAN EMPLOYED POPULATION)

Source: US Census Bureau, American Community Survey (2020)

OCCUPATION	PERCENT OF WORKERS
Management, Business, Science, Arts	25.8%
Service	25.2%
Sales and Office	21.9%
Natural Resources, Construction, Maintenance	5.6%
Production, Transportation, Material Moving	21.6%

## » ANNUAL PRIVATE EMPLOYMENT AND WAGE LOCATION QUOTIENT (COUNTY, 2021)

Source: US Bureau of Labor Statistics (2021)

HIGH - LEVEL INDUSTRY	EMPLOYMENT LOCATION QUOTIENT	WAGE LOCATION QUOTIENT
Total, All Industries	0.97	0.99
Service-Providing	0.93	0.95
Goods-Producing	1.14	1.16
Manufacturing	1.30	1.18
Trade, Transportation, and Utilities	0.90	0.74
Information	0.70	0.59
Financial Activities	0.87	0.73
Professional and Business Services	1.50	1.56
Education and Health Services	0.59	0.74
Leisure and Hospitality	0.88	0.70
Other Services	0.65	0.63

## » ANNUAL GOVERNMENT EMPLOYMENT & WAGE LOCATION QUOTIENT (COUNTY, 2021)

Source: US Bureau of Labor Statistics (2021)

HIGH - LEVEL INDUSTRY	EMPLOYMENT LOCATION QUOTIENT	WAGE LOCATION QUOTIENT
All Local Government Industries	1.27	1.19
All State Government Industries	1.46	1.36
All Federal Government Industries	0.22	0.19





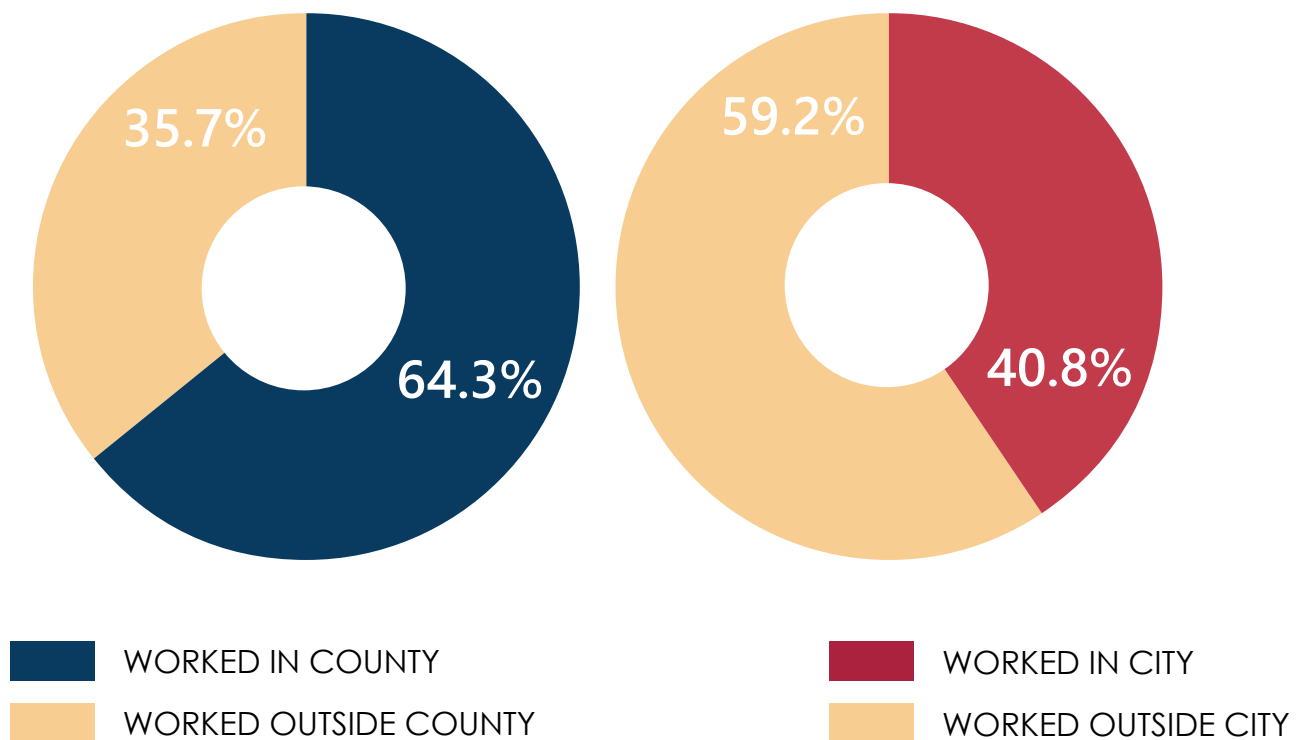
## WORK LOCATIONS AND COMMUTES

Of those City residents who are employed, almost 60% commute outside of the City for work. In fact, more than 35% work outside of Lancaster County as a whole. The map on the following page illustrates where people go to work and you can see that while a number are within and around the City of Lancaster, there are also great numbers of residents commuting in all directions away from the City. The largest concentrations of residents work in Richburg, Rock Hill, Fort Mill, along US 521, in the norther portion of Lancaster County. There are also notable numbers of residents commuting into the City of Charlotte, Mecklenburg County (NC), and Union County (NC). On the map, the darker shades of purple represent the greatest employment densities (of City of Lancaster residents).

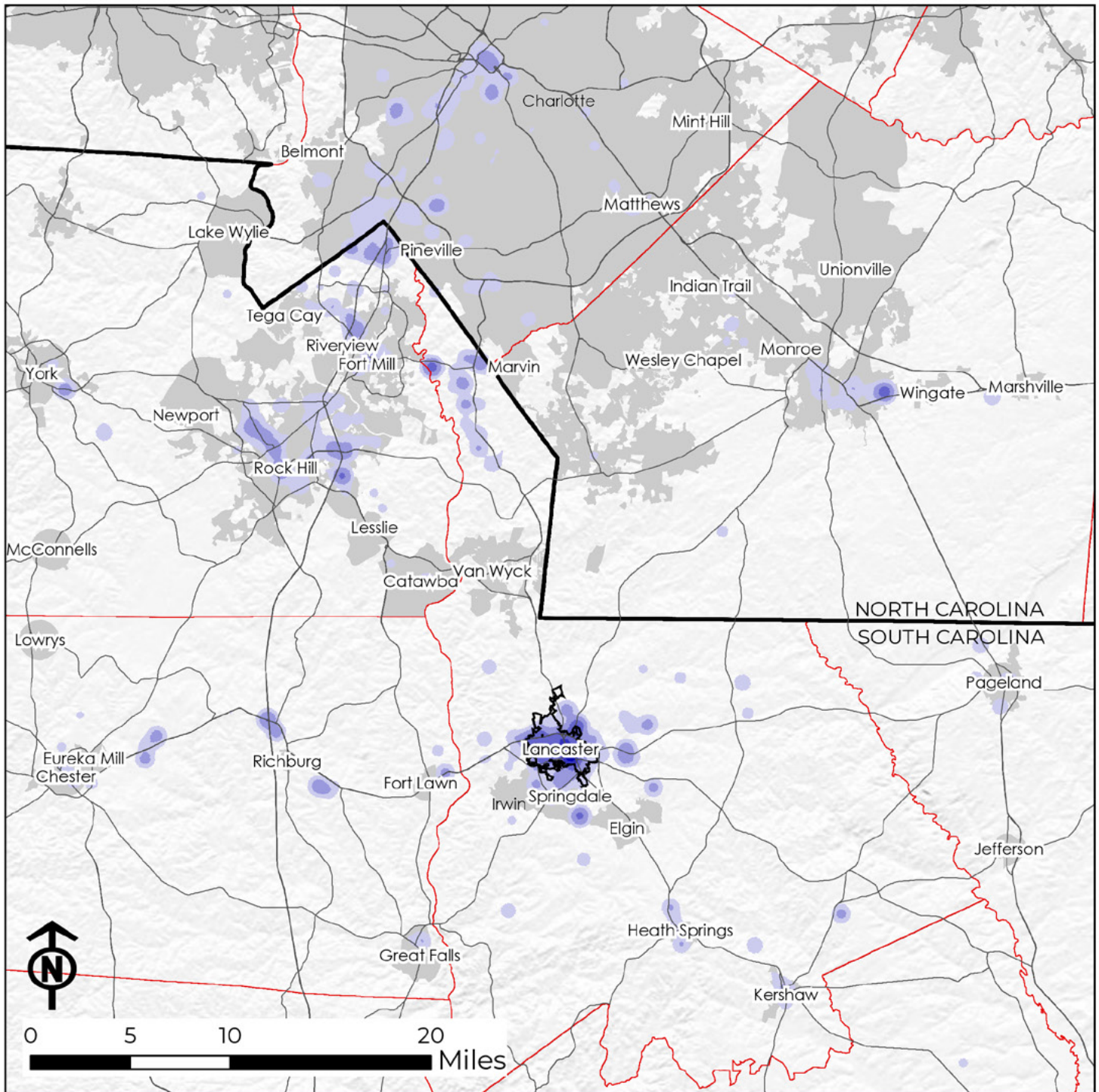
It should be noted that some employment addresses are captured incorrectly and may be mis-represented on this map. The number of jobs which fall into this category are likely low, but include positions such as those employed by local governments, whose addresses may register as the central government building, but who's jobs may in fact be located at a separate address.

### » PLACE OF WORK (CIVILIAN EMPLOYED POPULATION)

Source: US Census Bureau, American Community Survey (2020)



## » WHERE CITY RESIDENTS COMMUTE FOR WORK








### Commute Patterns

Source: US Census LODES (2019)

#### Legend

-  State Boundaries
-  State/Federal Roads
-  County Boundaries
-  Municipalities

#### Jobs per Square Mile

- |   |  |
|---|--|
|  5-10  |  59-99   |
|  11-28 |  100-153 |
|  29-58 |  |



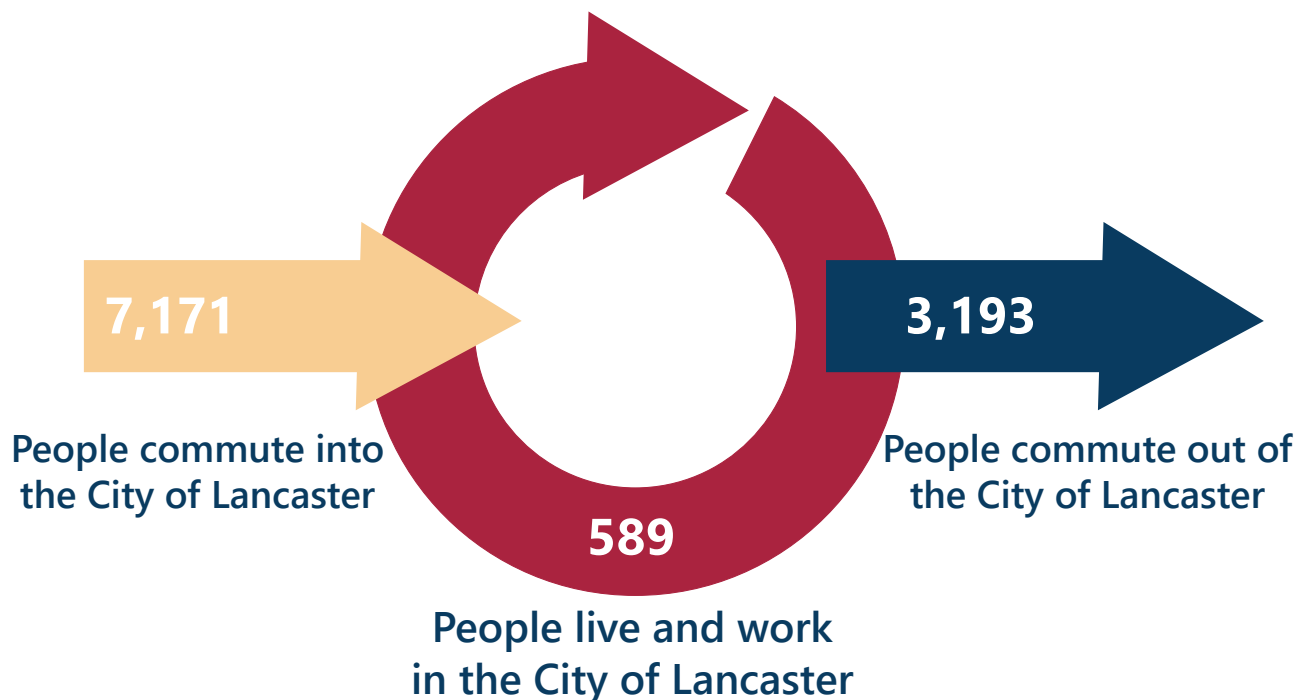
## COMMUTING CHARACTERISTICS

As noted previously, only about 600 residents both live and work in the City of Lancaster. Just over 3,000 residents commute out of the City for work, as shown in the map on the previous page. On the opposite end of this spectrum, more than 7,000 people (the bulk of the City's workforce) commute into the City from somewhere else. Generally, these workers come from the same places where residents commute for work (York County (SC), Union County (NC), and Mecklenburg County (NC)).

Since these commutes are outside of the City, almost 80% of them drive alone to work. This number is actually a little lower than comparable communities. That's because more than 9% of City residents carpool to work, more than 7% either walk or bike to work, and almost 6% work from home. Very few (0.2%) utilize public transportation. Commute times average close to 25 minutes, which is comparable to the average commute in South Carolina and is shorter than the average commute in Lancaster County.

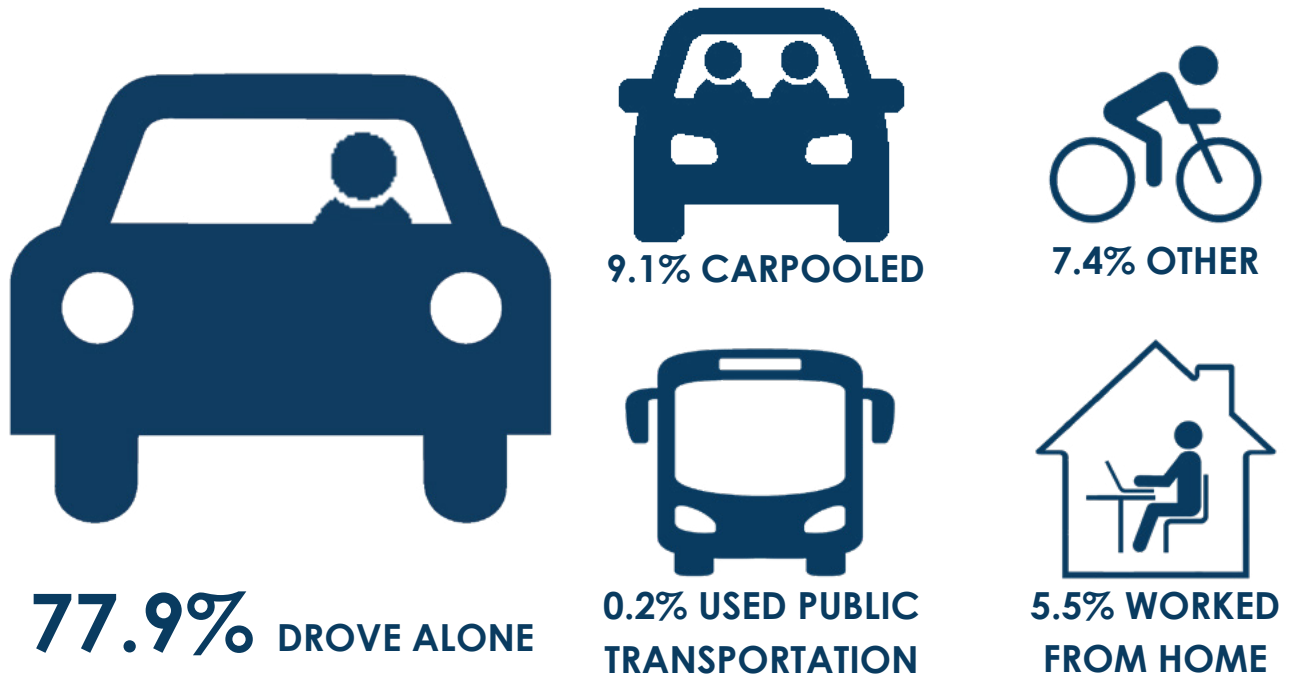
### » EMPLOYMENT INFLOW AND OUTFLOW

Source: US Census Bureau, On The Map, 2019



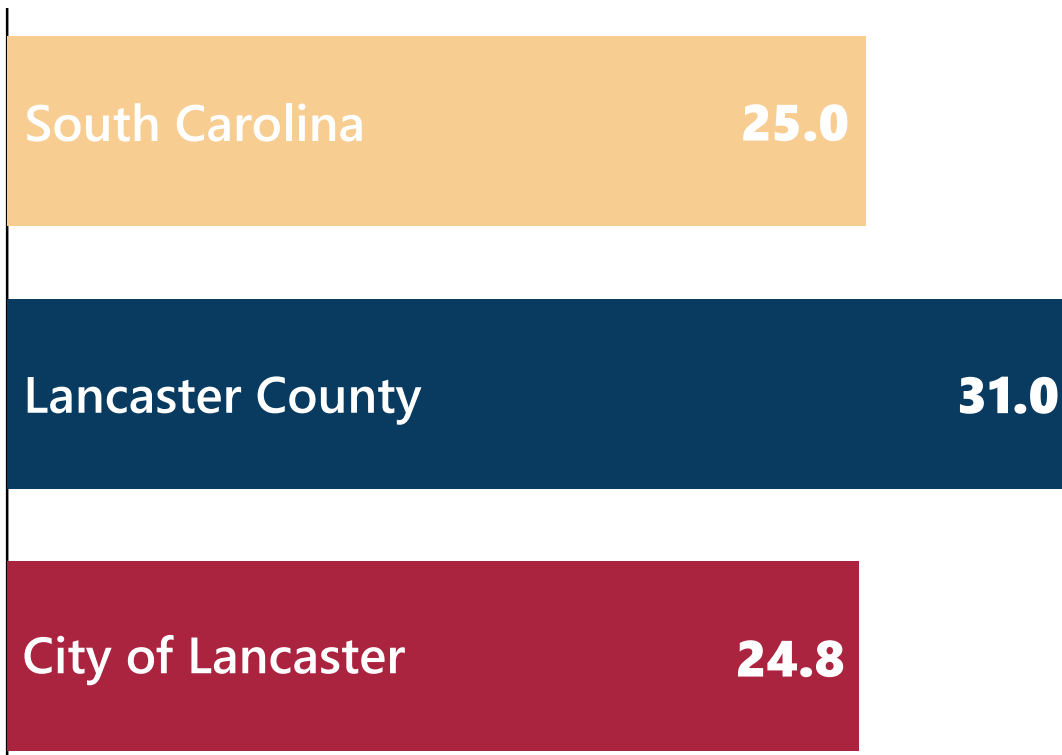
## » MEANS OF TRANSPORTATION (CIVILIAN EMPLOYED POPULATION)

Source: US Census Bureau, American Community Survey (2020)



## » COMMUTE TIMES (IN MINUTES, CIVILIAN EMPLOYED POPULATION)

Source: US Census Bureau, American Community Survey (2020)



## SUMMARY OF OBSERVATIONS

Educational attainment in general is lower for City of Lancaster adults than for County and State adults. Though the high school completion rate has increased over the last decade, it is still notably lower than in the County and State (22.5% of residents have not finished high school). Similarly, the portion of the population with a college degree, while increasing by almost 20% since 2010, is still less than half of that in the County and State.

Labor force participation rates and unemployment rates are slightly low in the City, though close to average. Yet, per capita incomes in the City are about 70% - 80% of the per capita incomes in Lancaster County and South Carolina. Household incomes are around half those of the County and State, and have been increasing at a rate drastically lower than the regional income increases. The American Community Survey estimates that more than one-third of the City's population falls below the poverty line, with over 1,200 children living in poverty. Some of these economic factors are influenced by the types of employment residents are engaged with. Those who are employed tend to work in manufacturing, retail trade, educational services, health care, social assistance, arts, entertainment, recreation, accommodation, and food service industries. There is slightly above average employment in goods-producing, manufacturing, and professional and business services industries in the City; though not so high that the City is considered to be specializing in any industry.

About 60% of residents who are employed commute outside of the City for work, and more than one-third commute out of Lancaster County all together. While more than 3,000 residents commute out of the City for work, more than 7,000 people commute into the City to fill jobs here. These two groups tend to have reverse-commutes (displacing each other). Of course, the primarily places residents commute to work include Charlotte, the Panhandle of Lancaster County, Union County, and the Fort Mill - Rock Hill area. Because of these work locations, almost 80% of employed residents drive alone to work. This is actually smaller than many similar communities, as a large share of residents carpool, use public transportation, walk, bike, or work from home. This causes the average commute time overall to be about average with the State (25 minutes) and lower than in the County overall.







**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**

# **Element 3**



# **Natural Resources**

## INTRODUCTION

There are a number of natural resources in and around the City of Lancaster. These resources have a range of impacts on the City and its potential future growth and development. This element provides a summary of those natural resources most known to impact the future of Lancaster.

## ELEVATION

The map on the following page shows elevation contours in and around the City of Lancaster. The darker shades of red represent higher elevations, while the lighter shades represent lower elevations. It can be seen that there is a very low region that runs just north of downtown, and corresponds with a floodplain on the adjacent map. This lower elevation (and floodplain) curves around and south of the City. The highest points are in downtown Lancaster, just northeast of the City, due east of the City, and on the most southern map boundary. Across the entire City, there is only slightly over 150ft change in elevation, resulting in relatively flat land.

## WETLANDS AND FLOODPLAINS

The map on page 49 shows wetlands and floodplains in and around the City of Lancaster. Wetlands are shown in the darker shade of blue, with floodplains shown in a semi-transparent light blue. Generally, wetlands exist in floodplains, which can be seen here. There are a couple major floodplains which bisect the City, and these mimic the lower elevation points shown on the contour map. The wetlands and floodplains map also identifies parcels which are within floodplains (and subject to floodplain regulations) in a red / purple color. There are quite a few large parcels which meet this description.

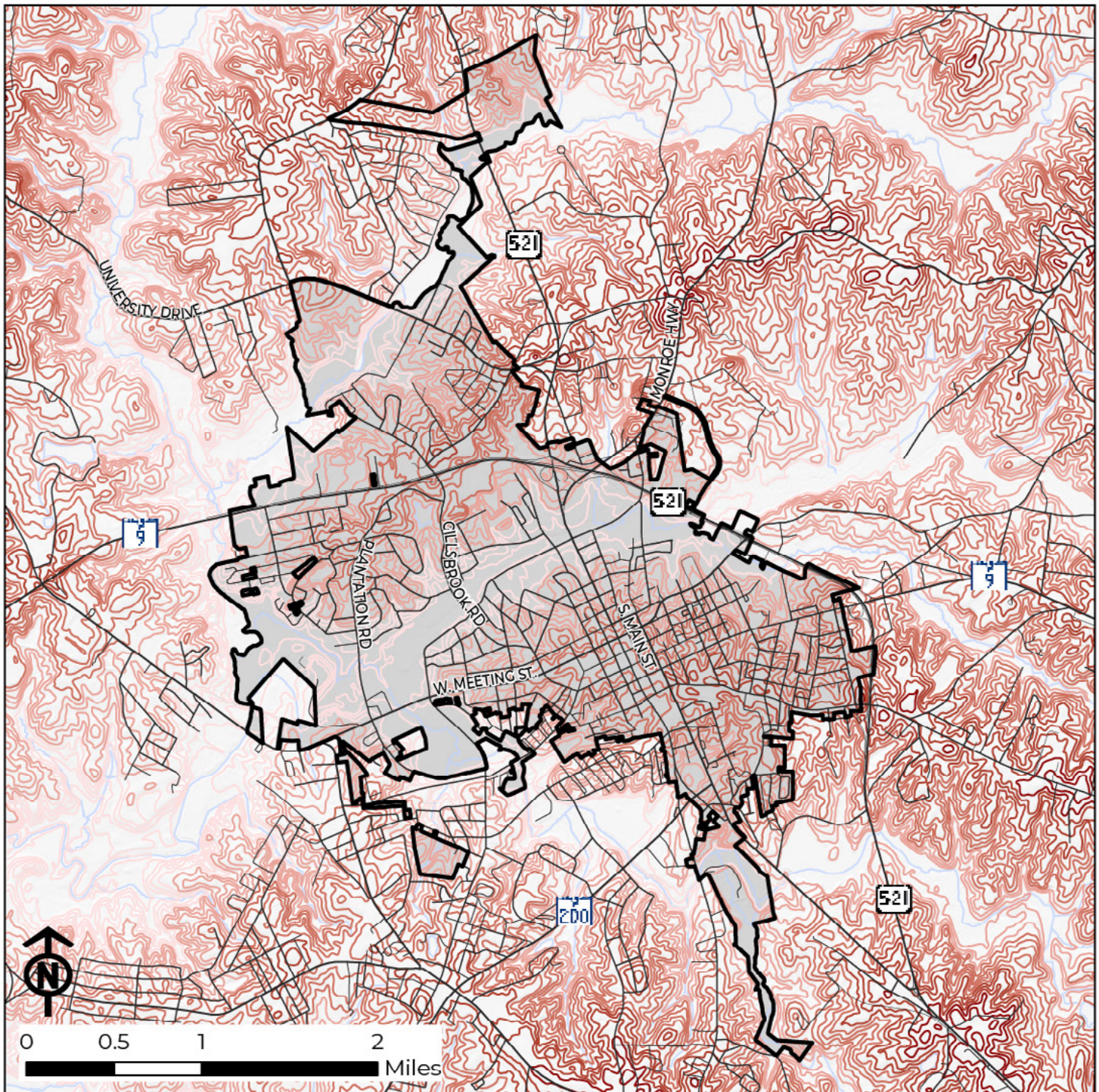
## SOILS

The map on page 50 shows prime farmlands and soils of statewide importance. Prime farmland soils have the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. These soils are only shown on properties which are available for these uses. Soils of statewide importance or soils which have qualities nearly as good as prime farmland soils, and that can economically produce high yields of crops when treated and managed according to acceptable farming methods. The majority of the high quality soil is outside of the City, particularly along its western boundary.







## » ELEVATION (CONTOURS)



Elevation 2' Contours

Source: Lancaster County (2022)

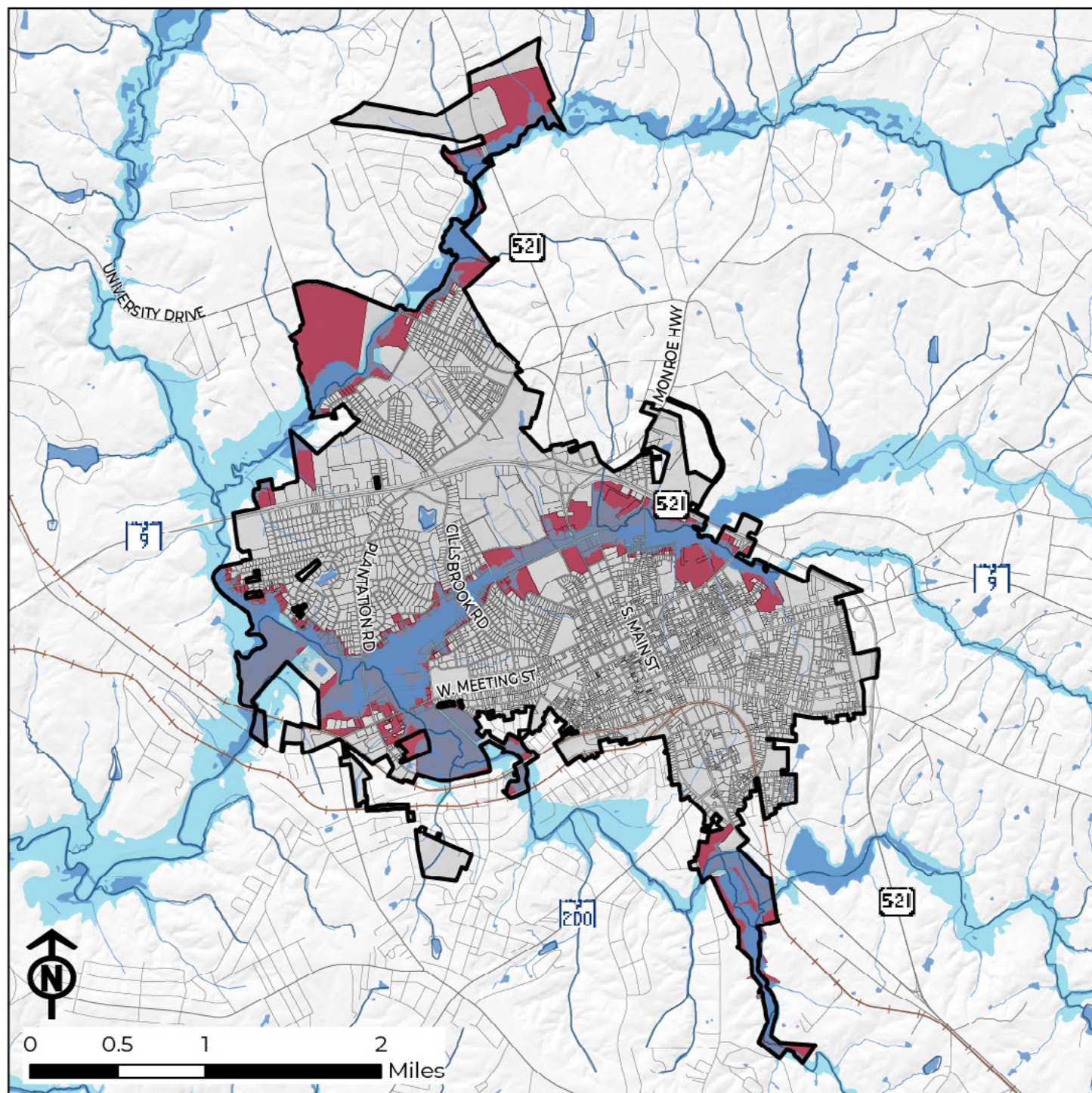
### Legend

-  Lancaster City Limits
-  State/Federal Roads

### Elevation Contours














## Wetlands and Floodplains

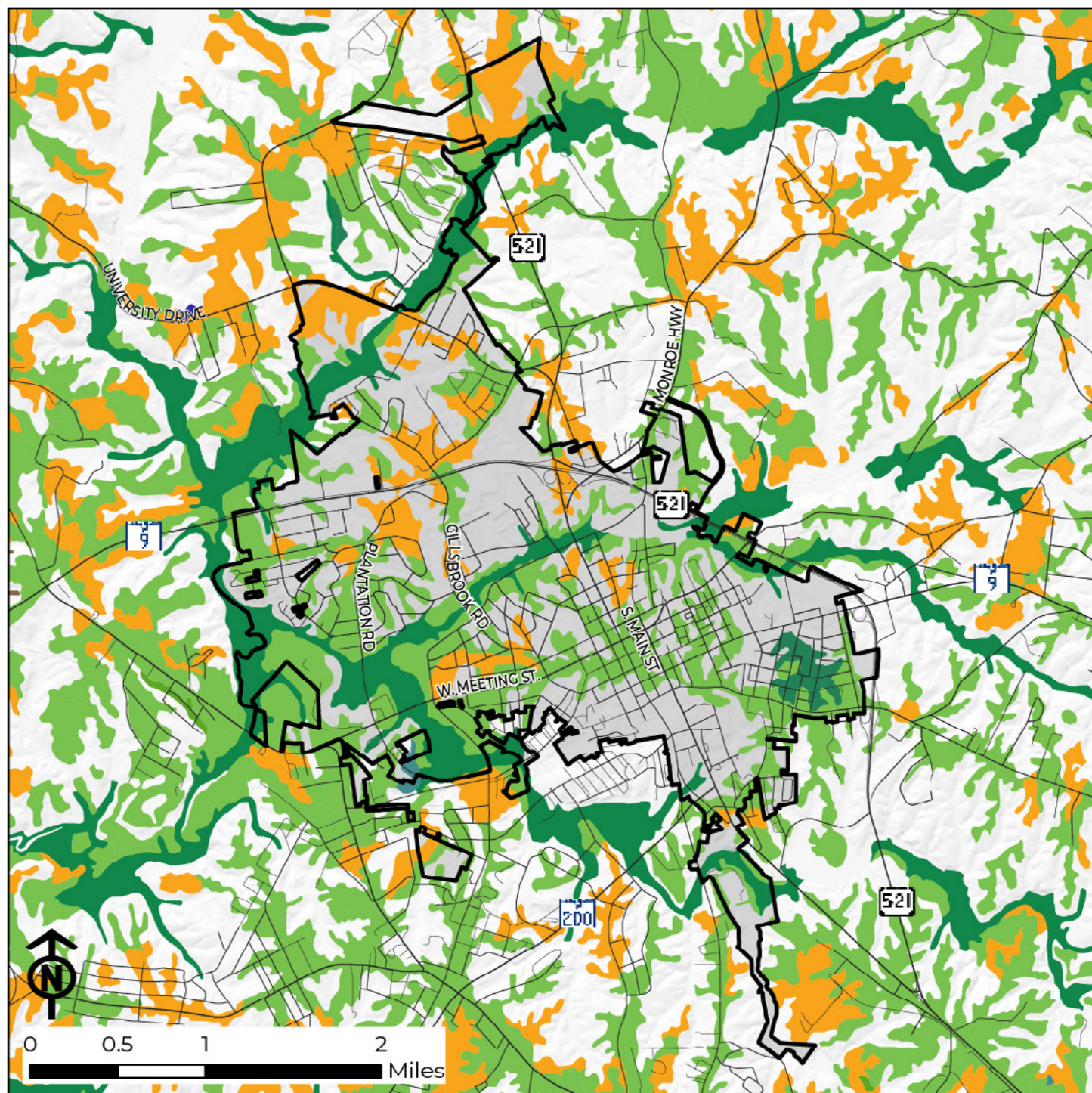
Source: FEMA (2022)

### Legend

- |  |   |
|--|---|
|  Lancaster City Limits |  Water                     |
|  State/Federal Roads   |  Wetlands                  |
|  Railroad              |  100 year floodplain       |
|  |  Parcels in the floodplain |







## Prime Farmland Soils

Source: USDA (2022)

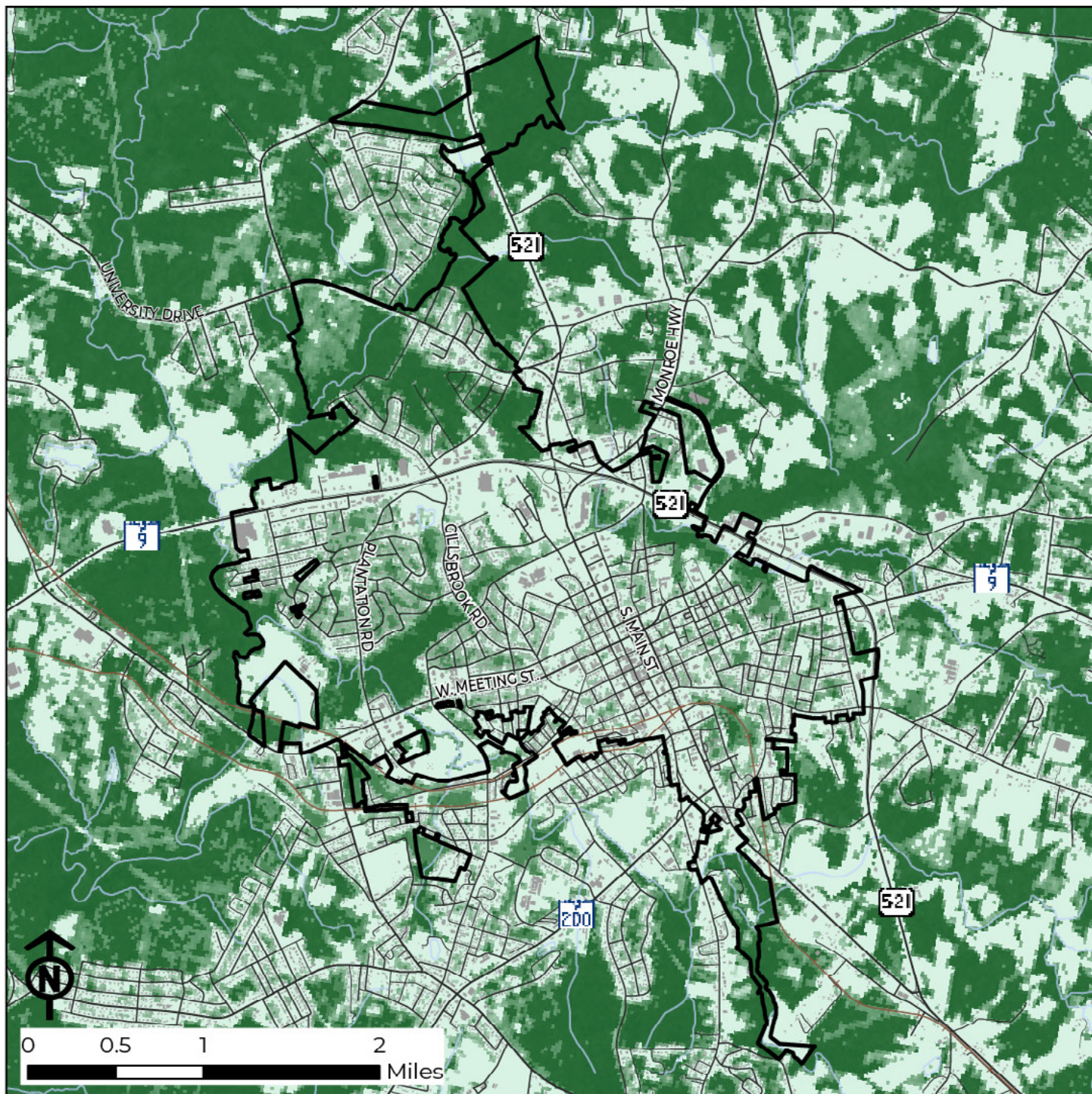
### Legend

- |  |  |
|--|--|
|  Lancaster City Limits |  Farmland of Statewide Importance |
|  State/Federal Roads   |  Prime Farmland                   |
|  |  Prime Farmland, if drained       |





## » TREE CANOPY IN AND AROUND LANCASTER



### Tree Canopy Cover

Source: Lancaster County (2022)

#### Legend

- Lancaster City Limits
- State/Federal Roads

#### Tree Canopy





## TREE CANOPY

The map on the following page shows tree canopy in and around the City of Lancaster. Darker green areas represent those where greater tree canopy exists. Though tree canopy is lower in much of the City itself, there are swaths of high tree canopy which bisect Lancaster. There are also wedges of land around the City which have high tree canopy. Tree canopy is important for both public health and social benefits. Although greater concentrations of trees are located in undeveloped areas, it is important for urban areas to protect and rebuild an “urban tree canopy” to achieve these benefits.

## SUMMARY OF OBSERVATIONS

Overall, the City is relatively flat, with elevations ranging from 420 to 570 feet above sea level. The highest elevations are downtown and generally along the eastern edges of the City. These high elevations occur in ridges which appear as ripples flowing outward from the City, radiating in a southeastern direction. The lowest elevations are associated with significant floodplains that run through the City, cutting through these ridges. These low elevations and floodplains largely follow major creeks, notably along Gills Creek, Camp Creek, and Bear Creek. These areas also generally correspond with prime farmland soils, or soils which could be prime farmland if they were drained. Additional high quality soils exist throughout the City, though they are not uniformly distributed and limited in scale.

While tree canopy is low in much of the City, there are pockets of areas in Lancaster which have a very high rate of tree cover. Additionally, a number of areas which border the City have great tree cover, particularly on the northern municipal boundary. Tree canopy is important for both public health and social benefits. Although greater concentrations of trees are located in undeveloped areas, it is important for urban areas to protect and rebuild an “urban tree canopy” to achieve these benefits.





**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**

# **Element 4**



## **Cultural Resources**

## INTRODUCTION

Cultural resources include structures, places, and activities which celebrate and remember the history and culture of a community. The City of Lancaster has a rich history, and thus, there are a number of cultural resources within its limits. This element describes the cultural resources and events which take place in the City of Lancaster.

## HISTORICAL MARKERS

According to the South Carolina Department of Archives and History (SCDAH), there are eleven historical markers in the City of Lancaster. Many of these are related to historic places in the City (Barr's Tavern, Clinton Memorial Cemetery, Industrial Institute, Courthouse, Franklin Academy, County Jail, Lancasterville Presbyterian Church, and Lancaster Cotton Oil Company). One of these is related to a historic person (Leroy Springs House) and one is related to a historic event (Lancasterville Founding). The Historic Markers and Places are shown on the following map. As a note, if the marker was associated with a historic structure or place, it is listed under that category.

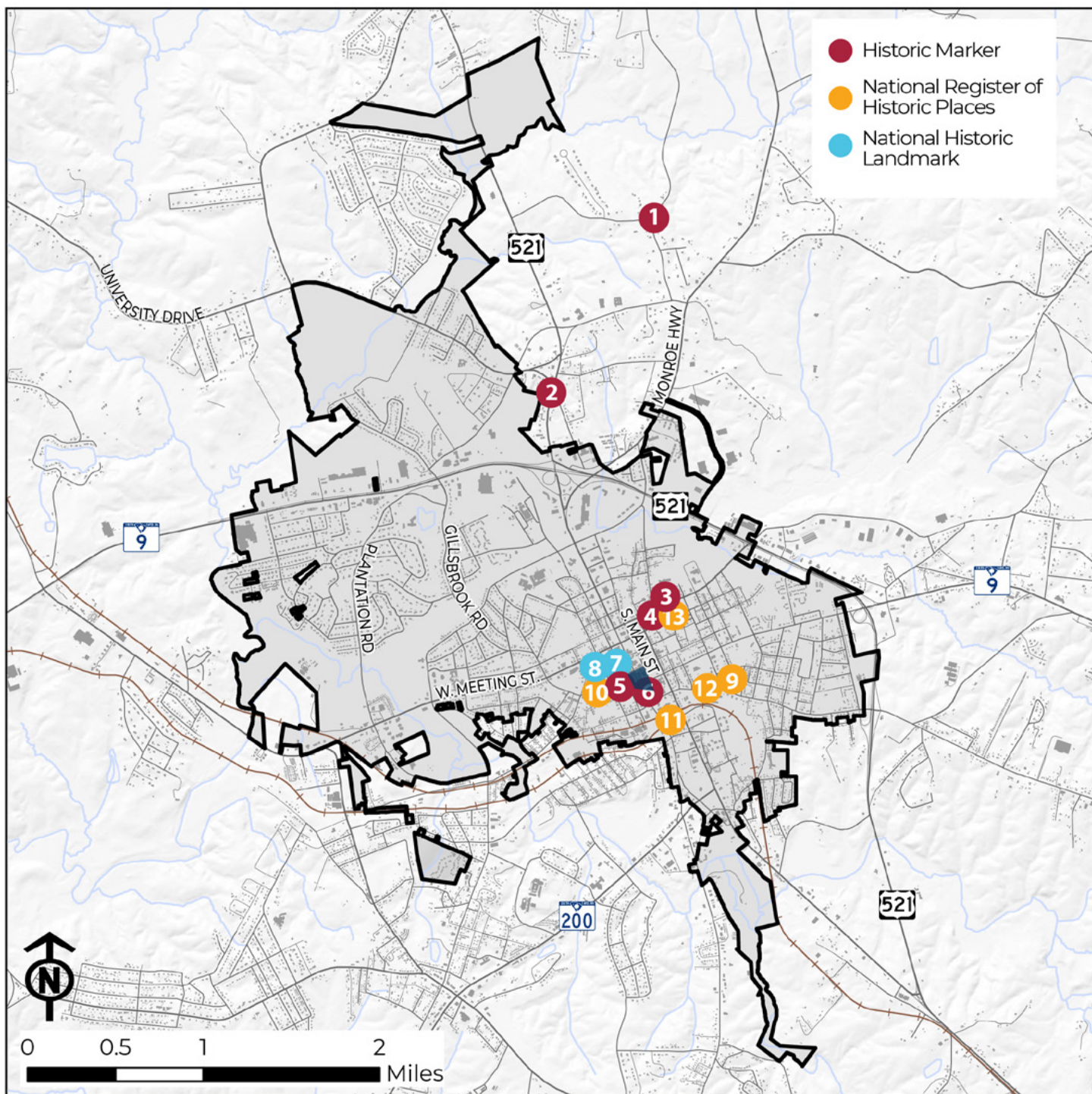
## HISTORIC STRUCTURES AND PLACES

According to the SC ArchSite, a cultural resources information system provided by the South Carolina Institute of Archaeology and Anthropology (SCIAA) and the South Carolina Department of Archives and History (SCDAH), there are a number of structures in Lancaster which are on the National Register. The Downtown Lancaster Historic District, which includes portions of a three-block section of S Main Street, is also on the National Register of Historic Places, for its significance as the most intact section of Lancaster's early business area (ca. 1880 - ca. 1935). A description of each historic structure follows.

The Lancaster County Courthouse, located at 104 N Main Street, was built in 1828 and is recognized for its significance in politics / government. It was listed on the National Register in 1971 and designated a National Historic Landmark in 1973, as a work of Robert Mills, an important American architect of the first half of the 19th century. The courthouse was active until a fire in 2008, after which it was restored. It currently houses the Lancaster County Historical Museum and a new courthouse is located next door. A historic marker, as well as war memorials are present on the historic Courthouse square.







## Historical Districts, Sites, and Markers

### Legend

- Lancaster City Limits
- Railroads
- State/Federal Roads
- Building Footprints
- Historic District

- 1 Kilburnie Farm
- 2 Barr's Tavern
- 3 Clinton Memorial Cemetary
- 4 Industrial Institute
- 5 Franklin Academy
- 6 Lancasterville Founding
- 7 County Courthouse

- 8 Lancaster County Jail
- 9 Leroy Springs House
- 10 Lancasterville Presbyterian Church
- 11 Lancaster Cotton Oil Company
- 12 Robert Barnwell Allison House
- 13 Ellen Dean Hotel

Source: SCDAH (2022)







The Lancaster County Jail, which is within the Downtown Lancaster Historic District, is recognized for its significance to the social history of Lancaster. The jail is a significant example of Robert Mills architecture and reflects his innovative ideas on the proper construction of penal institutions. The jail is located at 208 W Gay Street and includes a historical marker.



Constructed in 1941, the Ellen Dean Hotel is a two-story, L-shaped, mixed-use masonry building that exemplifies the mid-century development of downtown Lancaster and the evolution of its commercial lodging industry. The hotel was a marquee establishment for short-term housing and public events. It included both lodging and retail, but has been in a state of decline since 1970.



The Leroy Springs House was originally constructed circa 1820, enlarged in the 1850s, and remodeled in 1906 by Colonel Leroy Springs. Due to its construction and design, as well as the owner's history, it represents a significant part of Lancaster's past. The City purchased the home to use as City Hall from 1957 to 2000. It is now home to the Lancaster County Council for the Arts.



Completed circa 1862, the Lancaster Presbyterian Church is thought to have been the first brick church in Lancaster County. A cemetery dating from the 1830s is located to the left rear of the church, and many of its graves are of Lancaster's leading citizens. The congregation moved in 1962, and its ownership has changed overtime. It is now the cultural arts center.



The Robert Barnwell Allison House is an excellent example of the Queen Anne style and one of the few intact nineteenth century residences in Lancaster. It was built in 1897 for Robert Barnwell Allison, a local attorney who lived here until his death in 1936. Thought to be one of the town's "finest residences," the home was listed on the Register in 1990.





The Lancaster Cotton Oil Company is significant both as an intact collection of early twentieth century industrial buildings and for its association with the cottonseed and cotton oil industry in the County. The company was established in 1907 and survived into the 1940s. The complex contains eleven contributing resources and was added to the Register in 1990.

## **CULTURAL EVENTS**

The City of Lancaster hosts a number of annual cultural events. These include the MLK I Have a Dream Celebration, the Dinner Theatre, Rosie's Easter Bash, the Red Rose Festival, Ag + Art Kick Off and Weekend, Juneteenth Freedom Day, Finally Fridays, Scarecrows on Main, the Boo Fun Festival, Christmas in the City, and the Christmas Tree Lighting. Events are modified each year and information pertaining to them can be found on the City's website. These events are typically published in advance.

## **OTHER CULTURAL RESOURCES**

In addition to the Lancaster Cultural Arts Center that was previously mentioned, the City is home to the Lancaster County Council of the Arts, which facilitates public art, makes art accessible, advocates for art funding, and promotes local community culture. The City itself is home to a number of reputable artists who participate in these organizations.

The University of South Carolina Lancaster also houses a 15,000-square-foot, state of the art Native American Studies Center in downtown Lancaster. The facility has 6,500 square feet of exhibit and gallery space, bringing together art, archaeology, archives, folklore, history, and language. This center is open to the entire community.

## **SUMMARY OF OBSERVATIONS**

The Lancaster area was initially settled by multiple Native American tribes, including the Cherokee, Catawba, and Waxhaw tribes. The arrival of Scots-Irish settlers, mostly from Lancaster, Pennsylvania, ushered in an era of drastic change. The newcomers named the area for their homelands in England, the region of the famous House of Lancaster. In fact, the City's emblem of the red rose derives from the traditional coat of arms of the House of Lancaster in England.



The initial settlement of the Scots-Irish occurred in the mid-to-late 1700s, though many of the remaining historic structures were erected in the 1800s and early 1900s. The Downtown Lancaster Historic District is on the National Register of Historic Places, representing a mostly intact section of Lancaster's early business area (circa 1880 - 1934). Historic structures which are designated on the National Register include the Historic Lancaster County Courthouse (1828), the Lancaster County Jail (1823), the Ellen Dean Hotel (1941), the Leroy Springs House (1820), the Lancaster Presbyterian Church (1862), the Robert Barnwell Allison House (1897), and the Lancaster Cotton Oil Company (1907). Additional historic sites within the City are designated via historical markers. These include Barr's Tavern, Clinton Memorial Cemetery, Industrial Institute, Franklin Academy, and the Lancasterville Founding. While many of these historic sites and markers played an important role in the City's development, there are opportunities which should be pursued to also highlight the roles played by African American residents and other minority groups.

The City is involved in the cultivation of its history and culture, particularly through the organization of year-round events that embrace a number of cultural aspects of the community. These include the MLK I Have a Dream Celebration, the Dinner Theatre, Rosie's Easter Bash, the Red Rose Festival, Ag + Art Kick Off and Weekend, Juneteenth Freedom Day, Finally Fridays, Scarecrows on Main, the Boo Fun Festival, Christmas in the City, and the Christmas Tree Lighting. Events are modified each year and information on them can typically be found in advance.

Beyond the City's involvement in cultural and historic events, there are a few large cultural arts facilities in the City. Notably, the Lancaster Cultural Arts Center and the Native American Studies Center, which are both located downtown and operated by external agencies. The recent Downtown Revitalization Plan identified opportunities to increase and improve public space and cultural event spaces downtown, and some progress has been made toward this end.



# **Element 5**



## **Community Facilities**

## INTRODUCTION

Community facilities include all public buildings, infrastructure, and properties which serve the City of Lancaster and its residents. This includes schools, parks, civic spaces, and utilities. An examination of community facilities is an important consideration when planning for the future.

## SCHOOLS AND SCHOOL DISTRICTS

Within the City of Lancaster, there are two elementary schools and one high school. There are an additional two elementary schools and two middle schools just outside of the City limits, which City residents attend. All of these schools are part of the Lancaster County School District, and are managed by that organization. The map on the following page displays the schools which serve the City of Lancaster, as well as the school districts which correspond with the school assignments. According to the 2021 Lancaster County School District Forecast, Clinton Elementary School (in the City) is anticipated to be over capacity by about 20 - 30 students in 2025, and every year after 2028. Meanwhile, North Elementary School (also in the City) is anticipated to have more than 100 empty seats (under capacity) through the year 2031. Brooklyn Springs Elementary is anticipated to be under capacity as well, while the other elementary school which serves Lancaster (Erwin) is anticipated to be over capacity as soon as 2025. The two middle schools which serve Lancaster (A.R. Rucker and South) are anticipated to remain under capacity through 2031. Lancaster High School is also anticipated to remain under capacity through 2031.

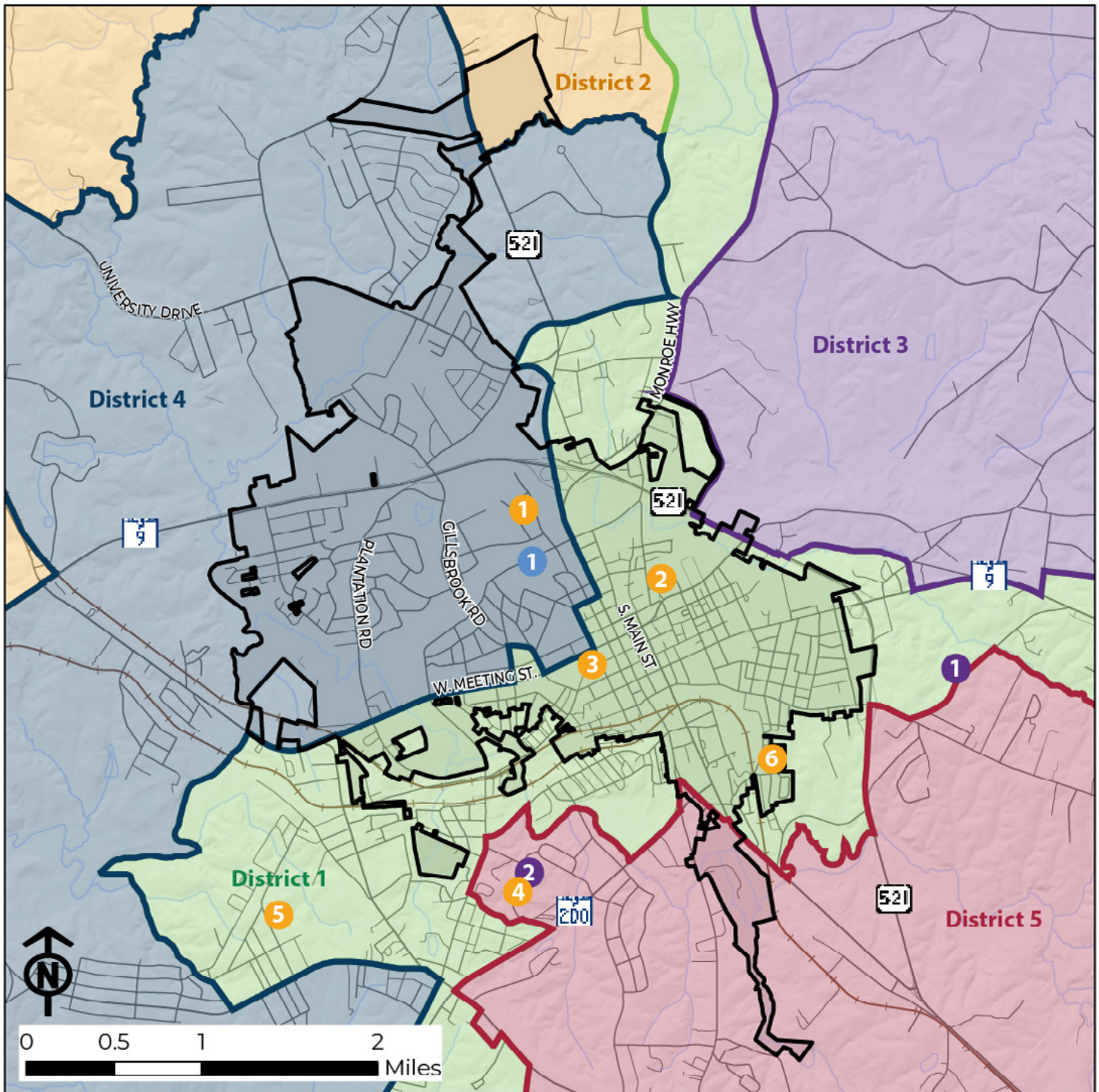
## PARKS AND CIVIC SPACES

Almost one-third of the City's total acreage is dedicated to parks and civic spaces. Much of this is on large properties, as this accounts for only about 5% of all parcels. Civic spaces include government-owned properties, schools, hospitals, churches, non-profits, and similar civic-oriented ownership or use. As mentioned previously, the University of South Carolina Lancaster is one of these spaces, providing a number of broad community facilities, including the Bundy Auditorium and the Stevens Theater. While parks and civic spaces are distributed throughout Lancaster, there are large concentrations of protected parks and open spaces on the western edge of the City. Civic spaces are similarly concentrated around the central axes of Lancaster (north - south and east - west). Though the City does not have a Parks and Recreation Department, Lancaster County Parks and Recreation operates six park facilities within Lancaster City limits. The Park Access map displays 1/4 mile and 1/2 mile walking distance rings to demonstrate the general accessibility to parks across the City.





## » LANCASTER COUNTY SCHOOL DISTRICTS IN AND AROUND THE CITY



**Schools and School Districts-** *Where children in Lancaster City attend school*

### Legend

- Lancaster City Limits
- State/Federal Roads
- Railroad

### Elementary Schools

- North Elementary
- Clinton Elementary
- Discovery School
- Brooklyn Springs Elementary
- Erwin Elementary
- Southside Early Childhood

### Middle Schools

- A.R. Rucker Middle
- South Middle

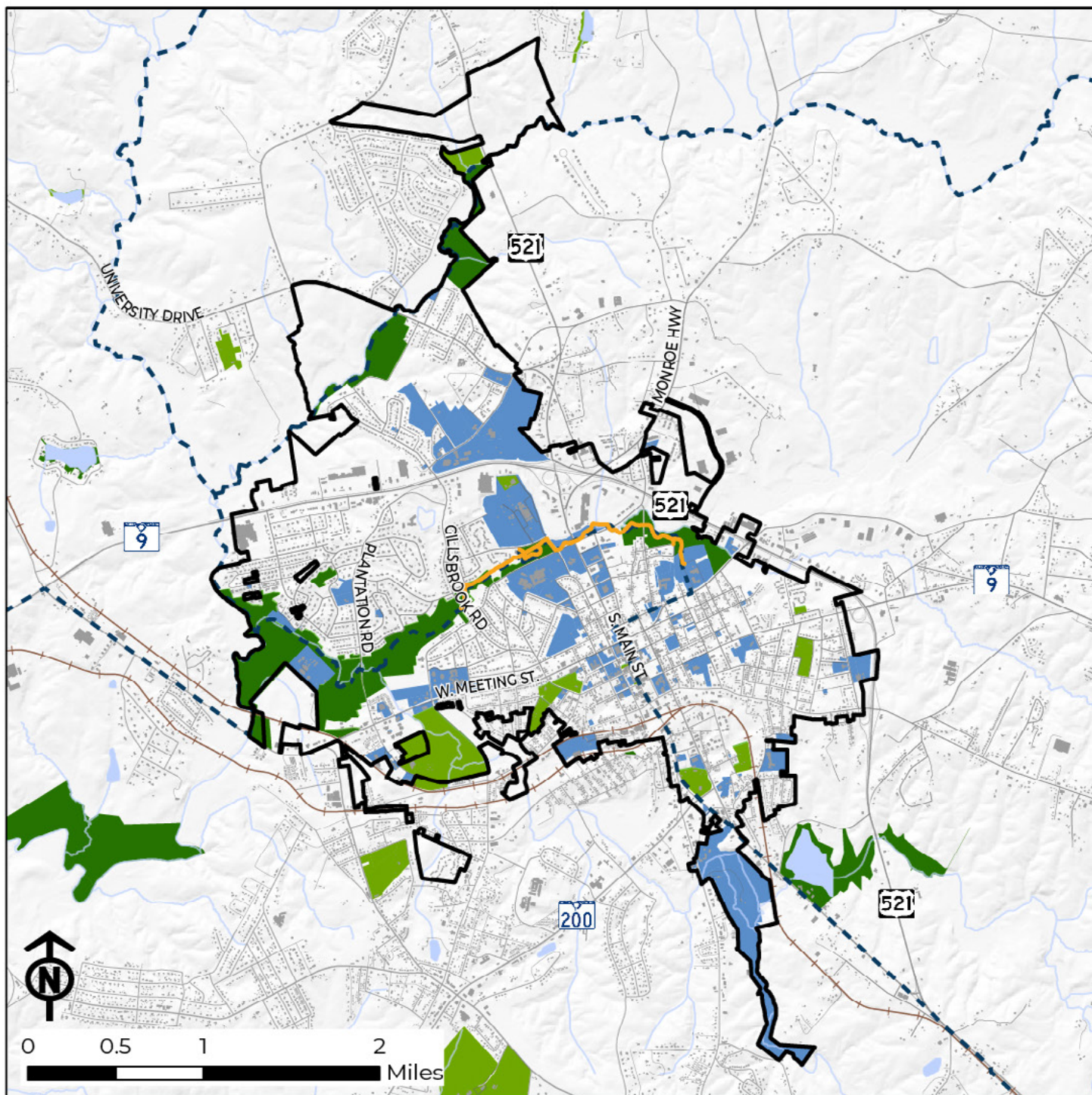
### High Schools

- Lancaster Senior High

Source: Lancaster County (2022)







## Parks and Civic Space

Source: Lancaster County and Benchmark Planning (2022)

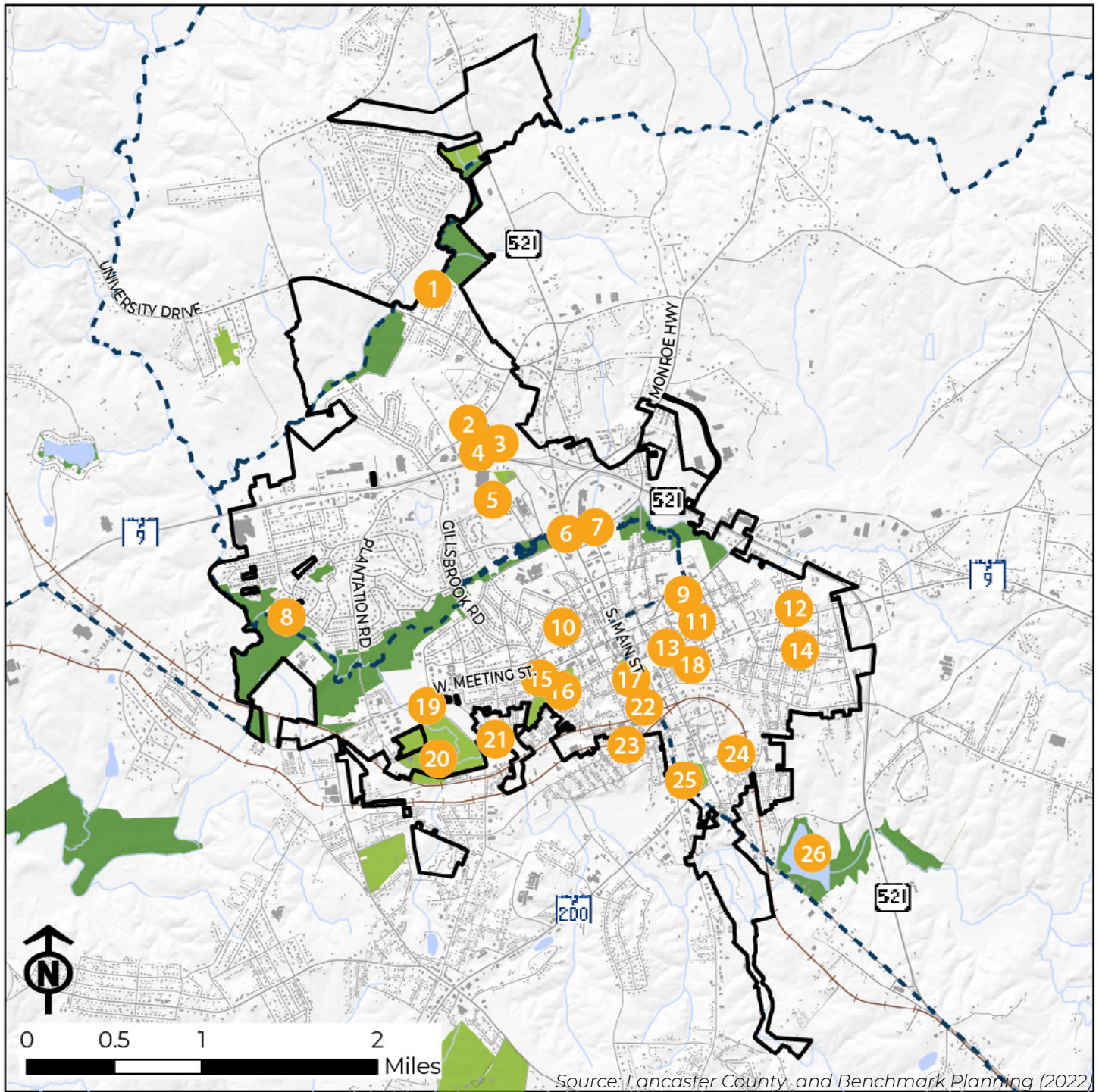
### Legend

- |                       |                         |
|-----------------------|-------------------------|
| Lancaster City Limits | Lindsey Pettus Greenway |
| State/Federal Roads   | Carolina Thread Trail   |
| Park/Open Space       |                         |
| Protected Open Space  |                         |
| Civic Spaces          |                         |





## » PARK AND RECREATION FACILITIES



### Parks and Recreation

#### Legend

□ Lancaster City Limits

- - - Trails and Greenway

1 Shady Lane Park

2 USCL Soccer Field

3 Gregory Family YMCA

4 USCL Tennis and Pickleball

5 Lancaster Memorial Stadium/  
Baseball Stadium

6 Constitution Park

7 Independence Park

8 Westmoreland Park

9 County Community Center

10 West Side Cemetery

11 Hughes Street Park

12 Pardue Street Park

13 Gay Street Courts

14 Buckelew Park

15 LCPR Pool and Tennis

16 Dixie Baseball Fields

17 Red Rose Park

18 Municipal Justice Center Park

19 Melvin Steele Park

20 Springdale Recreation Complex

21 Laurie Brice Park

22 Sculpture Park

23 Stafford Belk Park

24 Preston Blackmon Park

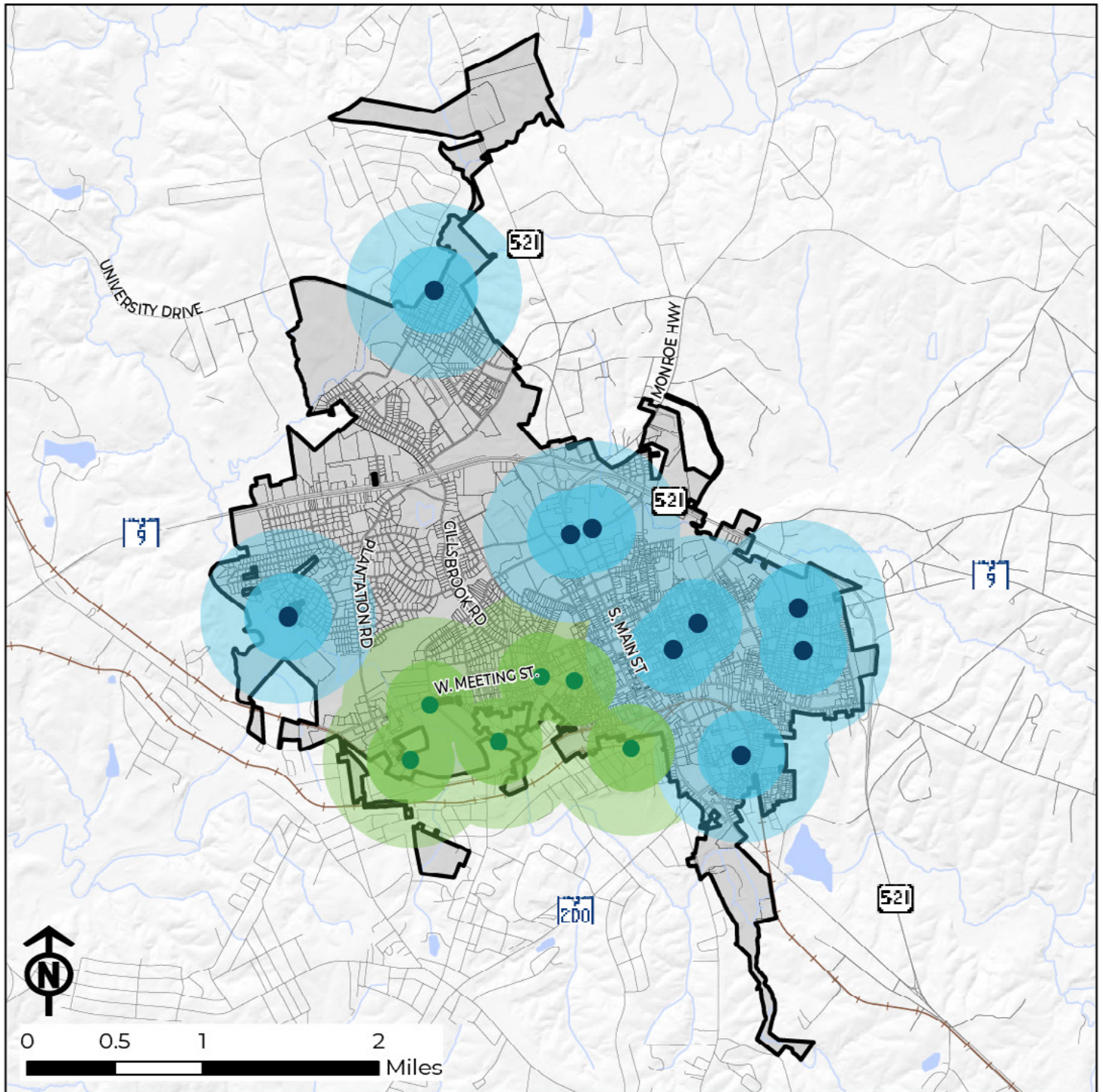
25 American Legion Field

26 Lancaster Reservoir











## » PARK ACCESS



**Parks and Access-** *Parcels within a 1/4 mile or 1/2 mile radius of a park*

Source: Lancaster County and Benchmark Planning (2022)

### Legend

- |   |  |
|---|--|
|  Lancaster City Limits |  County Park    |
|  State/Federal Roads   |  Municipal Park |
|  Railroad              |  Parcels        |



## MUNICIPAL WATER LINES

The City of Lancaster's Public Works Department owns and maintains a water system, with lines that are shown on the map on the following page. In addition to providing water service to the majority of the City, Lancaster also provides water service to a number of areas outside its limits. The map shows particularly extensive water service south and west of Lancaster's borders. The Lancaster County Water and Sewer District (LCWSD) also provides water services to unincorporated areas of Lancaster County.

The area that is provided water and sewer service by the City extends west along Chester Highway to the Lancaster County Airport and down along Grace Ave through the Erwin Farms Subdivision. To the north, service is provided outside of the City boundaries to Shiloh Unity Rd and Craig Farm Rd as well as areas south of Old Pardue Road to the eastern City Boundary. There is some coverage within 0.5 mile outside of the City's southern boundary. Areas that are provided service by the City of Lancaster provide the greatest opportunity for annexation.

## MUNICIPAL SEWER LINES

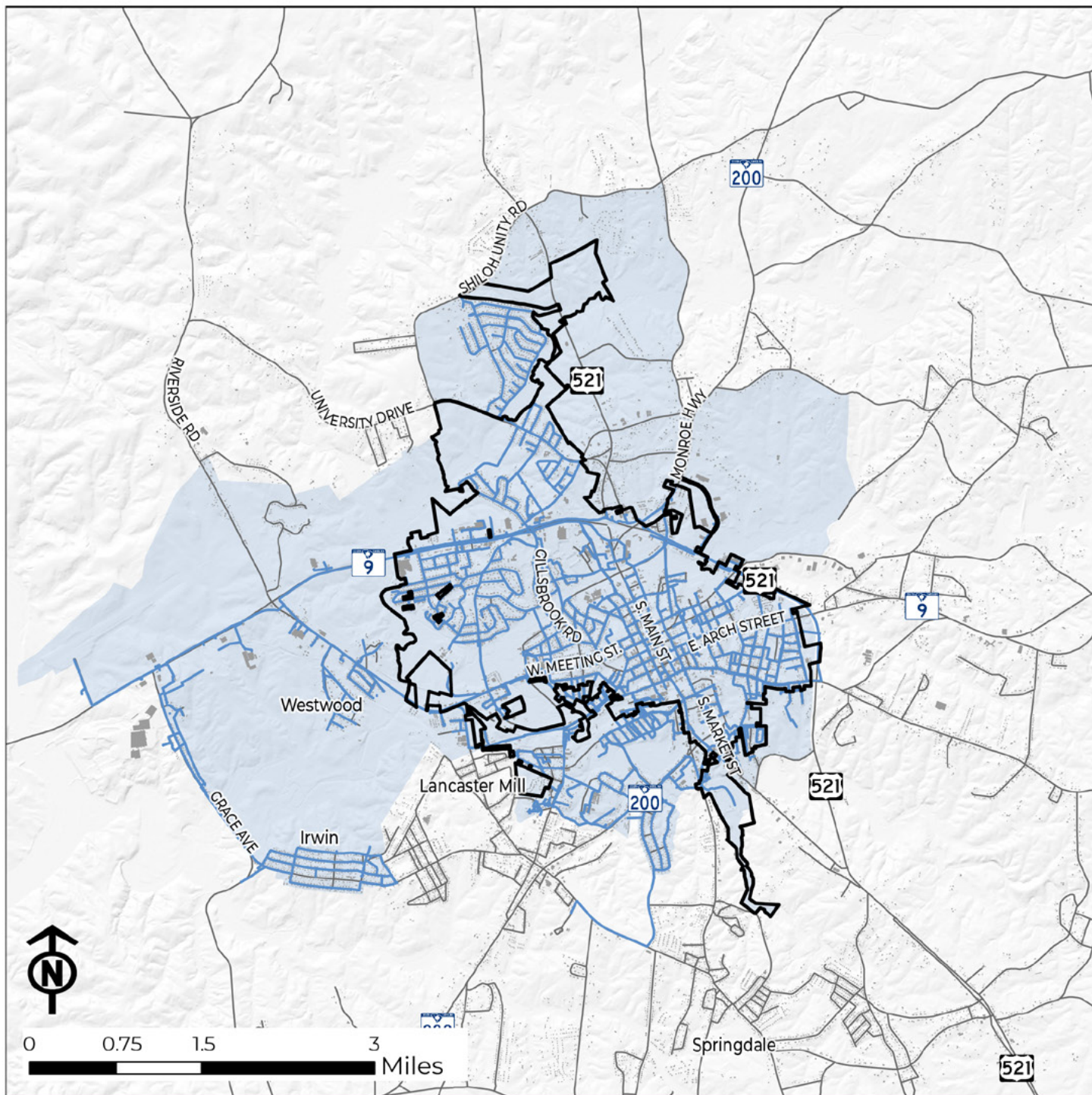
The City owns and maintains sewer lines which are associated with the wastewater treatment plant that is operated by Lancaster's Public Utilities Department. The wastewater treatment plant receives, treats, and discharges wastewater in compliance with Federal and State regulations to maintain and enhance water quality in the receiving waters surrounding the City. The Department also administers a Federal and State regulated Industrial Pretreatment program.

The wastewater treatment plant is regulated by several permits issued by the United States Environmental Protection Agency (US EPA) and the South Carolina Department of Health and Environmental Control (SCDHEC). Generally speaking, the sewer system is development-driven, and the areas which are currently a part of the City's sewer system are shown on the map on page 68. In addition to covering the majority of the City limits, Lancaster provides sewer service to a number of areas outside of the City; particularly southwest of its borders. In areas outside of the City, sewer and wastewater treatment is provided by the LCWSD. This system is also development-driven, so sewer service is not available to all properties in the County.





## » MUNICIPAL WATER LINES



### Water Service Lines

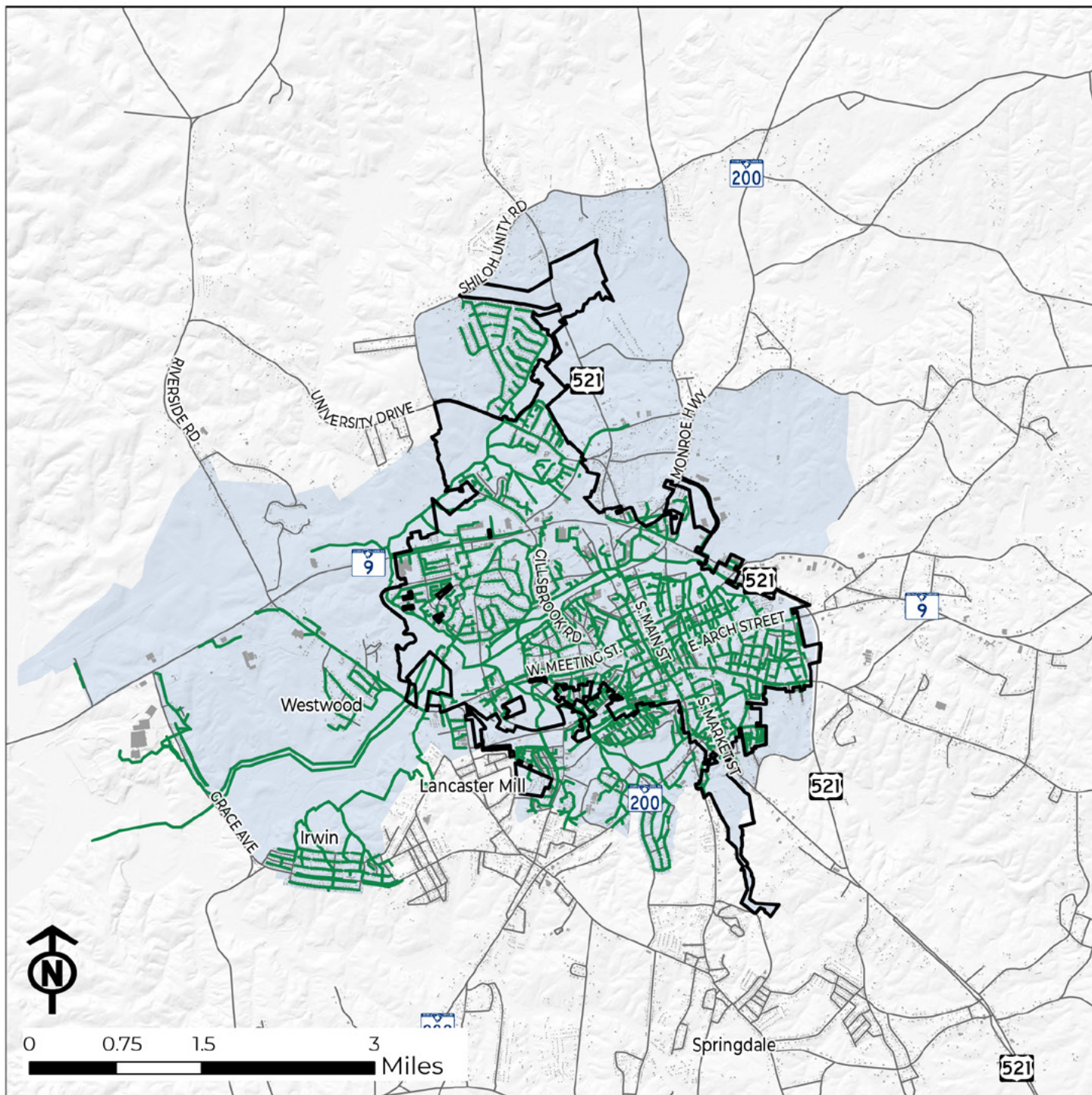
Source: City of Lancaster (2022)

#### Legend

-  Lancaster City Limits
-  Water Line
-  State/Federal Roads
-  Utility Service Area
-  Building Footprints







## Sewer Service Lines

Source: City of Lancaster (2022)

### Legend

- |  |  |
|--|--|
|  Lancaster City Limits |  Sewer Line           |
|  State/Federal Roads   |  Utility Service Area |
|  Building Footprints   |  |



## SUMMARY OF OBSERVATIONS

The City of Lancaster is served by the Lancaster County School District, who owns and maintains two elementary schools and one high school within the municipal limits. There are an additional two elementary schools and two middle schools just outside of the municipal limits, which City residents attend. According to the 2021 Lancaster County School District Membership Forecast, many of these schools are estimated to remain under capacity in the coming years, though a couple are anticipated to be over capacity as soon as 2025 (Clinton and Erwin Elementary Schools).

Schools provide important civic spaces, though they are not the only types of spaces open to all residents. Almost one-third of the total land acreage within the City is dedicated to parks, open spaces, and civic uses. This includes 26 total parks and recreation facilities within the City, providing baseball fields, tennis courts, sculpture parks, a YMCA, soccer fields, open parks, playgrounds, and other amenities. While this provides ample recreation to some residents, other neighborhoods (particularly those northwest of downtown) are not within a 1/2 mile of park facility. Not all of the parks and recreation facilities within Lancaster are provided by the City, as some are provided by the County, non-profit organizations, and private businesses. The City works closely with other agencies, particularly the County, to improve recreational amenities for residents.

Additional coordination occurs for other public services in and around the City, especially related to the provision of utilities. The City has worked well with the Lancaster County Water and Sewer District (LCWSD) to coordinate utility service provision in and around the City. They recently adopted a Utility Service Area agreement that establishes utility service areas outside of the City for which the City will provide water and sewer service (and which will eventually be annexed into the City). Though both the City and the LCWSD water and sewer networks are development-driven, they have extensive coverage within the municipal limits. At this time, the City has ample water supply and wastewater treatment capacity to handle future growth.



# **Element 6**



# **Housing**

## INTRODUCTION

The Housing Element provides detailed information on the housing stock and characteristics of housing affordability in the City of Lancaster. This element also contains information on the types of housing units, occupancy and age, and housing trends.

## MEDIAN HOME VALUE

According to the United States Census Bureau's American Community Survey (ACS), housing values in the City averaged around \$161,300 in 2020. This is about \$55,000 lower than the median home value in Lancaster County and approximately \$10,000 below the median home value in the State of South Carolina. The ACS is a survey-based data set, which does not capture market value of homes (typically higher). However, it is the best dataset available to compare home values across the country.

## HOUSING STOCK

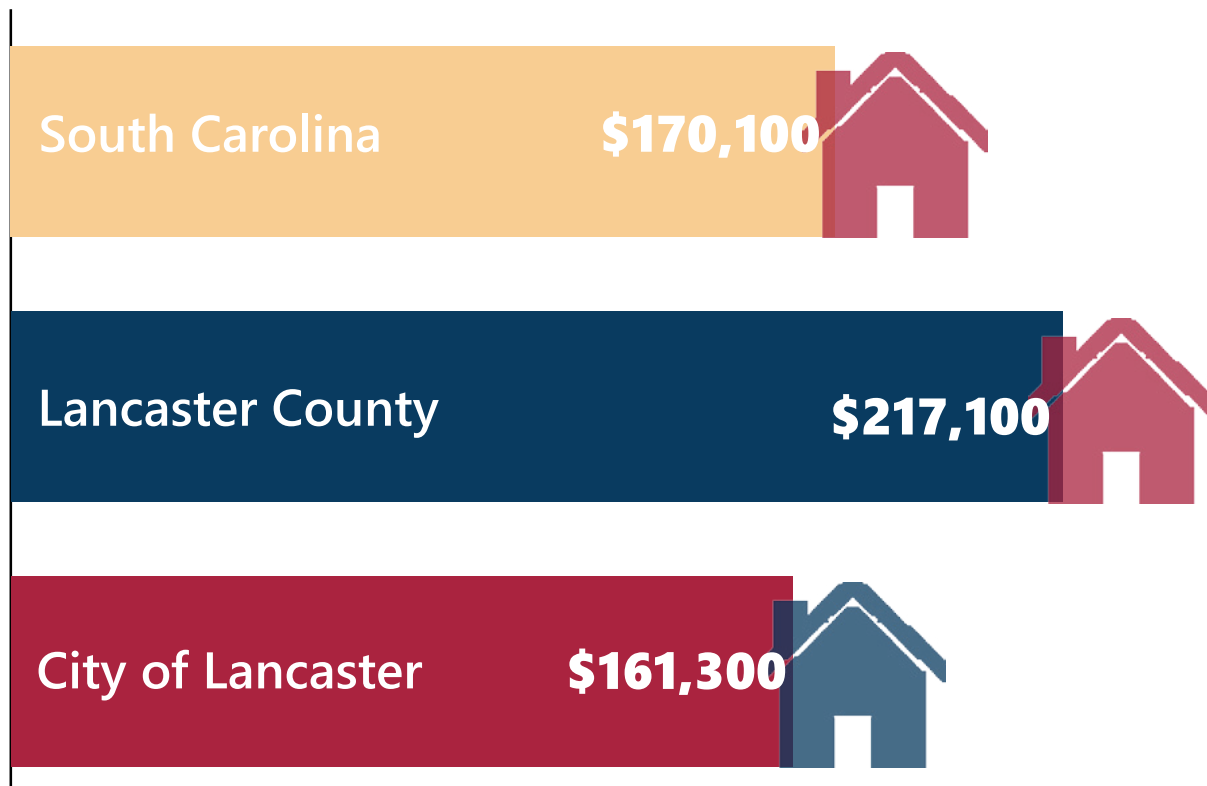
Almost 70% of the total housing stock in the City is single family, detached homes. Just over one-quarter of homes are multi-family units (this is slightly higher than the average portion of housing units in the United States). The above-average number of multifamily units reflects a level of urbanization in the City, and also likely aids in the reduced median home value. However, only about 3% of housing units in the City are mobile homes. This too reflects on the urbanization of Lancaster, as mobile homes tend to be more prolific in rural communities.

The greatest portion of the housing stock (22.4%) was constructed between 1970 and 1979. Additional periods of time with high housing construction rates include 1960 - 1969, 1950 - 1959, 1940 - 1949, 1980 - 1989, and 2000 - 2009 (in that order). Since 2010, housing construction has significantly decreased in the City, with only about 1.4% of the City's total housing units being constructed in the last decade. This older range of housing options also likely decreases the median home value in Lancaster. However, significant annexation and infill development has been occurring in recent years, leading to a potential increase in new homes in coming years.



## » MEDIAN HOME VALUES (OWNER OCCUPIED UNITS)

Source: US Census Bureau, American Community Survey (2020)



## » CITY HOUSING STOCK

Source: US Census Bureau, American Community Survey (2020)

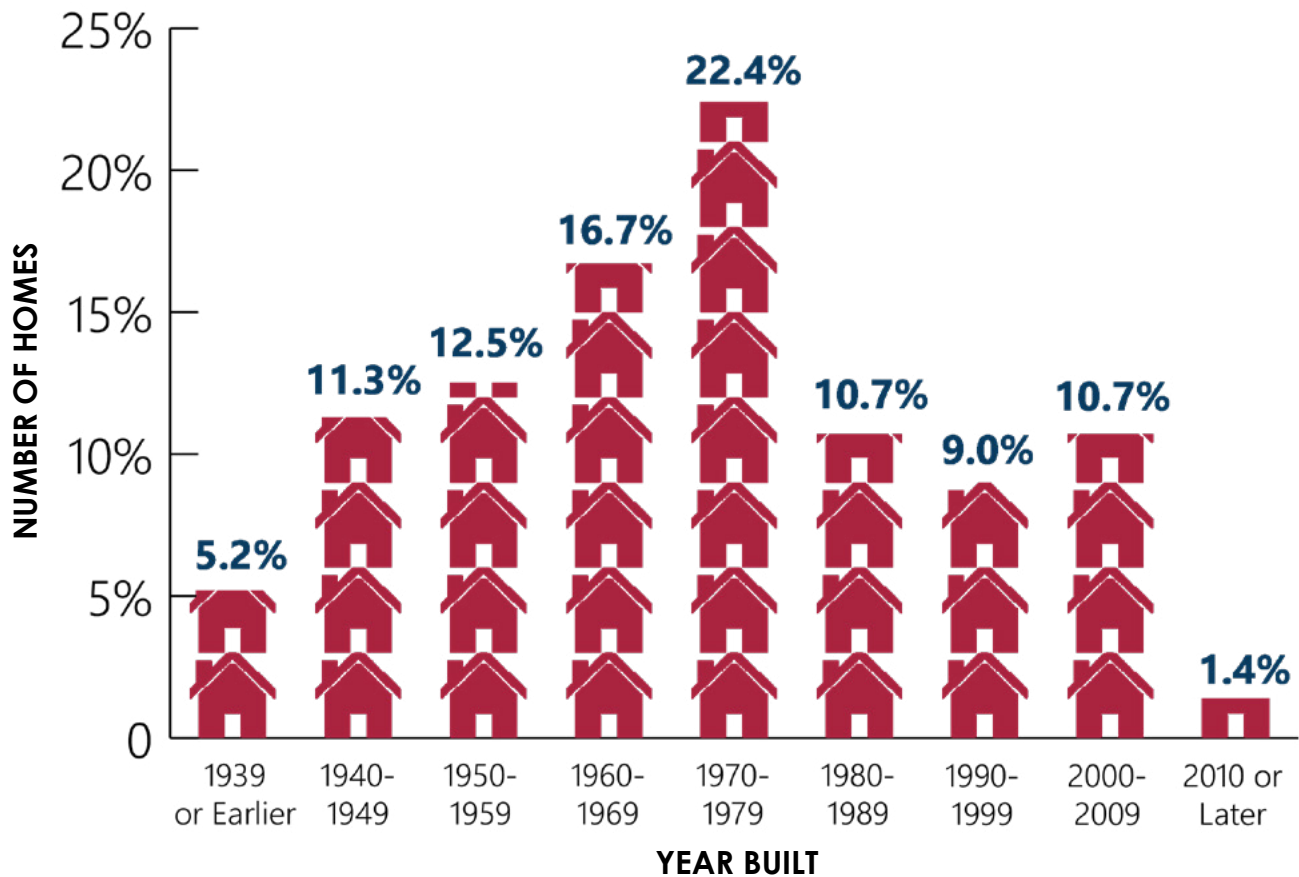
	NUMBER OF HOMES	PERCENT OF HOMES
1-Unit, Detached	2,666	68.2%
1-Unit, Attached	118	3.0%
2 - 19 Units	784	20.1%
20 or More Units	234	6.0%
Mobile Home	106	2.7%





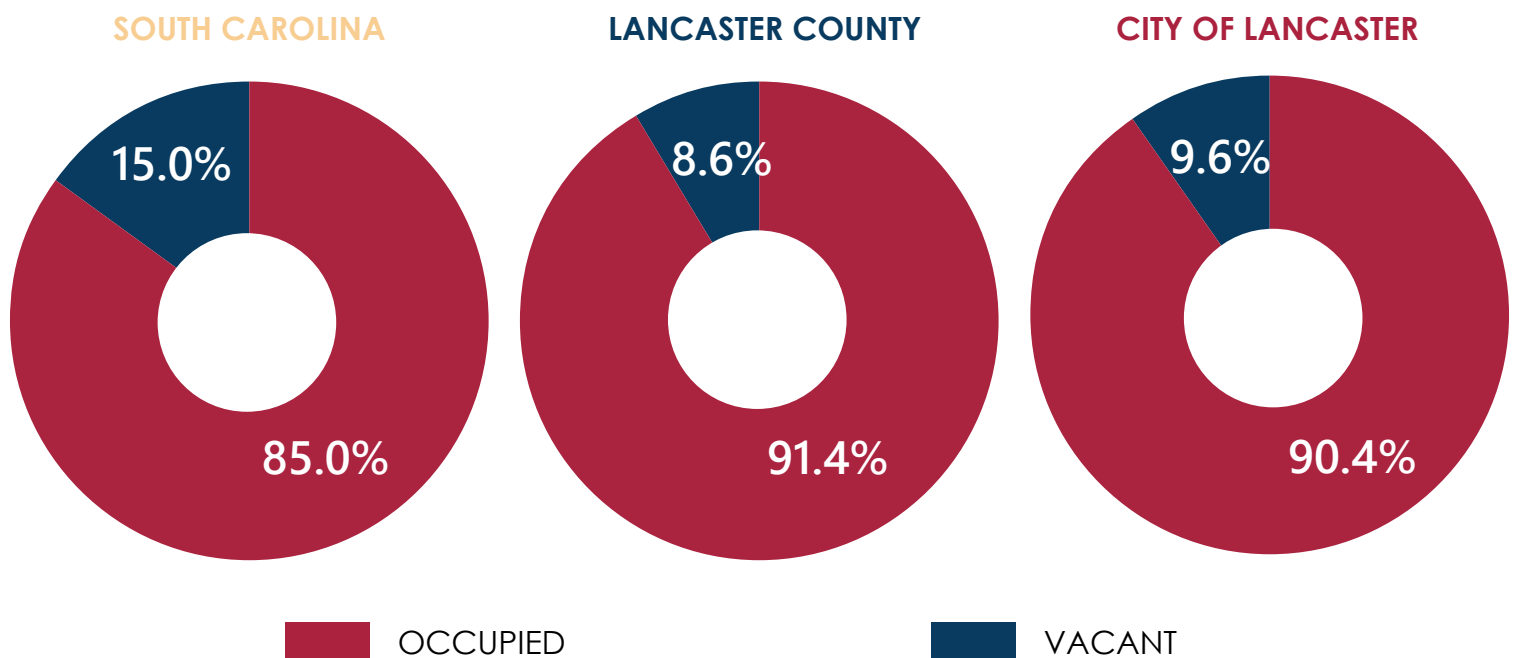
## » AGE OF HOUSING STOCK

Source: US Census Bureau, American Community Survey (2020)



## » HOUSING OCCUPANCY

Source: US Census Bureau, American Community Survey (2020)



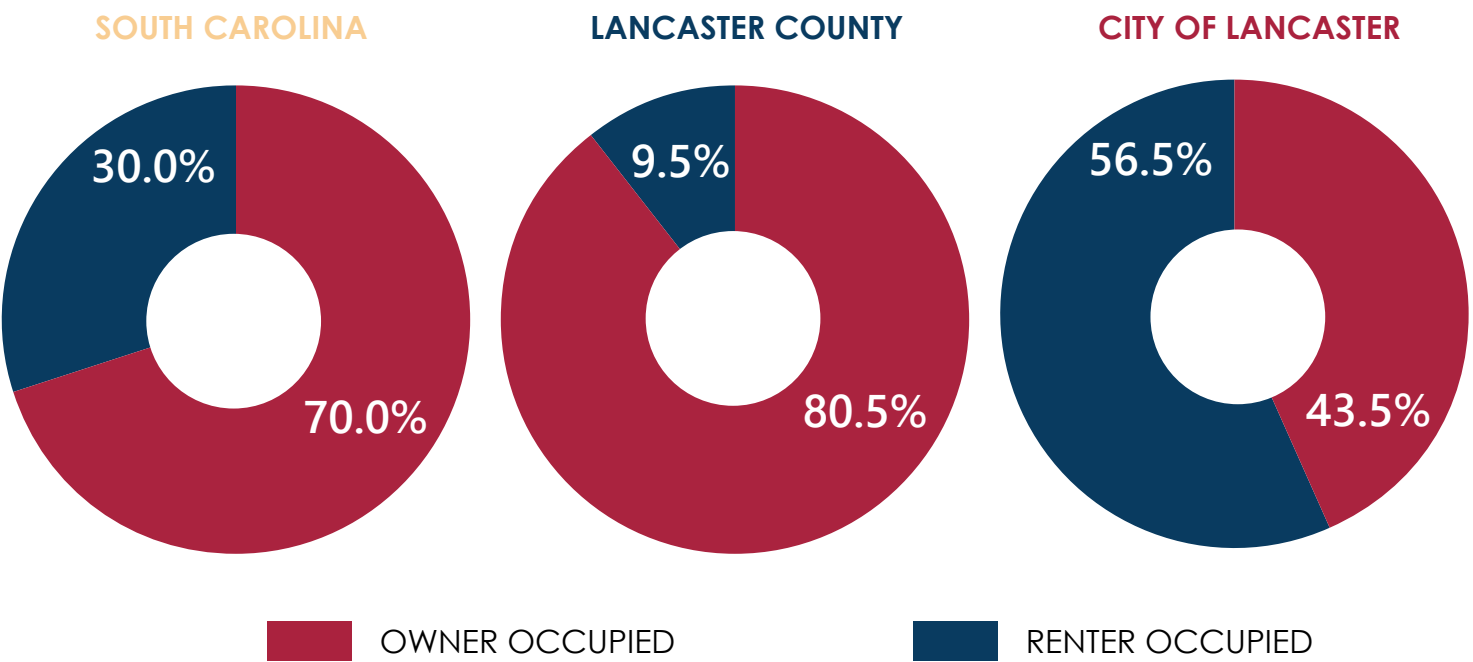
# HOUSING OCCUPANCY AND TENURE

More than 90% of all housing units in Lancaster are considered to be occupied. This occupancy rate has increased over the last decade, and is above the State's average occupancy rate. In fact, while the State's occupancy rate has increased from 83.4% to 84.6% in the last decade, the City's occupancy rate has increased from 84.3% to 90.4%. Lancaster County as a whole has a comparable occupancy rate, though it has noticed a less significant change in occupancy over the last decade.

Only about 44% of all housing units in the City are occupied by their owners. With more than half (56.5%) of units being renter-occupied, the owner occupancy rate in the City is almost half the owner occupancy rate in Lancaster County. The State's owner occupancy rate is around 70%, which is notable higher than the City.

## » HOUSING TENURE

Source: US Census Bureau, American Community Survey (2020)



## » HOUSING OCCUPANCY TRENDS

Source: US Census Bureau, American Community Survey (2010, 2020)

	SOUTH CAROLINA		LANCASTER COUNTY		CITY OF LANCASTER	
	2010	2020	2010	2020	2010	2020
Occupied	83.4%	84.6%	89.5%	91.4%	84.3%	90.4%
Vacant	16.6%	15.4%	10.5%	8.6%	15.7%	9.6%

## HOUSING AFFORDABILITY

According to the National Low Income Housing Coalition (NLIHC)'s Out of Reach 2022 Report, a resident who lives in Lancaster County would need approximately 2.2 minimum wage jobs in order to afford a 2-bedroom, fair market rent apartment. This is actually more affordable than the State (which would require 2.7 jobs) and the country (which would require 2.4 jobs). The monthly rent affordable at the mean wage in the County is \$729, which means that 1.2 full time jobs are needed to afford rent.

The tables on the following page utilize information from the 2022 American Community Survey for households and family median incomes to calculate the affordability spectrum within the City. Here, you can see the median rents estimated to be affordable to the average resident of the City, County, State, and Country (at 100% and 30%) of the average income rates.

### » WAGE NEEDED TO AFFORD A 2-BEDROOM AT FAIR MARKET RENT (FMR)

Source: National Low Income Housing Coalition - Out of Reach 2022

	FY 20 HOUSING WAGE	2-BDR FMR	ANNUAL INCOME NEEDED	FULL TIME JOBS AT MIN. WAGE NEEDED
United States	\$25.82	\$1,342	\$53,699	2.4
South Carolina	\$19.30	\$1,004	\$40,147	2.7
Lancaster County	\$16.23	\$844	\$33,760	2.2

### » RENTAL AFFORDABILITY

Source: National Low Income Housing Coalition - Out of Reach 2022

	RENTER HOUSEHOLDS (2016-2020)	% OF HOUSEHOLDS (2016-2020)	ESTIMATED HOURLY MEAN RENTER WAGE (MRW) (2022)	MONTHLY RENT AFFORDABLE AT MEAN WAGE	FULL TIME JOBS NEEDED TO AFFORD 2-BDR
United States	43,928,837	36%	\$21.99	\$1,144	1.2
South Carolina	586,090	30%	\$15.98	\$831	1.2
Lancaster County	6,851	19%	\$14.02	\$729	1.2



## » MEDIAN HOUSEHOLD INCOME (MHI)

Source: Benchmark, American Community Survey (2020)

	MEDIAN HOUSEHOLD INCOME (MHI)	MONTHLY RENT AFFORDABLE AT MHI	30% OF MHI	MONTHLY RENT AFFORDABLE AT 30% MHI
United States	\$64,994	\$1,625	\$19,498	\$487
South Carolina	\$54,864	\$1,372	\$16,459	\$411
Lancaster County	\$65,421	\$1,636	\$19,626	\$491
City of Lancaster	\$29,615	\$740	\$8,885	\$222

## » MEDIAN FAMILY INCOME (MFI)

Source: Benchmark, American Community Survey (2020)

	MEDIAN FAMILY INCOME (MFI)	MONTHLY RENT AFFORDABLE AT MFI	30% OF MFI	MONTHLY RENT AFFORDABLE AT 30% MFI
United States	\$80,069	\$2,001	\$24,021	\$601
South Carolina	\$68,813	\$1,720	\$20,644	\$516
Lancaster County	\$76,241	\$1,906	\$22,872	\$572
City of Lancaster	\$41,944	\$1,049	\$12,583	\$315

## » NEW HOUSING CONSTRUCTION





Homeownership affordability is calculated based on the affordable monthly mortgage costs equaling 30% of the respective income levels. The assumption that there was a \$0 down payment, 30-year mortgage, and 4.5% interest rate were included in this calculation. Here you can see that the median household income of City residents does not afford the average home value in the City. However, those who earn 120% of the median household income can afford the average home in Lancaster. Further, those who earn 80% or more of the median family income can afford the average home in the City of Lancaster. However, those who earn any less than that cannot afford a home in Lancaster.

#### » HOMEOWNER AFFORDABILITY BASED ON MHI - CITY OF LANCASTER

Source: Benchmark, American Community Survey (2020)

	AFFORDABLE HOME PRICE	AFFORDABLE MONTHLY MORTGAGE	MEDIAN HOME PRICE	AFFORDABILITY GAP
50% MHI	\$73,000	\$370	\$161,300	- \$88,300
80% MHI	\$116,900	\$592	\$161,300	- \$44,400
100% MHI	\$146,000	\$740	\$161,300	- \$15,300
120% MHI	\$175,300	\$888	\$161,300	+ \$14,000

#### » HOMEOWNER AFFORDABILITY BASED ON MFI - CITY OF LANCASTER

Source: Benchmark, American Community Survey (2020)

	AFFORDABLE HOME PRICE	AFFORDABLE MONTHLY MORTGAGE	MEDIAN HOME PRICE	AFFORDABILITY GAP
50% MFI	\$103,500	\$524	\$161,300	- \$57,800
80% MFI	\$165,500	\$839	\$161,300	+ \$4,200
100% MFI	\$207,000	\$1,049	\$161,300	+ \$45,700
120% MFI	\$248,300	\$1,258	\$161,300	+ \$87,000



## SUMMARY OF OBSERVATIONS

According to the United States Census Bureau's American Community Survey (ACS), housing values in the City averaged around \$161,300 in 2020. This is about \$55,000 lower than the median home value in Lancaster County and approximately \$10,000 below the median home value in the State of South Carolina. This may be influenced by a higher rate of multi-family units and of an older housing stock. While about 70% of the City's housing stock are single family homes, just over one-quarter of homes are multi-family units. This is greater than in the County and slightly higher than the average portion of housing units in the United States.

This reflects the level of urbanization of Lancaster, and likely also aids in the reduced median home value. The greatest portion of the housing stock (22.4%) was constructed in the 1970s and according to the American Community Survey, the rate of home construction in the City has slowed since 2010. In fact, less than 2% of the City's housing stock was built in the last decade. However, annexation and infill development has been occurring in recent years, which will lead to an increase in new homes in the coming years.

The majority of homes are occupied, with housing occupancy increasing in the last decade, and about 44% are owner-occupied. With more than half (56.5%) of units being renter-occupied, the owner occupancy rate in the City is almost half the owner occupancy rate in Lancaster County. The State's owner occupancy rate is around 70%, which is notably higher than the City.

This high renter-occupancy rate is likely tied to an affordability gap in the City, where residents who earn the median household income are not able to afford the median home price. However, those who earn the median family income can afford a home, as can those who earn just 80% of the median family income.





**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**

# Element **7**



## Land Use



## INTRODUCTION

The Land Use Element considers existing and future land use, as well as factors which relate to existing and future land use. This element includes the Future Land Use Map, which is a major implementation element of this Plan.

## PARCEL SIZE

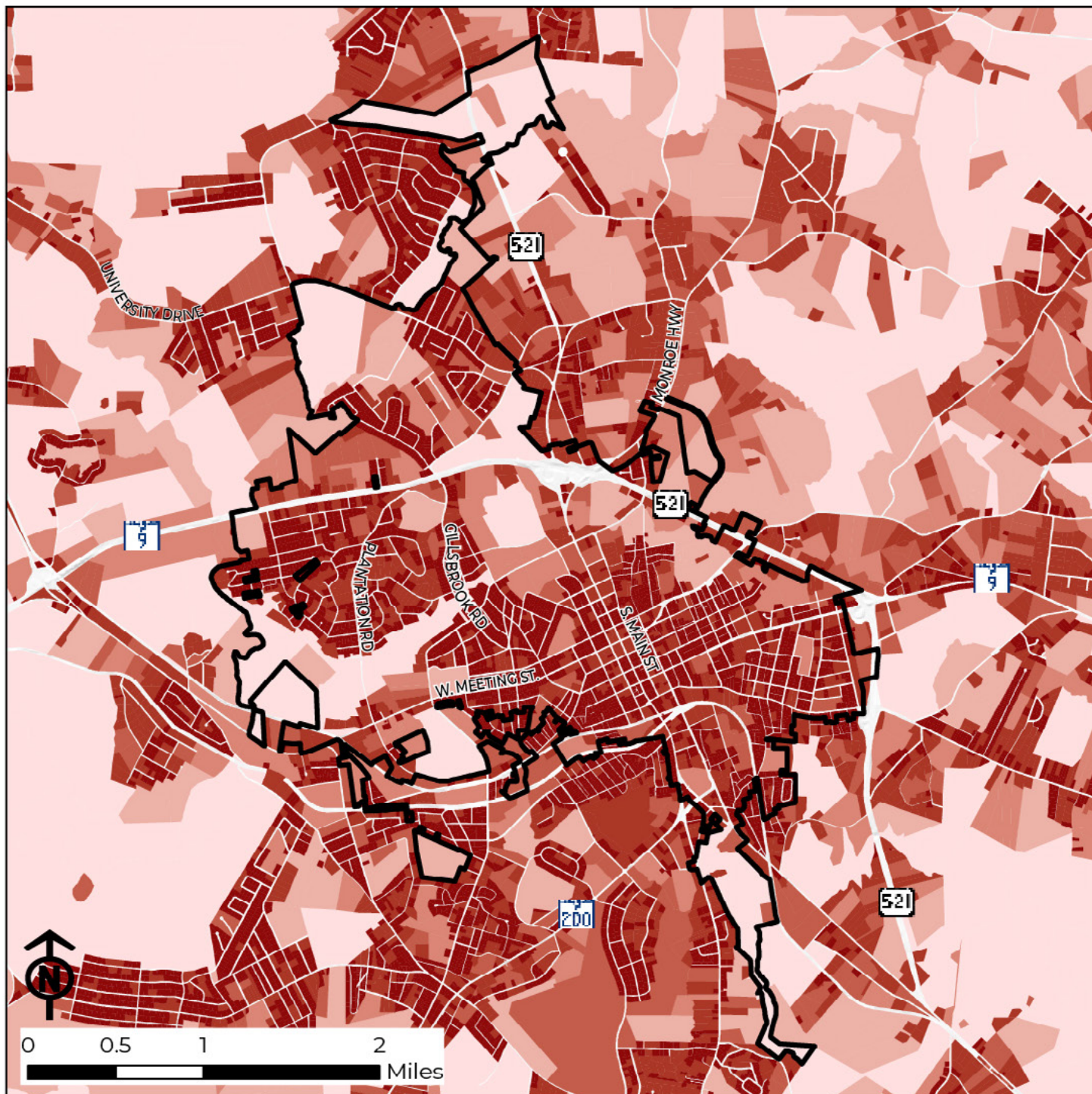
Parcel size is closely related to land use, as it often indicates the areas which have already been subdivided for development, and also provides information on land which can accommodate certain large-scale development in the future. The map on the following page shows the scale of parcel sizes in and around the City of Lancaster. It can be seen that the majority of land within the City, particularly toward the center of the City, is already subdivided into lots less than one acre in size. In fact, there are only a few lots greater than 50 acres in size in the City, and many of these are on the municipal boundaries. However, there are a lot of large parcels surrounding the City limits.

## ZONING

There are eleven zoning districts in the City of Lancaster. Five of these are primarily residential districts (R-6, R-10, R-15, MF, and MHP). R-6 and R-10 are residential districts which are intended to accommodate single-family and two-family dwellings, as well as related uses. The R-15 district is the least dense single-family district, which is intended for single family homes and supporting uses. The MF district is designed to accommodate moderate density single-family developments and low-density multiple-family homes. Lastly, the MPH (Mobile Home Park) district accommodates planned manufactured housing park developments. The residential districts are shown in shades of yellow and orange on the current zoning map, and are spread throughout the City.

Four of the zoning districts are primarily commercial (B-1, B-2, B-3, and PO). B-1 (Central Business District) is to provide a concentrated development of retail establishments and personal business services in the City's urban center. B-2 (Neighborhood Commercial) is intended to be a transitional district between commercial and residential areas. B-3 (General Commercial) is designed to accommodate a wide variety of commercial uses which are oriented primarily toward major traffic corridors. The PO district is intended to provide an area in which professional offices and related commercial establishments may be compatibly located. The commercial districts are shown in shades of red and blue on the current zoning map, and are concentrated in the center of the City and on major roads.









Parcel Size



Source: Lancaster County (2022)

### Legend

 Lancaster City Limits

#### Acres

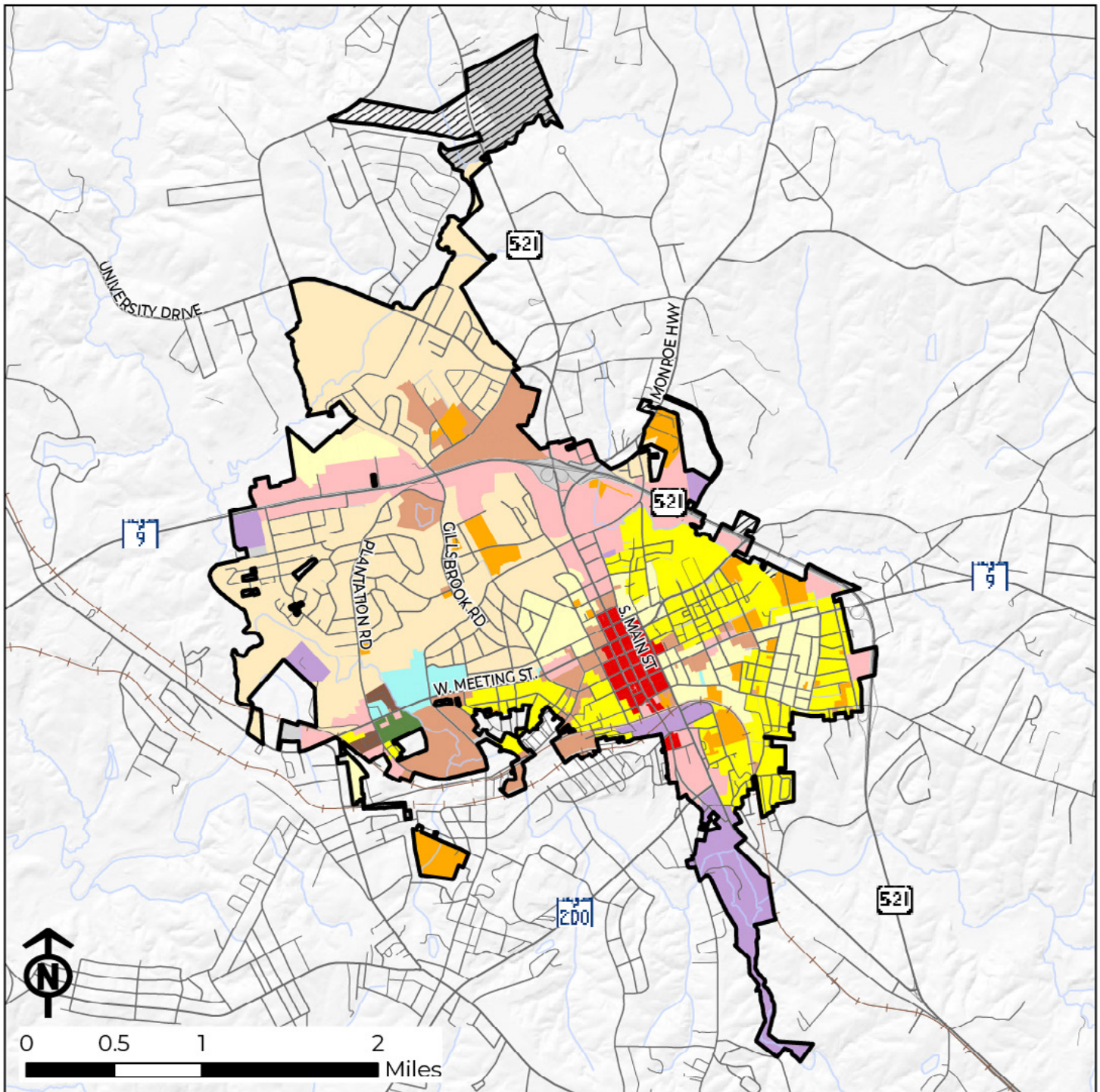
 0-1.0  
 1.1 - 5.0  
 5.1 - 10.0

 10.1 - 20.0  
 20.1 - 50.0  
 50.1 +





## » CURRENT ZONING



### Existing Zoning

#### Legend

Lancaster City Limits	R6: Residential	B1: Central Business
Railroads	R10: Residential	B2-Neighborhood Commercial
Roads	R15: Residential	B3-General Commercial
	Multi-Family	Industrial
	Manufactured Home Park	Professional Office
	Planned Development	Unassigned Zoning



The Industrial district is designed to accommodate businesses engaged in the manufacturing, processing, repairing, renovating, painting, cleaning, or assembling of goods, merchandise, or equipment, and is established to provide areas for a range of industrial uses. The Industrial zoning district is shown in purple on the previous page, and it is primarily located on the edges of the City, with the greatest concentration in the southern tip of Lancaster.

The PDD (Planned Development) zoning district was established to accommodate a mixture of compatible residential, office, commercial, or other land uses which are planned and developed as an integral unit. There is currently only one area zoned PDD in the City, and this is shown in green on the map on the previous page.

## EXISTING LAND USE

The map on the following page shows an examination of existing land uses in and around the City of Lancaster. Residential uses are shown in shades of yellow, parks and open spaces are shown in green, commercial and office uses are shown in red, civic / institutional uses are shown in blue, and industrial uses are shown in purple. Utility areas and vacant or undeveloped properties are shown in shades of gray, and agricultural / rural areas are shown in shades of gray. The areas outside of the City are slightly transparent.

The Map on page 85 shows the existing land use further beyond the City, highlighting the area within the City's utility service area. Most of these areas are agricultural/rural or residential, with some industrial uses, including the County Airport to the west.

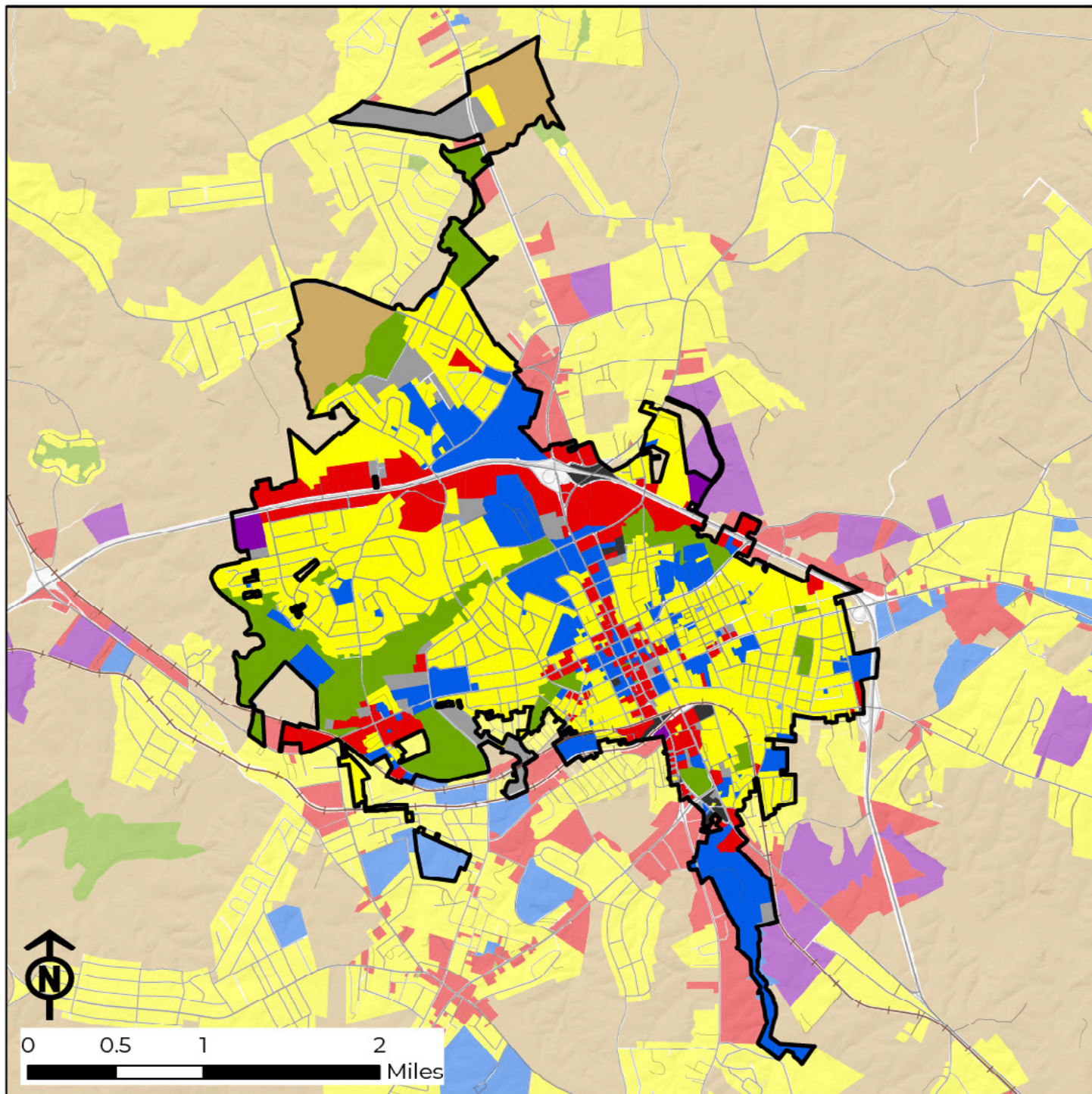
As shown on page 86, about 80% of the City's parcels (and 45% of the total acreage) is devoted to residential uses. There are also significant commercial and civic uses, especially along the major road corridors.

One thing to note is a comparison between current zoning and existing land use. While residential and commercial uses tend to align with their zoning districts; the industrially-zoned area in the southern tip of the City, while industrial in character, is actually shown as civic since it is largely owned by public institutions such as the City and County.















## » EXISTING LAND USE



Existing Land Use

Source: Lancaster County & Benchmark (2022)

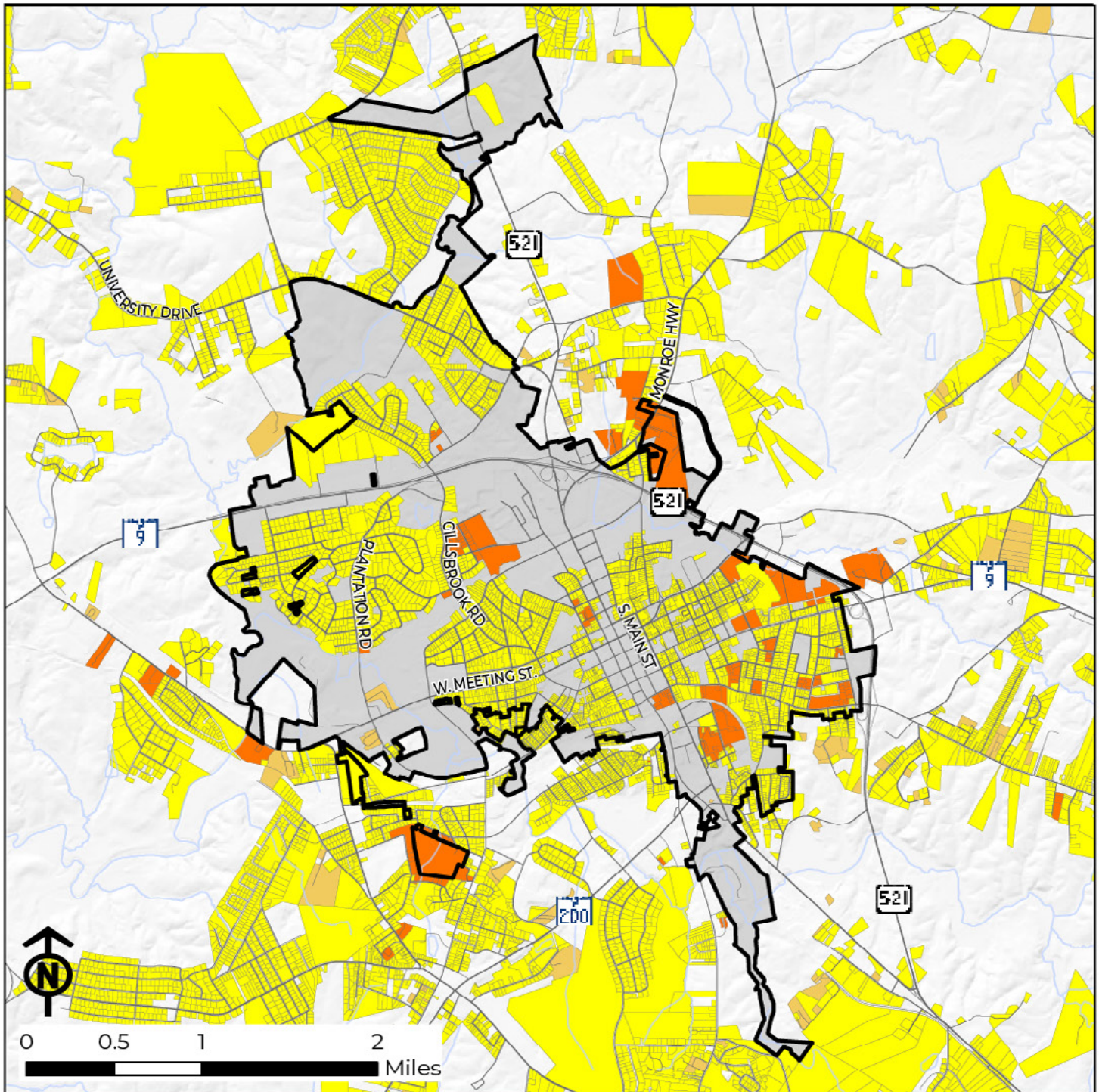
### Legend

 Lancaster City Limits	 Utility	 Residential
 State/Federal Roads	 Vacant/Undeveloped	 Park/Open Space
	 Rural/ Agricultural	 Commercial/ Office
		 Civic/ Institutional
		 Industrial










## » RESIDENTIAL LAND USES



### Residential Land Use

Source: Lancaster County & Benchmark (2022)

#### Legend

- |  |  |
|--|--|
|  Lancaster City Limits |  Mobile Home              |
|  State/Federal Roads   |  Multi-Family Residential |
|  |  Residential              |



## SUMMARY OF OBSERVATIONS

The majority of the land within the City has been subdivided into small lots and is either developed or ripe for development. In fact, most of these parcels are one acre or smaller in size. This pattern extends outside of the municipal limits, into surrounding subdivisions with similarly sized lots. Yet, there are still a number of parcels that are 20 to 50 acres in size, and some that are greater than 50 acres in size, largely on the borders and just outside of the municipal limits.

Most of the City's land is zoned and used for residential purposes. Of the eleven zoning districts in the City, five are residential districts. While downtown, the southern tip of the City, and the primary roadways are dedicated for commercial and industrial zoning districts, all of the "in between" areas are primarily residential in nature. Specifically, commercial and civic uses tend to follow major road corridors, and industrial uses tend to be concentrated on the City's boundaries. In general, land uses align very closely with how the land is zoned. Despite the significant subdivision and urbanization of the City, there is still a great amount of rural or undeveloped land surrounding the municipal limits.

Areas outside of the municipal limits are currently subject to Lancaster County's zoning and development regulations. Within the City's Utility Service Area, properties that are annexed into the City to receive utilities and services will become subject to City zoning and development regulations at that time.



## FUTURE LAND USE

One of the major implementation components of the Comprehensive Plan is a Future Land Use Map. This map, presented on the following page, outlines the intended direction for future development in and around the City of Lancaster. The map should be utilized by appointed and elected officials when considering major development proposals, rezonings, and similar projects. This map is not regulatory, like the Zoning Map, though it should be used to direct changes to the Zoning Map. The Future Land Use Map, like the Comprehensive Plan, is intended to be a living thing. If and when circumstances change, the Future Land Use Map should be updated to reflect the changes in the vision for future development in and around Lancaster.

The Future Land Use Map developed for the Lancaster is relatively simple, with only seven major land use categories. Within each category, there are various types and densities of development which may occur. These classifications were developed within the City limits, as well as within the City's Utility Service Area, where it has potential to grow its boundaries. The specific intention of each future land use category is explained below and on the following pages.

### DOWNTOWN

The Downtown area is intended to promote and facilitate the revitalization of Downtown Lancaster. Generally, this area borders the intersection of Main and Meeting Streets, and has a number of existing commercial and historic structures. In the future, Downtown

Lancaster should support a range of uses, with a focus on mixed-use development. Particular emphasis should be on developing and redeveloping structures with commercial units on the ground floor and residential units above. The provision of civic uses and parks are also accommodated Downtown.

### CIVIC / INSTITUTIONAL

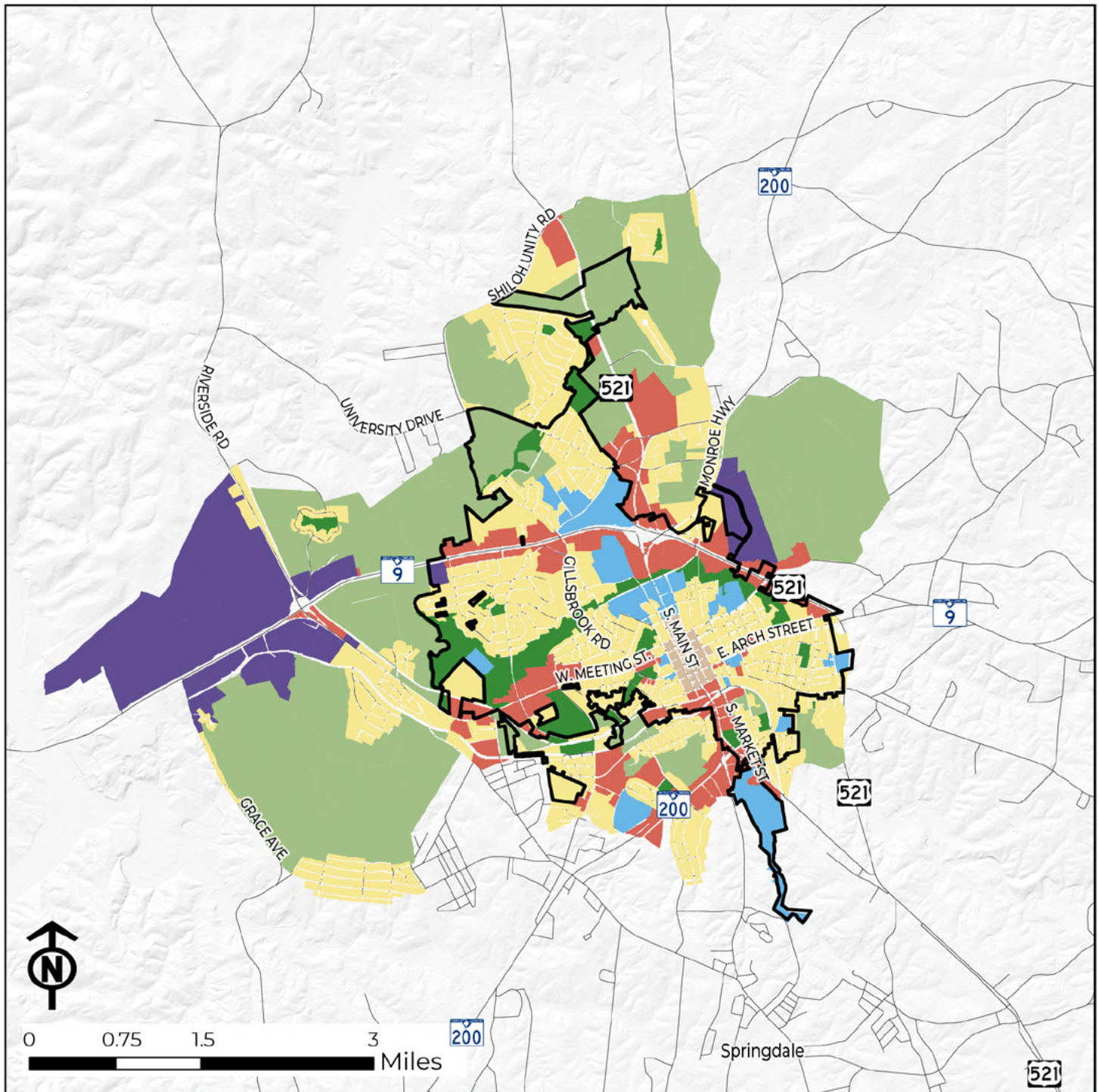
The Civic / Institutional future land use category is reserved for major civic institutions, such as the University of South Carolina Lancaster, as well as other educational and government structures. It should be noted that civic and institutional uses, including churches,

schools, and government buildings, shall be encouraged in any of the future land use categories. The Civic / Institutional designation is utilized to demarcate areas which have concentrated civic uses today.





## » FUTURE LAND USE MAP



Future Land Use Map

### Legend

 Lancaster City Limits	 Downtown	 Residential
 State/Federal Roads	 Civic / Institutional	 Growth Area
	 Commercial	 Parks / Open Space
	 Employment Center	



## COMMERCIAL

The Commercial future land use category designates areas of concentrated commercial development in and around the City. Commercial uses occurring Downtown are not included in this category, which is primarily focused along major roadway corridors.

While the commercial category was largely designated based on where commercial development has occurred historically, this future land use category provides ample room for commercial growth in the future. A significant amount of commercial redevelopment is also captured, particularly south of the City, where the Springs Mill was once located.

## EMPLOYMENT CENTER

The Employment Center future land use category is intended to designate areas for major industries and other major employers. There are two primary Employment Centers; one which designates significant growth in industry around the airport (on the western

edge of the study area, and the other which grows existing manufacturing and distribution-type uses on the northeastern edge of the City. The employment center on the eastern side of the City should be focused on smaller-scale companies, to reduce impacts to neighboring homes and businesses.

## RESIDENTIAL

The Residential future land use category identifies major residential neighborhoods, of all scales and densities. This designation captures a large amount of infill residential development, particularly in areas where older neighborhoods were never fully built-out. Though the

Residential future land use category is well distributed through much of the study area, there are particular concentrations of neighborhoods within the City itself, especially east and west of Downtown. Many residential neighborhoods have associated civic and recreational uses identified on the map as well. In the development of future subdivisions, the provision of recreational amenities shall be encouraged to match this pattern.

## GROWTH AREA

The Growth Area category identifies areas on the Future Land Use Map that are intended to be annexed into the City over time. The City of Lancaster is surrounded by a significant amount of rural and agricultural lands that are currently located within the City's

Utility Service Area. As development pressure increases in and around the City, these large undeveloped areas will most likely be developed for residential purposes, requiring City services and utilities. The City's annexation standards and policies will guide the negotiations with private land owners and developers as the areas are considered for annexation.



## **PARKS / OPEN SPACE**

The Parks / Open Spaces future land use category is used to designate the many recreational areas in and around the City. This includes lands which are protected by trusts, particularly those owned by the Katawba Valley Land Trust. The City should work to increase the number of parks and open spaces in the future, ensuring that they continue to be widely spread throughout neighborhoods and incorporated in Downtown. Particular attention should be paid to the continued expansion of the greenway network in the City.



# **Element 8**



# **Transportation**



## INTRODUCTION

The Transportation Element considers elements of the transportation network which have major impacts on future land use and development throughout the region. This element includes data on average traffic, collisions, planned improvements, and alternative transportation networks.

## ROAD FUNCTIONAL CLASSIFICATION

The South Carolina Department of Transportation considers two of the roadways in Lancaster to be principal arterials: US 521 and SC 9. There are also a handful of minor arterials in this area, as signified by green lines. Many of the streets in and around Lancaster are either collector or local road, as shown in orange and blue on the map on the following page.

## AVERAGE DAILY TRAFFIC

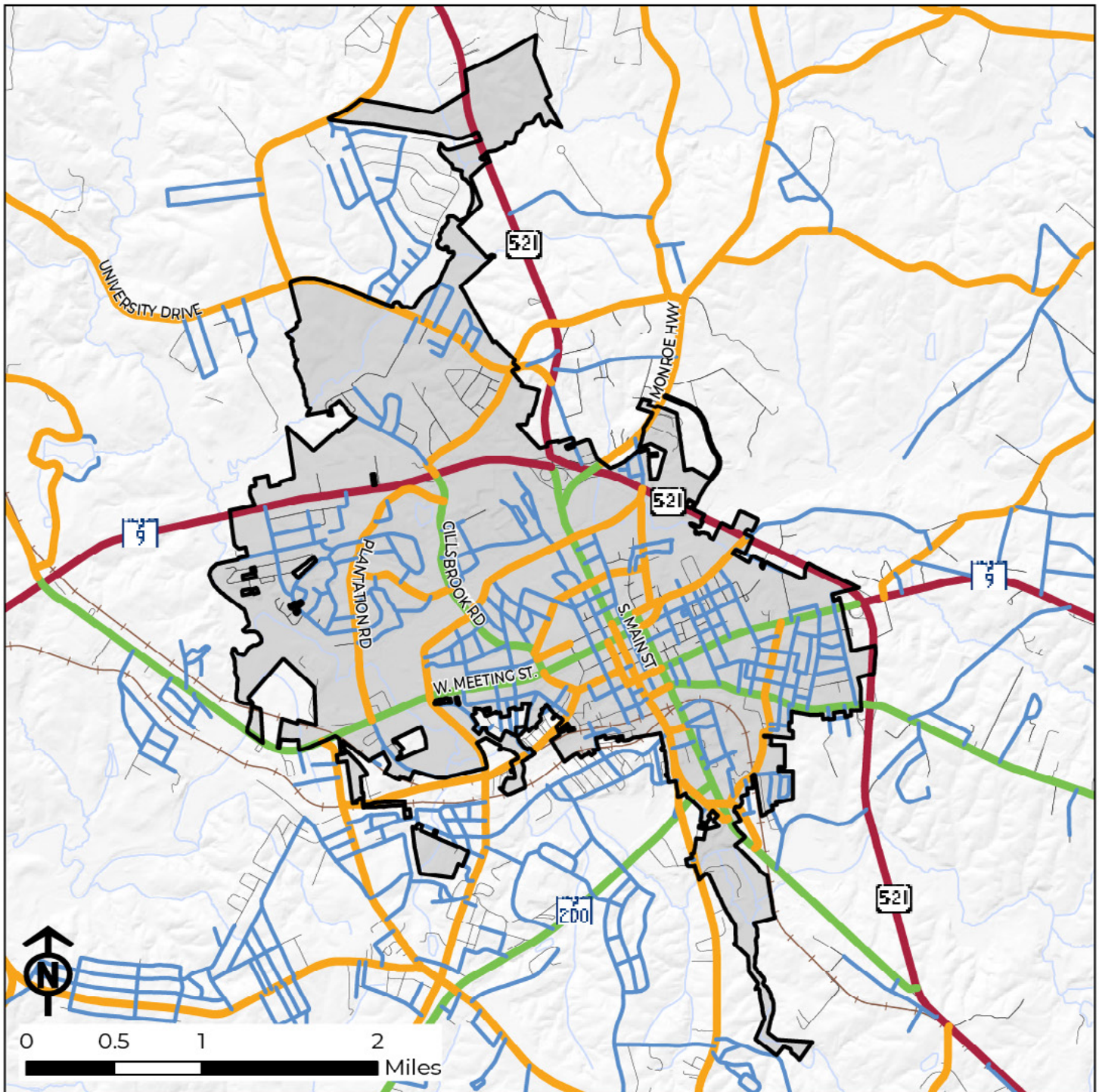
The most trafficked road segments in the City are US 521 (from Clinton Avenue to SC 9), US 521 (from the Highway 9 Bypass past the municipal limits) , and Highway 9 Bypass (from Crestfield Drive to Clinton Avenue). These are all on the northern portion of the City and carry between 17,900 and 22,400 trips per day. Main Street, Chesterfield Avenue, and SC 9 are also highly trafficked roads. The map on page 95 shows the average daily traffic (in total vehicle trips in 2020) per road segment. On the map, the green and yellow road segments are less traveled, while the orange and red segments are more traveled.

## VEHICLE COLLISIONS

The map on page 96 displays the number of vehicle collisions that occurred in and around the City between 2017 and 2020. The greatest number of collisions occurred outside of the municipal limits, on US 521, SC 200, and Airport Road. On the map, the larger circles represent the greatest number of accidents involving a vehicle.






## » FUNCTIONAL ROAD CLASSIFICATIONS







### SCDOT Functional Road Classification Types

Source: SCDOT (2020)

#### Legend

-  Lancaster City Limits
-  State/Federal Roads
-  Railroad

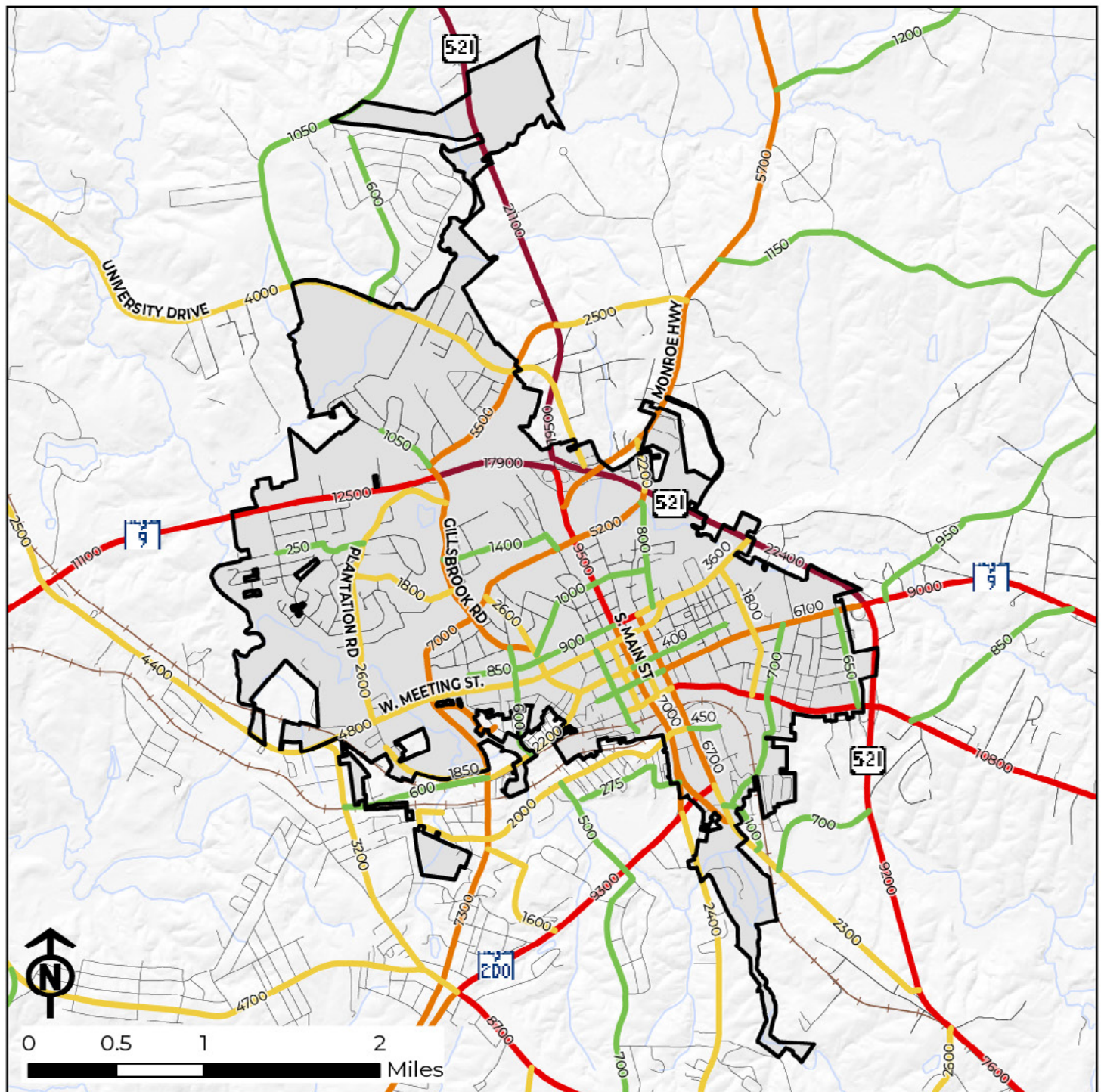
#### Functional Classification

-  Local Road
-  Major Collector
-  Minor Arterial
-  Principal Arterial





## » AVERAGE DAILY TRAFFIC



Average Daily Traffic Count (2020)

Source: SCDOT (2020)

### Legend

- Lancaster City Limits
- State/Federal Roads
- Railroad

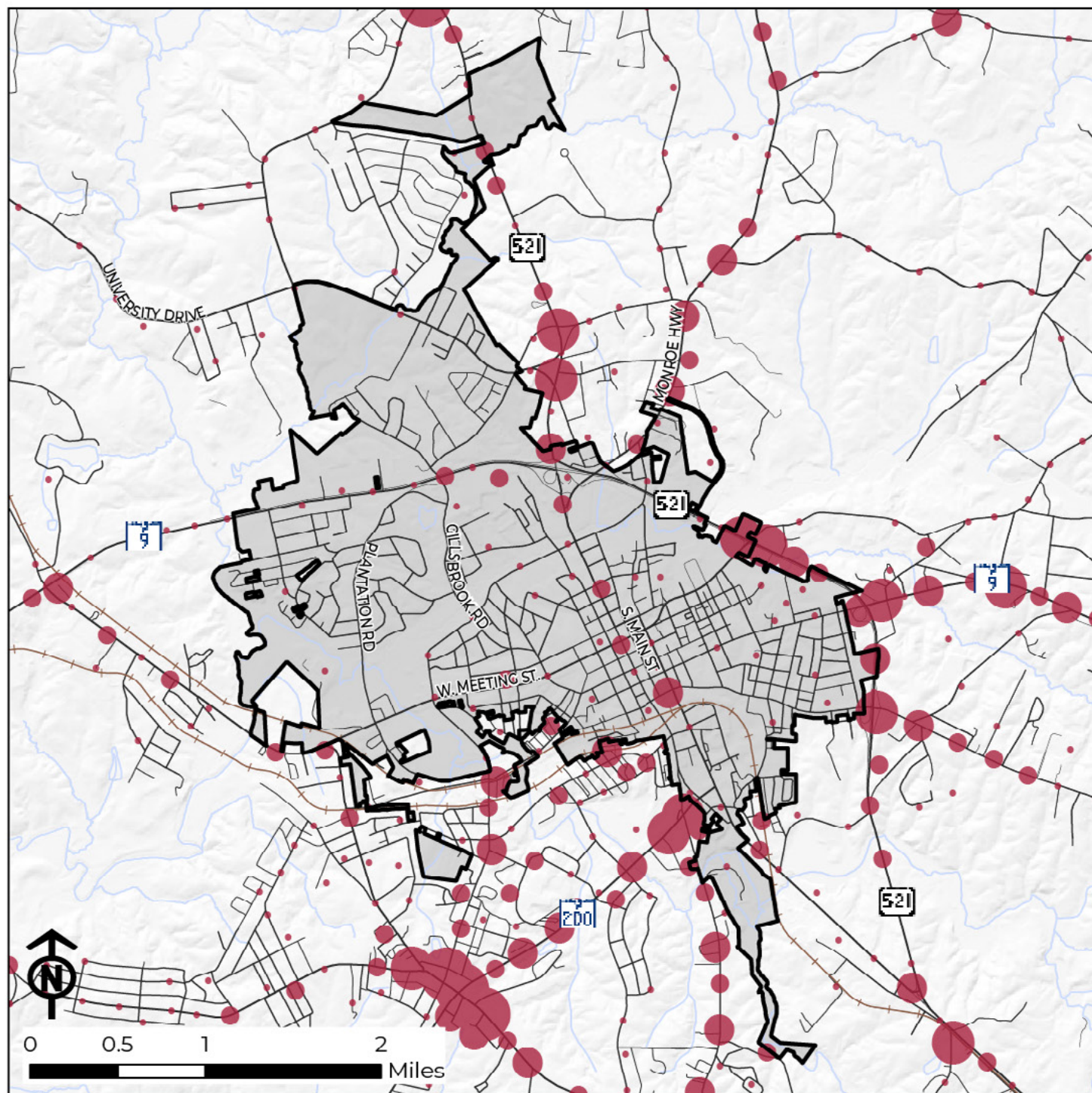
### Vehicle Trips

- <1,500
- 1,501 - 5,000
- 5,001 - 7,500
- 7,501 - 12,500
- 12,501 - 22,400








## » VEHICLE COLLISIONS








Vehicle Collisions (2017-2020)

Source: SCDOT (2022)

### Legend

-  Lancaster City Limits
-  State/Federal Roads
-  Railroad

### Collisions within 100m of each other

-  1 - 5
-  5.1 - 10
-  10.1 - 25
-  25.1 - 50
-  50.1 - 109





## TRAILS AND GREENWAYS

There are currently two miles of greenway in the heart of Lancaster, with additional extensions planned for the Lindsay Pettus Greenway in the future. In addition to this, the Carolina Thread Trail has outlined potential trail segments throughout the Carolinas, including throughout the City of Lancaster. On the trails and greenways map on page 98, segments shown as dashed lines indicated potential or proposed future trails. The City does have trail segments which are part of the Carolina Thread Trail, a regional network of connected greenways, trails, and blueways that reach 15 counties, two states, and 2.9 million people. Half of the Carolina Thread Trail in Lancaster is covered by the Lindsey Pettus Greenway.

## PLANNED IMPROVEMENTS

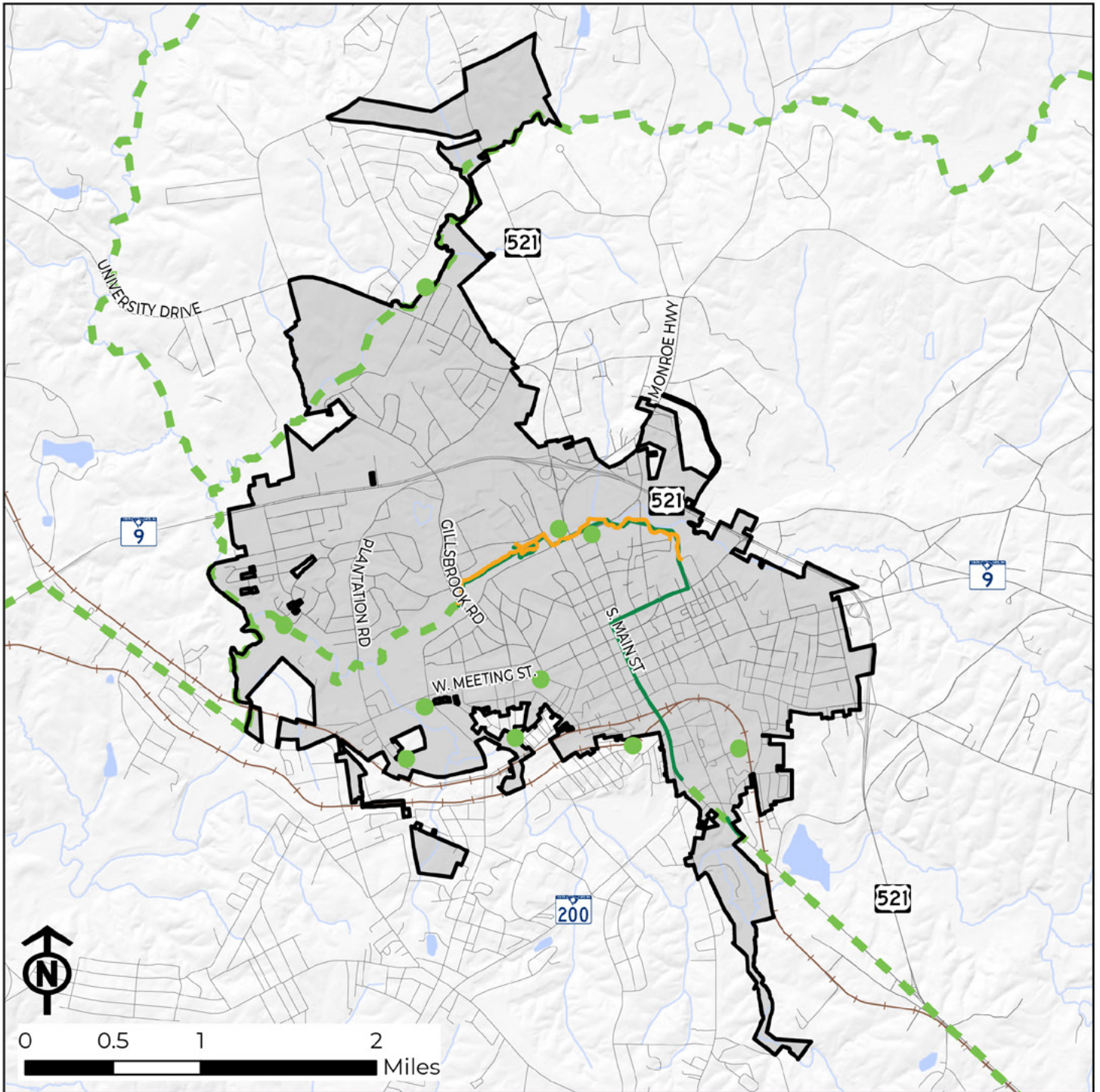
There are a number of projects that the State is currently developing in the City of Lancaster. These are shown on the map on page 99 and classified by type of project. Details on the specific projects, including construction year and project type are shown in the table below. There are a number of pavement improvement projects and bridge replacements, as well as safety, intersection, and corridor improvements.

### » STATE PROGRAMMED IMPROVEMENTS

Source: South Carolina Department of Transportation

PROJECT	PLANNED CONSTRUCTION YEAR	PROJECT TYPE
Woodland Drive Sidewalks and Roddey Drive Pedestrian Bridge Replacement	2022	Transportation Alternative
Reconstruction / Rehabilitation of: SC 200, S 67 (Gillsbrook Road), S 324 (St Paul Street), S 299 (S Gregory Street), S 80 (Hunter Street), S 233, S 116 (Jackson Road), S 263 (Terrace Road), S 117 (Penny Street), S 16 (E Brooklyn Avenue)	2022	Rehab and Resurfacing
Install Center Line, Add Rumble Strips to SC 9	2022	Operational and Safety
Rebuild Traffic Signals on US 521 Business	2022	
Signal Upgrade of S 351 (Elm Street)	2022	
Traffic Signal Upgrades to US 521	2023	
Rebuild Signals on S 136 (N and S White Street)	2023	
Traffic Signal Upgrades on SC 9 Business	2023	
SC 9 Business, S 292 (Plantation Road)	2023	Bridge Repair
S 57 (Old Landsford Road)	2025	










## Trails and Greenways

Source: Lancaster County and Benchmark Planning (2022)

### Legend

-  Lancaster City Limits
-  State/Federal Roads
-  Railroad

### Carolina Thread Trail

-  Existing- Paved or Sidewalk
-  Proposed

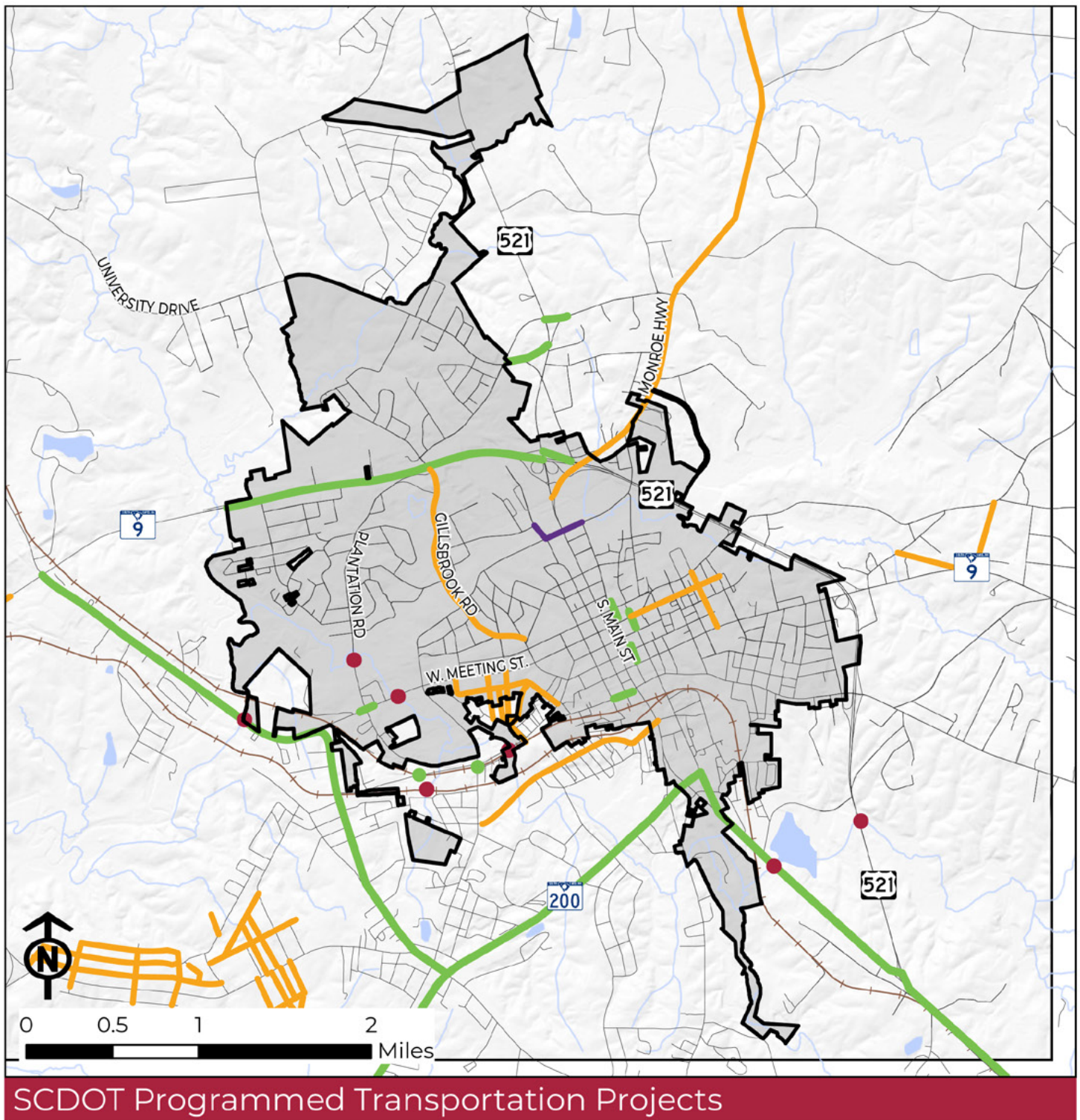
### Lindsey Pettus Greenway

-  Greenway





## » STATE PROGRAMMED TRANSPORTATION PROJECTS



### Legend

- Lancaster City Limits
- State/Federal Roads
- Railroad

### Type of Improvement

- Transportation Alternative
- Rehab and Resurfacing
- Operational and Safety
- Bridge Repair

Source: SCDOT (2022)



## SUMMARY OF OBSERVATIONS

In and around the City, the heaviest volumes of traffic are found along the Lancaster Bypass, which includes sections of US 521 and SC 9. The South Carolina Department of Transportation classifies these segments as principal arterials. Along the Bypass, traffic volumes range from 12,500 to 22,400 vehicle trips per day. The majority of the other roadways in the City are classified as collector roads or local roads.

Interestingly, the greatest number of vehicle collisions in recent years occurred on some of the more modestly trafficked roadways. Most notably, along SC 200 and Airport Road, just southwest of the municipal limits. As can be expected with the high volumes of traffic, hundreds of vehicle collisions occurred on the Bypass between 2017 and 2020. While a number of vehicle collisions have occurred in the City over the past few years, the greatest concentration of crashes occurred outside of the municipal limits.

Outside of vehicle transportation, residents can use bicycle lanes, sidewalks, and trail to get around town. However, there are currently limited trails and greenways in the City. The Lindsay Pettus Greenway provides two miles of trail in the heart of the City, with additional extensions planned in the future. The Carolina Thread Trail is also planned to expand into the City in the future, connecting to the existing Lindsay Pettus Greenway.

The State has a large number of transportation improvements planned throughout the City and surrounding area. The majority of these are operational and safety improvements which are currently being constructed, including the installation of center lanes, upgrading signals, and adding rumble strips on various segments of SC 9, US 521, Elm Street, and White Street. The South Carolina Department of Transportation is also planning to resurface and rehabilitate a number of roads in the City, as well as to repair bridges on Plantation Road and Old Landsford Road (construction years ranging from 2022 to 2025). Lastly, the State is currently adding sidewalks to Woodland Drive and replacing the pedestrian bridge on Roddey Drive.







**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**

# **Element 9**



# **Priority Investment**

## INTRODUCTION

The Priority Investment Element analyzes the likely federal, state, and local funds available for public infrastructure and facilities, and recommends projects for expenditure of those funds in the coming years. This element also considers coordination with adjacent and relevant jurisdictions and agencies which may be helpful in the implementation of these projects.

## POTENTIAL FUNDING SOURCES

### Regional Funding

**Catawba Regional Council of Governments (CRCOG):** The Catawba Regional Council of Governments was created in 1970 to provide a broad range of assistance to local governments in Chester, Lancaster, Union, and York Counties. The COG serves as a forum for intergovernmental cooperation and as a central staffing resource for grantsmanship, land use and transportation planning, community and economic development, workforce investment, GIS mapping, information systems, and project management.

### State Funding

**Community Development Block Grants (CDBG):** CDBG funds are available through both the US Department of Housing and Urban Development and the State Department of Commerce. CDBG funds can be used to assist local governments in a variety of projects, such as community infrastructure, job creation, neighborhood revitalization, and public facilities.

**South Carolina Department of Archives and History (SCDAH):** The Department of Archives and History helps to administer federal historic preservation and planning funds to local governments within the State through planning and preservation grants. These grants can be used to help fund historic district plans, facade improvement programs, and rehabilitation projects.

**South Carolina Department of Health and Environmental Control (SCDHEC):** SCDHEC has several grants available to municipalities, counties, and regions within the State that provide solid waste services. These annual grants can help improve solid waste and recycling efforts.



**South Carolina Department of Parks, Recreation, and Tourism (SCPRT):** The South Carolina Department of Parks, Recreation, and Tourism has a State Parks and Recreation Development Fund (PARD) that is available to local governments for new parks and trails, or for improvements to existing facilities.

**South Carolina Department of Transportation (SCDOT):** The SCDOT administers federally-funded community based projects through a number of different programs. Local governments are amongst the list of eligible applicants for a few of these. Notably are the Transportation Alternatives Program (TAP), which is a reimbursement-based grant program that funds pedestrian facilities, bicycle facilities, and streetscape projects. Projects must be approved by the SCDOT or the Council of Governments / Metropolitan Planning Organization and the Federal Highway Administration. Once approved, the federal government will reimburse up to 80% of project costs, which meet a range of criteria. SCDOT also administers Safe Routes to School (SRTS) funding, which may be used for infrastructure improvements, education, encouragement, and enforcement programs that enable and encourage children to safely walk and bicycle to school. Selected schools can receive up to \$200,000 through this program.

**South Carolina Forestry Commission (SCFC):** The Forestry Commission has several grant opportunities to assist local governments with Geographic Information System (GIS) studies, tree surveys, and environmental protection projects.

**South Carolina Rural Infrastructure Authority (SCRIA):** The Rural Infrastructure Authority has a Basic Infrastructure Grant Program which can be used to offset local infrastructure projects.

## Federal Funding

**Federal Economic Development Administration (EDA):** The Federal Economic Development Administration offers infrastructure grants for economic development to local governments. Projects eligible through this type of grant include the development of economic development plans in under-served areas, technology-based economic development initiatives, and opportunity zone work.

**Federal Transportation Administration (FTA):** The FTA provides funding to local governments for public transit system development, including buses, subways, and commuter rail. Funding from the FTA could be used to coordinate bus service in the City of Lancaster with Lancaster County.





**United States Department of Agriculture (USDA):** The USDA provides several grant opportunities to rural communities throughout the State. Some of the key programs include community facilities grants / loans, water and wastewater disposal loans / grants, and rural business development grants.

## INTERGOVERNMENTAL COORDINATION

To effectively manage growth and development, the Priority Investment Act requires local governments to coordinate with adjacent relevant jurisdictions and agencies before recommending projects for public expenditure. To facilitate this process, the Act encourages local governments to maintain a list of the jurisdictions and agencies so that they can be effectively included in major development decisions. In Lancaster, the list of relevant agencies and jurisdictions to coordinate with include:

### State Agencies

- ◆ South Carolina Department of Health and Environmental Control (SCDHEC)
- ◆ South Carolina Department of Commerce (SCDOC)
- ◆ South Carolina Department of Transportation (SCDOT)

### Regional Agencies

- ◆ Catawba Regional Council of Governments (CRCOG)
- ◆ Charlotte Regional Business Alliance
- ◆ I-77 Alliance

### Local Governments

- ◆ Lancaster County
- ◆ Town of Van Wyck
- ◆ Town of Kershaw
- ◆ Town of Heath Springs

### Educational Institutions

- ◆ University of South Carolina Lancaster
- ◆ Lancaster County School District

### Utility Providers

- ◆ Duke Energy
- ◆ York Electric Cooperative
- ◆ Lynches River Electric Cooperative
- ◆ Lancaster County Water & Sewer District
- ◆ Lancaster County Natural Gas Authority
- ◆ Comporium
- ◆ Spectrum
- ◆ AT&T



## **PRIORITY INVESTMENT AREAS**

The Priority Investment Act allows local governments to use market-based incentives to encourage the development of traditional neighborhood designs and affordable housing in designated priority investment areas. Areas, such as downtown, should be further evaluated during the implementation of the Plan for Priority Investment Area designation.

## **CAPITAL IMPROVEMENT PROJECTS**

The City of Lancaster does not currently maintain a Capital Improvement Plan (CIP). However, it should consider developing a CIP that includes the recommendations established in this Plan, as well as other major projects the City would like to invest in the coming years. The CIP would include dedicated funding sources, more specific estimated costs, and more definitive project timelines.

## **SUMMARY OF OBSERVATIONS**

Though the City does not currently maintain a Capital Improvement Plan, this Comprehensive Plan may form as an important tool for guiding future investment in infrastructure and major projects in the City. To assist the City in the implementation of this Plan, there are a number of potential funding opportunities which the City of Lancaster could consider pursuing. This includes grants through the Catawba Regional Council of Governments, as well as grants and loans from various State agencies and Federal funds. Many of these grant programs would either require or be strengthened by coordination with partner agencies. Beyond just realizing the implementation of this Plan, intergovernmental coordination should continue to occur with state, regional, and local agencies in the future. Particular emphasis should be placed on coordinating with Lancaster County, the Catawba Regional Council of Governments, and the Lancaster County Water and Sewer District.





**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**

# Element 10



# Resiliency



## INTRODUCTION

In 2020, the State of South Carolina amended their Code of Laws to establish the South Carolina Office of Resilience to develop, implement, and maintain a statewide resilience plan and to coordinate statewide resilience and disaster recovery efforts. In conjunction with this, the State amended the Code of Laws to require a Resiliency Element as part of all comprehensive plans. The Resiliency Element considers the impacts of flooding, high water, and natural hazards, on individuals, communities, institutions, businesses, public infrastructure and facilities, and public health, safety, and welfare. This element includes an inventory of existing resiliency conditions; promotes resilient planning, design, and development; and is coordinated with adjacent and relevant agencies and jurisdictions.

## SOCIAL RESILIENCY

Social resiliency is the ability of a social system to respond to and recover from disasters. This type of resiliency is an important factor in a community's ability to withstand the impact of storms and other hazards, as it gauges a community's ability to prepare for and mitigate the impacts of such events. There are a number of ways in which you can gauge social resiliency; three of which are examined on the following pages.

### Vulnerable Populations

The Center for Disease Control (CDC) provides data on social vulnerability through their Social Vulnerability Index (SVI). The basis of the SVI is to understand potential vulnerabilities within a community to help strengthen resilience against natural disasters and infectious disease outbreaks. According to the CDC, socially vulnerable populations are especially at risk during public health emergencies because of factors like socioeconomic status, household characteristics, racial and ethnic minority status, or housing type and transportation.

The CDC's Social Vulnerability Index is available online and can be obtained at the County or Census Tract level. In addition to overall vulnerability, the index is provided for each sub-category of vulnerability: socioeconomic status, household characteristics, racial and ethnic minority status, and housing type and transportation. The CDC calculates vulnerability on an index from "low / 0" to "high / 1," where populations with higher values are considered more vulnerable and in need of additional support. In Lancaster County, overall vulnerability scores at 0.5165, which means there is a medium to high level of overall vulnerability. The factors which most negatively influence the County's scores are household characteristics and racial and ethnic minority status.



A number of the census tracts which are within the City of Lancaster have a high overall vulnerability, particularly in the center of the City. Outer census tracts generally have a medium to high level of overall vulnerability. The social vulnerability factors scores range significantly from census tract to census tract, but all of the sub-factors have a medium to high level of vulnerability in the central part of the City.

## Food Security

According to the “Hope in Lancaster” organization, it is estimated that over 19,600 County residents are food insecure, which means that they lack regular and adequate access to food. More than half of the children who live in the County meet the poverty income qualifications to be eligible for the free or reduced lunch program; and more than 15% of the seniors in the County are food insecure. Skipping or missing meals can cause an increase in long-term and irreversible health issues such as diabetes, high blood pressure, heart attack, and stroke.

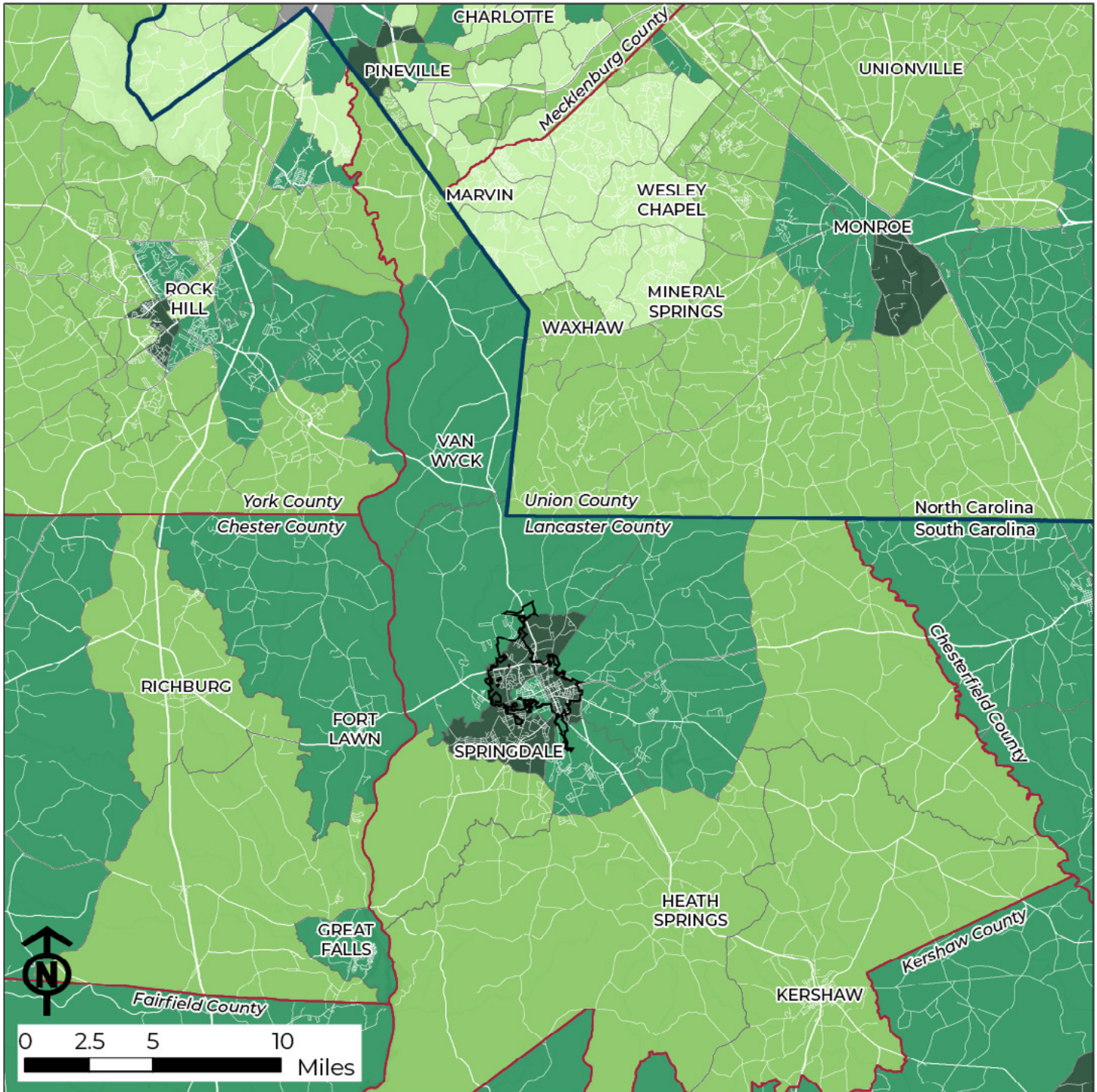
Within the City, there are four full-service grocery stores (one Food Lion, one KJ’s Market, one Aldi, one Walmart). There are also 11 convenience stores which sell food; though the selection may be limited. There are three Family Dollars in the City, which also sell a limited selection of food. Unfortunately, many of these food sources are concentrated at prime intersections or in close proximity to one another. The County operates a Farmer’s Market just outside of the municipal limits, and the Hope in Lancaster Organization hosts six separate programs which assist in the provision of food to those in need.

## Citizen Disaster Training

Lancaster County has an Emergency Management Department, who works with local, state, and federal government agencies, as well as volunteer organizations and businesses to assist citizens and their communities in preparing for, responding to, recovering from, and eliminating or reducing the effects of natural, civil, and technological emergencies and disasters. One of the organizations who works with the County’s Emergency Management Department is the Lancaster County Community Emergency Response Team (CERT). CERT is formed by community members as part of the federal Citizen Corps programs and uses standardized training topics and materials based upon national curriculum. Members of CERT are trained in disaster preparedness; fire safety; medical triage and basic medical care; light search and rescue; damage assessment; and disaster psychology and terrorism awareness. The organization does provide training to interested residents; as well as a teen program for younger citizens who may be interested.



» **SOCIAL VULNERABILITY INDEX**



**Social Vulnerability Index**

**Legend**

- Railroads
- Roads
- Lancaster City Limits
- County Limits

**Social Vulnerability Score**

- Relatively High
- Relatively Moderate
- Relatively Low
- Very Low

Source: FEMA (2022)





## ECONOMIC RESILIENCY

Economic resiliency refers to a community's ability to withstand, prevent, or quickly recover from major disruptions to its underlying economic base. Establishing economic resilience in a local or regional economy requires the ability to anticipate risk, evaluate how that risk can impact key economic assets, and build a responsive capacity. Though more intricate than can be examined in this Plan, some elements of economic resiliency are examined below.

### Employment and Homeownership

As described in the Economic Development Element of this Plan, there are some employment factors which can hinder the economic resiliency of the City. Of note is a slightly below average labor force participation rate, and low median income values. The rate of poverty within the City is also a hindrance. Though unemployment rates do not appear to be a problem, financial stability is an important factor which can help individuals recover from shocks. Similarly, homeownership provides residents with some protections in case of emergency and increases the likelihood for residents to stay following a disaster. Homeownership also provides a more stable cost of living than rent, which is more apt to market fluctuations. In Lancaster, as referenced in the Housing Element, owner occupancy rates are low, which is a concern for economic resilience.

### Industry Diversification

One of the best ways to ensure a community's economy is resilient to economic or other disasters is to have a diverse industrial base. Industry diversity includes a mix of industry types with regional distribution and an adaptable workforce.

Once a textile-dominated community that employed thousands in its mills, the Lancaster area has diversified its economy by offering thousands of new jobs in advanced manufacturing operations. As referenced in the Economic Development Element, residents are employed in a broad range of industry sectors, with about 22% working in educational services, health care, and social assistance; about 16% working in manufacturing; about 15% working in arts, entertainment, recreation, accommodation, and food services; and about 10% working in retail trade. This range of industries, as well as the ability to share skills amongst industries is an important element of economic resiliency.





Lastly, a resilient workforce is one that is able to shift between jobs and industries if necessary. This enables individuals to remain in place if an industry is moved or experiences a downturn. Workforce training and higher education are important factors that can help build a resilient workforce. Though Lancaster County lacks a community college, the University of South Carolina Lancaster provides two and four year degree opportunities to students. There are also dual enrollment programs through regional technical colleges available to students. There are also a number of local training programs provided by both public and private agencies. Of particular note is SCWorks Center, which is a one stop workforce center located in the City.

### Business Retention, Expansion, and Information Programs

Lancaster County has a number of economic incentives for new and expanding businesses (including fee-in-lieu-of-tax agreements, special source revenue credits, jobs tax credits, and job development credits). In fact, the Lancaster County Department of Economic Development (LCDED), which is the County's lead business recruitment and expansion organization, lists business retention and expansion as one of their main programs of work. Additional programs of work include business recruitment, incentive development and structuring, marketing and communications, economic development strategic planning, product and infrastructure development, workforce and development strategies, research and demographic data, and public policy.

## ENVIRONMENTAL RESILIENCY

According to the Federal Emergency Management Agency (FEMA), Environmental resiliency is the capacity of individuals, communities, businesses, institutions, and governments to adapt to changing conditions and to prepare for, withstand, and rapidly recover from disruptions to everyday life, such as hazard events. FEMA maintains a National Risk Index, which provides an at-a-glance overview of multiple risk factors. Risk indexes are calculated using an equation that combines scores for expected annual loss due to natural hazards, social vulnerability, and community resilience. Risk index scores are presented as both a composite for all 18 hazard types, as well as individual scores for each hazard type. The risk index scores for Lancaster County, as well as the Census Tracts within the City of Lancaster, are presented in the table on the following page. This is followed by a detailed description of environmental risk factors which may impact the City of Lancaster. According to FEMA, the overall risk index and the expected annual loss for Lancaster County is relatively low, but the County's social vulnerability and community resilience is relatively moderate.



## » NATIONAL RISK INDEX SCORES

Source: Federal Emergency Management Agency National Risk Index (2022)

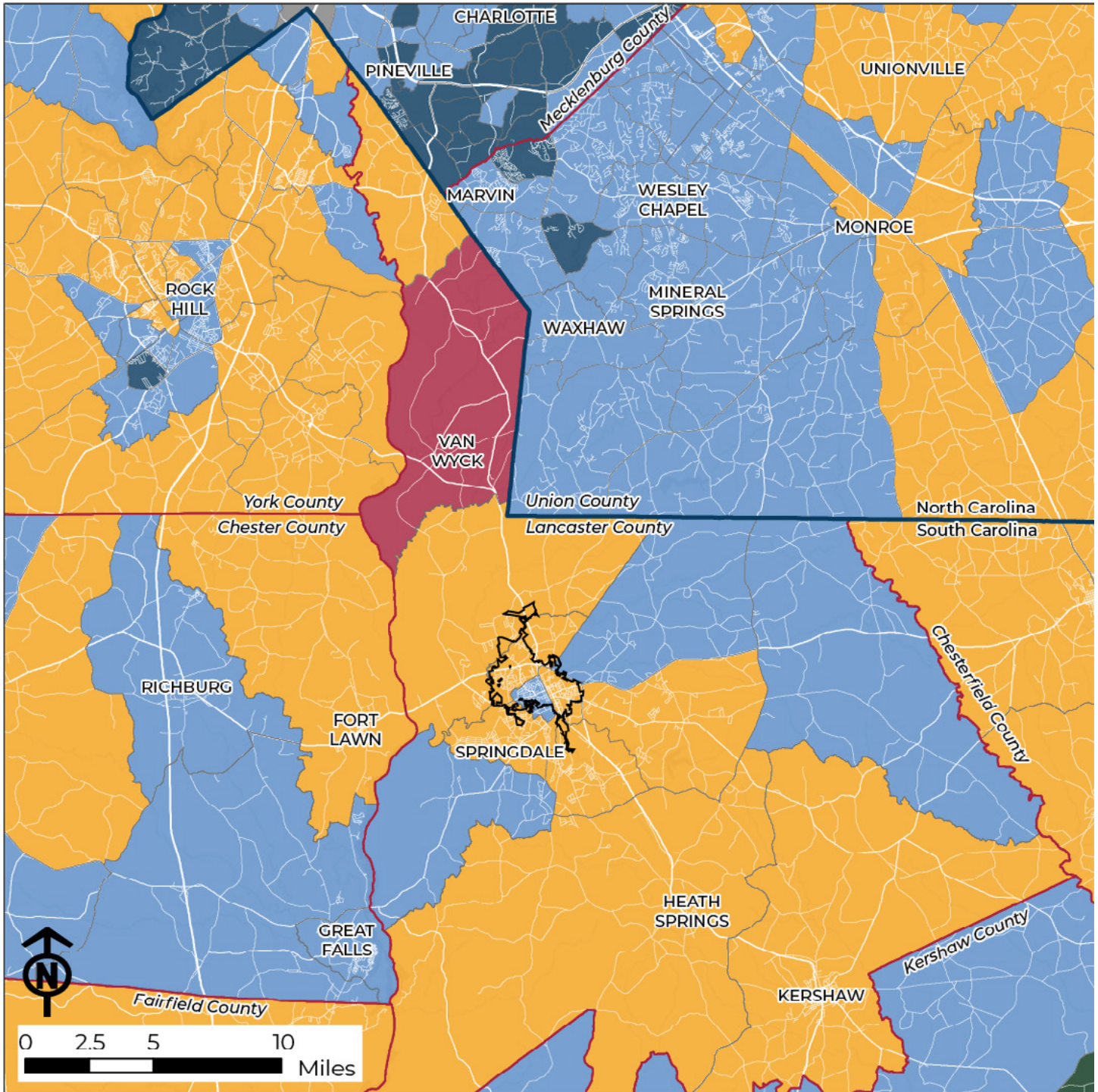
RISK	LANCASTER COUNTY	CENSUS TRACTS				
		105	106	107	108	109
Drought	Very Low	Very Low	Very Low	Very Low	Very Low	Very Low
Earthquake	Relatively Low	Relatively Low	Relatively Low	Relatively Low	Relatively Low	Relatively Low
Hail	Relatively Low	Relatively Moderate	Relatively Moderate	Relatively Moderate	Relatively Moderate	Relatively Moderate
Heat Wave	Relatively Low	Relatively Low	Relatively Low	Relatively Low	Relatively Low	Relatively Low
Hurricane	Relatively Low	Relatively Moderate	Relatively Moderate	Relatively Moderate	Relatively Moderate	Relatively Moderate
Ice Storm	Relatively Moderate	Relatively Moderate	Relatively Moderate	Relatively Moderate	Relatively Low	Relatively Moderate
Landslide	Relatively Low	Very Low	No Rating	Very Low	No Rating	Relatively Low
Lightning	Relatively Moderate	Relatively High	Relatively High	Relatively High	Relatively Moderate	Relatively High
Riverine Flooding	Relatively Low	Relatively Low	Relatively Low	Relatively Low	Relatively Low	Relatively Moderate
Strong Wind	Relatively High	Very High	Very High	Relatively High	Relatively High	Very High
Tornado	Relatively Moderate	Relatively High	Relatively High	Relatively High	Relatively High	Relatively High
Wildfire	Very Low	Relatively Low	Relatively Low	Relatively Low	Very Low	Relatively Low
Winter Weather	Very Low	Relatively Low	Relatively Low	Relatively Low	Relatively Low	Relatively Low
<b>Overall</b>	<b>Relatively Low</b>	<b>Relatively Moderate</b>	<b>Relatively Moderate</b>	<b>Relatively Moderate</b>	<b>Relatively Low</b>	<b>Relatively Moderate</b>

### Disaster Risk

Though Census Tracts do not line up with municipal boundaries, Census Tracts 107, 108, and 109 are largely inside of the City. Census Tracts 105 and 106 contain small portions of the City, as shown in the map on page 25. Overall, all of the Census Tracts which encompass the City of Lancaster have a relatively moderate amount of risk when it comes to disasters. Census Tract 108, which is located on the western side of the City, has a relatively low overall risk. The Map on the following page shows how the overall risk index for those census tracts compared to the region. Information on each individual disaster risk is provided on the following pages. The definitions of each storm are provided by the Federal Emergency Management Agency.



## » NATURAL HAZARD RISKS



### Natural Hazard Risk Index

#### Legend

- Railroads
- Roads
- Lancaster City Limits
- County Limits

#### Risk Index

- Relatively High
- Relatively Moderate
- Relatively Low
- Very Low

Source: FEMA (2023)





## *Drought*

Drought is any event of low precipitation, water shortage, or insufficient water for agriculture. Droughts are typically accompanied by heat waves or hot temperatures which exacerbate the low water supply. The risk of drought in Lancaster County, and all of the Census Tracts within the City is considered to be very low. According to the recent Lancaster County Hazard Mitigation Plan, between 1950 and 2016, there were nine years in which the County experienced drought conditions. The most recent drought, which occurred in 2008, was considered a “severe drought,” with a Palmer Severity Index of -3.

## *Earthquake*

Earthquakes are events during which either a sudden slip of a fault line, volcanic activity, or other stressors cause ground shaking and radiated seismic energy. The earthquake risk in the City of Lancaster is relatively low. Between 1950 and 2021, there were 42 reported earthquakes within a 50-mile radius of Lancaster County. The average strength of these was 2.15 on the Richter Scale, which are usually referred to as “micro earthquakes.”

## *Hail*

Hail is a form of precipitation that occurs during thunderstorms when raindrops, in extremely cold areas of the atmosphere, freeze into balls of ice before falling towards the earth’s surface. The risk of hail in most of the City of Lancaster is relatively moderate.

## *Heat Wave*

A heat wave is a period of abnormally and uncomfortably hot and unusually humid weather typically lasting two or more days with temperatures outside the historical averages for a given area. Heat wave risks are relatively low in the City of Lancaster.

## *Hurricane*

A hurricane is an intense tropical weather system of strong thunderstorms with a well-defined surface circulation and maximum sustained winds of 74 miles per hour or higher. The risk of a hurricane is relatively low to moderate throughout Lancaster. According to the recent Lancaster County Hazard Mitigation Plan, the County has experienced 67 tropical cyclones since 1851, including 10 hurricanes which directly hit the County and 41 hurricanes which were within 50 miles of the County.





### *Ice Storm*

An ice storm is a freezing rain situation with significant ice accumulations of 0.25 inches or greater. The risk of an ice storm is relatively low to moderate throughout the City of Lancaster.

### *Landslide*

A landslide is the movement of a mass of rock, debris, or earth down a slope. The risk of a landslide is relatively low throughout Lancaster County.

### *Riverine Flooding*

Riverine flooding is when streams and rivers exceed the capacity of their natural or constructed channels to accommodate water flow and water overflows the banks, spilling out into adjacent low-lying, dry land. The risk of riverine flooding is relatively low in much of Lancaster County, but relatively moderate in Census Tract 109. There have been 58 flooding and flash flooding events reported by NOAA in Lancaster County (2003 - 2021). These resulted in one reported death and \$672,400 in property and crop damage.

### *Strong Wind*

Strong wind consists of damaging winds, often originating from thunderstorms, classified as exceeding 58 miles per hour. Generally, the risk of strong winds is high in the City, with a very high risk in half of the census tracts. According to the Lancaster County Hazard Mitigation Plan, the strongest winds the County has experienced were results of tropical storm systems, including Hurricane Hugo (1989) and Hurricane Michael (2018).

### *Tornado*

A tornado is a narrow, violently rotating column of air that extends from the base of a thunderstorm to the ground and is visible only if it forms a condensation funnel made up of water droplets, dust, and debris. Tornado risks are relatively high throughout the City, with relatively moderate risks in the County as a whole. According to the recent Lancaster County Hazard Mitigation Plan, there have been 14 tornadoes in the County between 1950 and 2021. These events caused seven injuries and over \$28,101,000 in property damage.



## *Wildfire*

A wildfire is an unplanned fire burning in natural or wild land areas such as forests, shrub lands, grasslands, or prairies. There is either no rating or a low risk rating for wildfires throughout the City of Lancaster. According to the South Carolina Forestry Commission, there were 114 fire events in which the Commission responded to in the County between 2011 and 2015. The major causes of fire were lightning, campfire, debris burning, incendiary, railroad, children, and miscellaneous.

## *Winter Weather*

Winter weather includes accumulations of snow, freezing rain, freezing drizzle, and sleet which cause significant inconveniences and, if caution is not exercised, could lead to life-threatening situations. Winter weather risks are relatively low throughout the City. According to the recent Lancaster County Hazard Mitigation Plan, there have been at least 121 injuries and one death attributed to winter storms between 1958 and 2021.

## **EMERGENCY MANAGEMENT AND RESILIENCY PLANS**

A key part of enhancing resiliency in a community is planning for disasters and other shocks. In 2022, the City participated in Lancaster County's Hazard Mitigation Plan, which assesses all potential hazards to the region and provides mitigation strategies. Though not a direct partner, the City is also considered in the Lancaster County Community Health Improvement Plan, which was drafted by the State's Department of Health and Environmental Control (DHEC) in 2019. Summaries of these two plans follow.

### **Lancaster County Hazard Mitigation Plan**

In 2022, Lancaster County drafted a hazard mitigation plan, which the City of Lancaster participated in. The Plan assesses the communities' vulnerabilities to both natural and man-made hazards and prepares a long term strategy to address these hazards, while preventing future damage and loss of life. Of important note is the number of jurisdictions and agencies which participated in this plan, including all municipalities within the County, the School District, a representative from the University of South Carolina, numerous utility representatives, and economic development entities.



The hazards identified in this plan include climate change, high wind, tropical cyclones, hurricanes, tropical storms, tropical depressions, severe thunderstorms, tornadoes, flooding and flash flooding, earthquakes, dam failure, extreme temperatures, winter storms, drought, wildland fire, technological and man-made hazards, and infectious diseases. As the County Seat and most dense part of the County, the City is also home to most of the County's vital infrastructure. The plan lists 38 critical facilities within the City, as well as municipal properties which are valued at more than \$9M total. The plan includes a capability matrix which outlines opportunities to improve the City's hazard mitigation capabilities (including critical facility protection, a public information program, and an environmental education program), as well as areas of concern (including lacking a CRS rating and lacking a natural and cultural inventory). The plan includes goals, objectives, and an action plan to strengthen hazard mitigation throughout the County.

### Lancaster County Community Health Improvement Plan

In 2018, The South Carolina Department of Health and Environmental Control (DHEC) began a community health assessment, including surveys, interviews, and data collection focused on determining potential public health concerns in Lancaster County. The assessment included access to care, maternal and infant health, chronic diseases and risk factors, infectious diseases, behavioral health, injury, and cross-cutting factors. Based on the public outreach, the top three health priorities identified for the County included:

- ◆ Healthy Eating / Active Living
- ◆ Access to Care
- ◆ Behavioral Health

The plan includes a set of goals, strategies, resources, and potential partners to help facilitate improvements to these three factors impacting the County, and thus the City.



## SUMMARY OF OBSERVATIONS

Resiliency is the capacity to withstand and or recover quickly from difficulties. As a City, resiliency is influenced by a range of socioeconomic, physical, financial and environmental factors. Within and around the City of Lancaster, there are a number of social, economic, environmental, hazard, and health - related factors which can cause potential shocks to the community. According to the Center for Disease Control, there are a number of census tracts within the City that are considered vulnerable to natural disasters and infectious disease outbreaks. These are concentrated in the center of the City and largely influenced by household characteristics and minority status. Closely related to these household characteristics is a high rate of residents who do not have regular and adequate access to food. According to the “Hope in Lancaster” organization, it is estimated that over 19,600 County residents are food insecure. The most vulnerable populations are children and the elderly, with more than half of the children who live in the County meeting poverty income qualifications to be eligible for the free or reduced lunch program and more than 15% of the seniors in the County being food insecure.

As described in the Economic Development Element of this Plan, there are also some employment factors which can hinder the economic resiliency of the City. Of note is a slightly below average labor force participation rate, low median income values, and high poverty rates. These socioeconomic vulnerabilities reduce residents’ ability to prepare for and respond to disasters. However, the City’s economy overall has significantly diversified since it was once a textile-dominated community, and the broad range of employment present within the City is an important part of economic resiliency.

According to the Federal Emergency Management Agency, the overall disaster risk index and the expected annual loss for Lancaster County is relatively low. In 2022, the City participated in Lancaster County’s Hazard Mitigation Plan, which assessed all potential hazards to the region and provided mitigation strategies. Though not a direct partner, the City is also considered in the Lancaster County Community Health Improvement Plan, which was drafted by the State’s Department of Health and Environmental Control in 2019. Lancaster County has an Emergency Management Department, who works with local, state, and federal government agencies, as well as volunteer organizations and businesses to assist citizens and their communities in preparing for, responding to, recovering from, and eliminating or reducing the effects of natural, civil, and technological emergencies and disasters. Despite a minimal natural disaster risk, the socioeconomic risks in Lancaster mean that the City should continue to work with the County, State, and other jurisdictions and agencies to strengthen their resiliency and reduce potential negative impacts to the community.







**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**



**THE RED ROSE CITY**  
**COMPREHENSIVE PLAN**