

COMPREHENSIVE PLAN 2015-2025 CITY OF GAFFNEY

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COMPREHENSIVE PLAN, 2015-2025 GAFFNEY, SOUTH CAROLINA

INTRODUCTION

This document updates and supersedes all previous planning efforts by the City of Gaffney. It has been prepared in accord with the requirements of the Comprehensive Planning Act of 1994, as amended through 2007 and is intended to promote within the community public health, safety, morals, convenience, prosperity, general welfare, efficiency, and economy. Additionally, the Plan identifies challenges and issues facing the city, and prescribes a response. It is further intended to guide development and change to meet existing and anticipated needs and conditions; to balance growth and stability; and to serve as a basis for regulating land use and the development process.

As per the requirements of the Planning Enabling Act, Sections 6-29-310 through 6-29-960, this Plan represents not only a blueprint for future development, but the continuation of a planning process to guide the orderly development of the city.

The framework for reevaluating and reestablishing the Comprehensive Plan to meet the needs of the future is outlined in the **South Carolina Local Government Comprehensive Planning Enabling Act of 1994**. The State Act redefines the Comprehensive Plan to include nine elements, which comprise the body of this Plan:

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

Each of the above elements is addressed in detail as a separate part in this document.

PART 1 POPULATION ELEMENT

This element of the Comprehensive Plan dimensions the size and social characteristics of the City's population, past, present and future. Income distribution and education attainment levels also are studied in an attempt to understand the needs and potentialities of the population.

HISTORICAL TRENDS

The 2010 Census establishes the number of city residents at 12,414. This represents a four percent decline over the last decade, since 2000. In fact Gaffney's population has declined steadily since 1980, following a two percent increase between 1970 and 1980. Over the last three decades, between 1980 and 2010, the city's population declined by 1,039 persons, or eight percent.

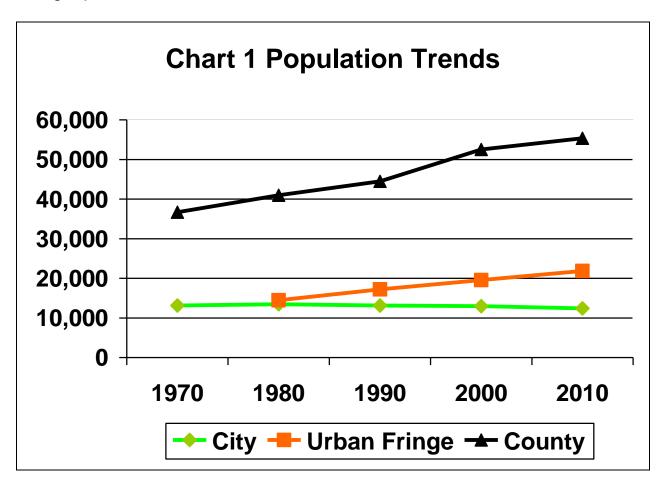


Table I Historical Population Trends					
Population	1970	1980	1990	2000	2010
City of Gaffney Gaffney Urban Fringe(1) Cherokee County	13,131 NA 36,669	13,453 14,469 40,983	13,145 17,203 44,505	12,968 19,538 52,537	12,414 21,873 55,342
City of Gaffney					
Percentage Urban Area Percentage County	NA 34	48 33	43 29	40 25	38 22
Rate of Change (percent)	1970-1980	1980-1990	1990-2000	2000-2	<u> 2010</u>
City of Gaffney Gaffney Urban Fringe(1) Gaffney County	02 NA 12	-02 19 09	-01 14 18	-0 4 12 05	2

⁽¹⁾ Includes Cherokee County Census Division, less city.

Source: U.S. Dept of Commerce, Bureau of Census, Census of population, Selected years.

This downward trend apparently has reversed since 2010, according to estimates by the US Census Bureau, which places the 2013 population at 12,657 -- a two percent increase.

Contrasting the decline in the city, the larger urban area of which the city is the center has had sustained growth over the past 30 years, from 1980 to 2010. The county also has had relatively strong population growth, increasing by 51 percent between 1970 and 2010 (Table 1). The most recent estimates by the US Census Bureau place the county's population at 55,885 in 2013.

DEMOGRAPHIC FORECAST

In light of these historical patterns, the obvious question arises. Why is the city losing population when the county and the larger urban area of which the city is the center are growing? Attrition and out-migration are the obvious reasons. To correct this internal hemorrhaging, the city needs to expand its footprint through annexation and promote higher development density in-fill of its built environment.

That the city's population has been in retreat is no indication that it will continue to do so. The 2013 Census estimate showing a population increase since 2010 for the first time in 30 years is encouraging, giving rise to the prospect of increased population.

Gaffney is the county seat and ideally situated to capitalize on development opportunities and potential presented by its strategic location with the larger metro area..

Nearly 22,000 people live in the urban fringe area, almost twice as many as in the city. And the fringe area is growing, having increased by 51 percent between 1980 and 2010.

But in order for the city to participate in the growth of this area it must focus on annexation. The city is essentially built-out, with very few areas in which new housing may be built. Without annexation or large scale higher density redevelopment, the prospects for population growth are not good.

So what might be expected in the way of future population? Three scenarios are possible: (1) the city's population continues the trend of the last three decades, to decline and stagnate, or (2) the city adopts an aggressive annexation program and substantially increases both its geographic area and its population, or (3) something in between.

The first scenario is based on the assumption that the city's boundaries will remain relatively unchanged, forcing growth and development or redevelopment to come from within. If this scenario plays out, the city's population will likely continue to decline, as there remains very little vacant land for new development, and households continue to shrink in size.

The second scenario assumes a growth rate similar to that projected by the State for the county.

The third scenario is based on a moderately aggressive annexation strategy, embracing a larger share of the urban fringe area, and an increase proportionate to the projected increase for the county.

Each of these scenarios will produce different forecasts, as indicated by Table 2. The one factor having the greatest impact is annexation. The city's commitment or lack of commitment to annexation will determine its

future size and shape, notwithstanding the constraints of current annexation legislation.

In reviewing the three scenarios, it is probably safer to select the B-line or mid-course projection for future calculations, although either the A or C-line could prove correct, depending on what action or inaction the city takes on annexation. With a moderately aggressive policy, the city could increase its 2013 population of 12,657, or by electing to maintain its existing corporate boundaries, it may be even smaller in 10 years. The eventual size will depend on action or inaction by city officials.

TABLE 2 POPULATION FORECAST CITY OF GAFFNEY, CHEROKEE COUNTY					
	2013(1)	2015	2020	2025	
Cherokee County	55,885	56,100(2)	56,800(2)	56,700(3)	
City of Gaffney Low (A-line) (3) Median (B-line) (3) High (C-line) (3) Sources and Methodology:	12,657	12,600 12,850 NA	12,540 13,035 13,300	11,980 13,345 13,600	

- (1) U.S. Census Estimates.
- (2) Projections for county by South Carolina Revenue and Fiscal Affairs Office.
- (3) Projections for the City by Vismor & Associates, based on the following assumptions:

A-line projection based on assumption that City will continue to lose population at the same rate as the last 10 years, from 2000 to 2010.

B-line projection is based on assumption that the city will grow at the same projected rate as the county, four percent over 10 year period, with limited annexation.

C-line projection is based on moderately aggressive annexation program, and internal growth equal to two percent rate of projected county growth.

Population projections by the S.C. Revenue and Fiscal Affairs Office, the official Census agency in South Carolina, project the County population to increase through 2020 but pause between 2020 and 2025, (Table 2). Inasmuch as the City's population has declined from 34 percent to 22 percent of the county total since 1970, it seems reasonable to assume it too will stabilize at this level pending annexation of currently developed outside areas. In fact barring annexation or an internal growth surge, the

City's population is projected to further decline as a percent of the county's population (21 percent), producing a smaller population than reported by the 2010 Census.

Depending on annexation of developed properties, this projection is subject to change. Future growth may in fact be contingent on annexation.

Annexing property in South Carolina is not an easy proposition however, requiring "outside" support of 75 percent of the property owners owning 75 percent of the assessed value of land to be annexed. This makes projecting and planning for the City a tenuous proposition at best.

Under these circumstances, who is to say when an existing subdivision or neighborhood will consent or a developer will petition for annexation. And such outside initiative is essential to annexation.

As a result, the composition of a city seldom reflects the true size of the urban area of which it is a part. Characteristics are tempered by economic development, but size is tempered more by politics, attitudes and the need for urban services. In the case of the latter---the need for urban services---the City is at somewhat of a disadvantage, as its unincorporated urban fringe is already served with community water and sewer, garbage collection, police and fire protection. As a result the City has little to offer in the way of incentives. Cities with the most successful history of annexation are generally in control of the extension of urban services to outside areas, requiring annexation as a condition for such services. Gaffney is not.

Annexations over the last 10 to 15 years have been spotty and infrequent, contributing in large measure to population loss. New development is required to offset internal demographic composition changes, which have led to a loss of population.

In sum, the County forecast is contingent on economic growth, while the City forecast is contingent more on annexation, extending its boundaries over a larger portion of the urban area. Without annexation, the City's population will likely flat line.

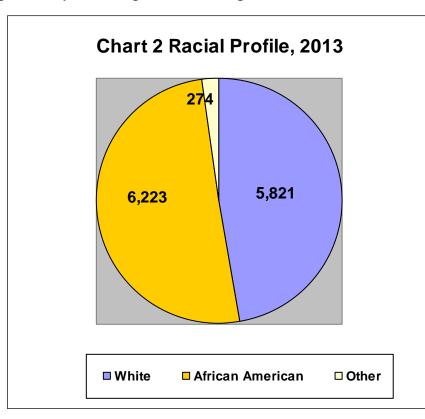
DEMOGRAPHIC COMPOSITION

To more fully understand the population, we need to take stock of its component parts or characteristics, including race, age and gender.

Racial Composition

Like most other cities, the racial profile for Gaffney is dominated by two racial groups: white and African-American. However, there has been a significant change in the racial composition since 1970. From 32 percent of the population in 1970, African-Americans and other minorities increased to 47 percent of the total by 2010 – 36 percent increase. In contrast, the white population decreased from 68 percent to 53 percent of the total. The most recent census estimates (2013), establishes the number of whites at 47 percent, the number of African-Americans at 51 percent and other races at two percent. The non-white population has now become the majority in Gaffney, at 53 percent of the total.

Apparently, African-Americans are staying in place and whites are gradually moving out. During the last decade alone, between 2000 and



2010, the city lost 721 white residents, a 10 percent decline, but only 57 African-Americans.

The shift from a majority white to predominately African-American or non-white population has been underway since 1970.

From a general planning perspective these changes should have little impact on the built environment.

However, governmental and social institutions likely will change to better reflect a more balanced and enlarging African-American and non-white presence.

Age Composition

Two noteworthy trends are taking place in the various population age groups. One, the number of adolescents (under the age of 18) is declining. Two, the number of elderly persons (65 and older) is increasing. From 35

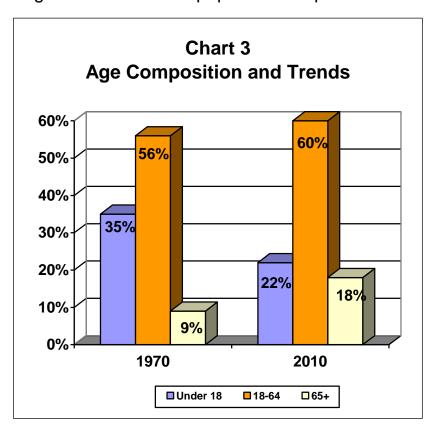
Table 3 Age Composition and Trends City of Gaffney						
	197	7 0	201	0	Cha	nge
	No.	%	No.	%	N0.	%
Under 18	4,605	35	2,776	22	-1829	-40
18-64	7,314	56	7,479	60	165	02
65+	1,212	09	2,159	18	947	78
Median Age	Median Age 26.6 38.6 12 45					
Gaffney						
Median Age	24.8		37.9		13	53
South Carolina						
Source. U S Dept Comn	Source. U S Dept Commerce, General Population Characteristics, Selected Years.					

percent of Gaffney's population in 1970, the under 18 age group decreased to just 22 percent of the total by 2010. Conversely, the elderly population substantially increased during this period, while the more productive and procreative age group, between 18 and 64 remained relatively stable, recording a slight increase.

The decline in the less than 18 age group may be attributed in large part to changes in child-bearing patterns. In 1957 the number of births per woman was 3.7. It fell to 1.8 by the mid-1970s, and with minor fluctuations has hovered around two per woman over the last 20 years, according to the U.S Census. This rate is slightly below the long-term replacement level. If not reversed, the decline of the young surely will show up in future population counts for the city, if not off-set by annexation and/or inmigration. Also, the stagnation of population in the productive and procreative age group has a direct bearing on the loss of young people.

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

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



the population under age 65. Moreover, the older population is on threshold the of boom. According U.S. Census Bureau projections, substantial increase in the number of older people will occur during the 2010 to 2030 period, after the first Baby Boomers turn 65 in 2011. The older population 2030 is projected to be twice as large as in 2000, growing from 35 million to 72 million and representing

nearly 20 percent of the total U.S. population at that time. In the next 22 years, the State's elderly population will grow 200 percent faster than the State as a whole, according to Census predictions.

Nationally, the median age (which divides the population into two groups, half younger and half older) rose from 22.9 in 1900 to 35.3 in 2000 and is projected to increase to 39.0 by 2030. The oldest-old population (those 85 and older) comprised just over one percent of the total in 2000, but is projected to grow rapidly after 2030, when the Baby Boomers begin to move into this age group.

There is every reason to believe Gaffney's elderly population will mirror or exceed national trends and projections, based on trends from 1970 to 2010, which saw an increase in the median age of 45 percent, raising the median age from 26.6 years to 38.6 years, an increase of 12 years.

Contrary to the notion that most elderly retired people migrate to places like Florida and the coast, 85 percent of elder Americans prefer to stay in their homes and never move, according to a survey by AARP. **Aging in place** is a trend that is here to stay says AARP. Only 13 percent of older people wish to move and the reason generally is to be closer to family as opposed to preference for a resort retirement community.

With most older people electing to age in place, Gaffney may expect its older population to stay home as well, which apparently has been the case. But staying home does not mean business as usual.

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

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

Environmental Issues

- Transportation Make getting places easier. Focus on alternatives to private vehicular transportation, i.e. sidewalks, bikeways, and public transit. Require installation of easy to read directional signs, ramps and hand rails in all public buildings.
- Social Increase the variety, accessibility and attractiveness of places where people meet, whether by accident or appointment, including passive parks.
- Safety Focus on different ways to increase safety and crime prevention.

Housing Issues

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

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

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

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

Gender Composition

Females generally outnumber males. In 2010, the female population in South Carolina accounted for 51.3 percent of the total. The City of Gaffney by comparison had an even higher ratio of females, 54.0 percent.

Nationally, the sexes are about evenly distributed in the pre-teen and teenage years, but with age the ratio generally becomes imbalanced on the female side. While the process is gradual, females at age 65 and over are in a definite majority position. And this pattern is prevalent in the City, where females comprise 67 percent of the 65 and older group.

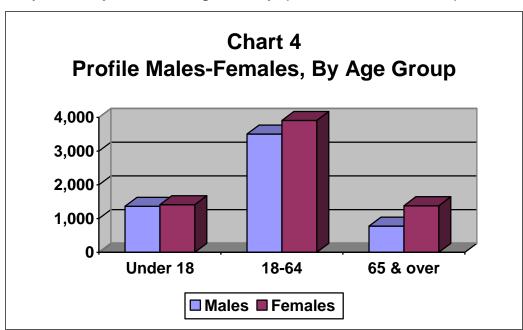
Table 4 Age Profile, by Sex, 2010				
Males Females				
	No. % No. %			
Under 18	1,364	23.9	1,412	21.0
18 – 64	3,570	62.5	3,909	58.0
65 & over	777	13.6	1,382	21.0
Total Population	5,711	100	6,703	100

The gender imbalance in the over 65 age group creates more one-person households, the vast majority of which are female occupied. Of the 2,159 persons over sixty-five, 1,382 are

females, compared with only 777 males.

This trend has a direct bearing on housing preference. More people, particularly elderly, of any one sex generally produce more one-person

households, favoring smaller units and/or aggregate housing facilities. There are also social ramifications with gender imbalance involving life style changes for many.



SOCIAL CHARACTERISTICS

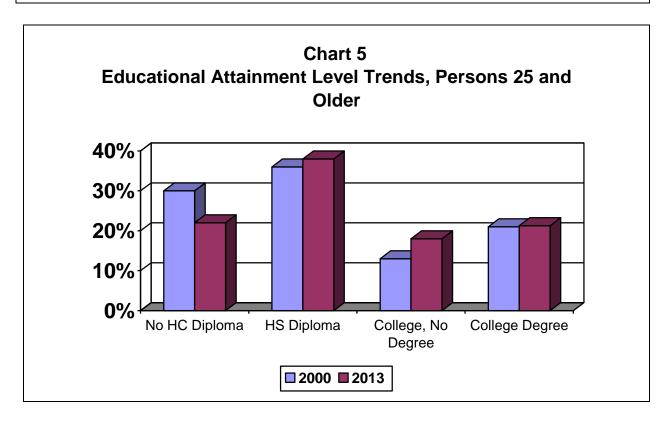
Suffice to say, there exists a positive correlation between land use and the quality of housing, income and education. Higher educated people generally command higher incomes and subsequently reside in higher quality homes and neighborhoods. And these neighborhoods generally reflect positively on the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

Education

Educational attainment levels in Gaffney have improved over time. More recently, between 2000 and 2013 the number of persons 25 and older with a high school diploma increased from 36 to 38 percent. There was also an

Table 5 City of Gaffney Educational Attainment Trends, 2000-2013 Adult Population 25 and older					
	2000 2013				
	Number	Percent	Number	Percent	
No High School Diploma	2,546	30	1, 875	22.1	
High School Diploma	High School Diploma 3,088 36 3,232 38.1				
College, no Degree 1,137 13 1,569 18.5				18.5	
College Degree(s) 1,774 21 1,807 21.3					
Total	5,545	100	8,483	100	

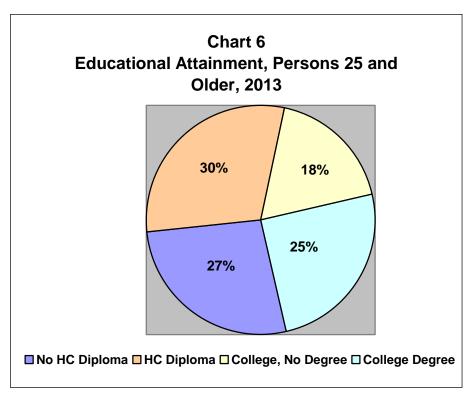
Source. American Fact Finder, Census 2000; Census Estimates 2013.



increase in the number of persons who have attended college, but not graduated, and a small increase in the number who have received one or more college or professional degrees. This was accompanied by a decided decline in the number of persons who have failed to graduate from high school.

Improvements aside, over one in four persons 25 years and older still has less than a high school education. Too, just over one in three has no more than a high school education. And in today's competitive market, higher education is a premium. As a consequence, nearly 60 percent of the city's eligible work force, 25 and older, is educationally disadvantaged.

The impact of education, high or level low attainment. may be readily observed from prevailing environmental conditions. Higher educated persons generally live in quality housing and environments. Lower inadequately educated persons generally are confined to less



than ideal or substandard living environments.

Such is the case in Gaffney, where the quality of housing and living conditions change from neighborhood to neighborhood, based largely on the educational attainment level of its inhabitants. As one's educational attainment level improves, upward economic mobility is enhanced. And that generally results in quality development and environmental conditions.

To help improve the local educational level and retain an educated workforce, the County created in 2011 the KNOW(2) program, which

makes financial assistance available for continuing education to all county residents with a High School Diploma or G.E.D. The mission of the program is to "change the mindset of Cherokee County citizens regarding education and its role in improved economic development and enhanced quality of life. Financial assistance is available in pursuit of the following areas of study:

- 1. Automated Manufacturing Technologies/Robotics
- 2. Automotive/Manufacturing Production Technologies
- 3. Electronics and Engineering Technologies
- 4. Heating, Ventilation and Air Conditioning
- 5. Industrial Electricity, Electronics, Re[pair
- 6. Machine Tool Technology
- 7. Mechanical/Mechatronics
- 8. Nuclear Power/Radiation
- 9. Welding

Income

As indicated previously, higher education generally equates to higher income, and higher income to a higher standard of living.

In South Carolina, as elsewhere, higher education generates increased earnings with each level of attainment, as illustrated in Table 6. Persons with a high school diploma earn on average 33 percent more than those who do not finish high school. Going to college will increase average incomes by 22 percent over those who do not attend. And each step above some college also will result in higher incomes, on average.

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

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

Education also lengthens life and enhances health. Less-educated adults have higher death rates for all major causes of death, including chronic diseases, infectious diseases and injuries. Education also governs smoking habits. The least educated are more than twice as likely to smoke as people with more education.

The correlation between education and income is such that one tends to

mirror the other.
Lower income
areas, produced
principally by
lower
educational
attainment, take
on a physical
form of poor or
substandard
housing and
neighborhood

TABLE 6 MEDIAN ANNUAL EARNINGS IN SOUTH CAROLINA BY EDUCATIONAL ATTAINMENT				
Education Attainment Level	% Increase By Education Level			
< High School Graduate				
High School Graduate	33			
Some College/Associates Degree	22			
Bachelor's Degree	39			
Graduate or professional Degree 25				
Source: U. S. Census, 2005 American Community	/ Survey.			

conditions. By contrast, higher educational attainment, producing higher incomes, is manifested in the form of quality housing and environs in most areas of the community.

Average annual income for households, families and individuals in Gaffney generally fall below statewide averages. Mean or average household

income, measured for each occupied housing unit, is 73 percent of the state average. Individual or per capita income is 77 percent of the State average and mean family income is 79 percent of the State average.

TABLE 7 INCOME COMPARISONS, 2013					
	Gaffney	South Carolina	% State		
Mean Household	\$43,952	\$60,601	.73		
Median Household	\$28,598	\$44.779	.64		
Mean Family	\$56,220	\$70,910	.79		
Median Family	\$43,226	\$55,058	.78		
Per Capita \$18,549 \$23,943 .77					
Source. U.S. Census, A	American Fact Find	der <u>,</u> S1901, 20	10		

Nearly one in three families and nearly one-half of all households had incomes in 2013 under \$25,000 a year, meaning substandard living conditions and poverty are a reality for many in the community. The number of households was even higher, at almost 50 percent.

TABLE 8 CITY OF GAFFNEY HOUSEHOLD AND FAMILY INCOME, 2013					
Annual	Number	Percent	Number	Percent	
Income	Households	Households	Families	Families	
< \$25,000	2,239	46	866	31	
\$25,000 -	1,198	25	680	25	
49,999					
\$50,000-	974	20	807	30	
99,999					
\$100,000	434	09	370	14	
plus					
Source II S	Census Burea	au American Fa	ctfinder S19	<u> </u>	

Approximately one in five persons and one in three of all African-Americans reside in below poverty conditions. Even more disturbing is that nearly one-half of all children (48.7 percent) reside in poverty-like conditions.

elderly with social security, disability, medicare and medicade assistance are not as encumbered by poverty, with only 11.7 percent residing in poverty conditions. Whites also are less burdened by poverty.

Discounting that cost of living expenses are generally lower in small communities such as Gaffney, the fact remains that low incomes for many families, households and individuals have negatively impacted the housing stock and living conditions for an inordinate segment of the population.

Even some of those families and households earning between \$25,000 and

\$49,999 a year likely fall into the category needing assistance. depending on household or family size.

While incomes have improved over time, due in part to improved educational attainment, they have not produced the

Table 9 City of Gaffney, Poverty Income Status, 2013				
Incomes Below Poverty Level	Number	Percent		
All Persons	3,136	26.6		
Persons Under Age 18	1,194	48.7		
Persons 65 and older	249	11.7		
African- Americans	2,192	36.8		
White 763 14.3				
Source. US Census Estimates,	2013			

desired results or kept pace with attainment levels across the State, and consequently much of the community's population remains burdened by low-income and poverty.

CONCLUSIONS

From the preceding, it may be concluded:

- (1) That the City has lost population for the past three decades, but estimates by the US Census Bureau for 2013 show an encouraging reverse of course,
- (2) That the largest loss in population during the past three decades has been whites,
- (3) That the minority African-American and non-white population are now the majority,
- (4) That the city's elderly population has nearly doubled over the last 30 years, further altering the composition of the population now dominated by minorities and older residents,
- (5) That the female population continues to out-number the male population as the two groups grow older, contributing to more one-person households, particularly in the elderly,
- (6) That educational attainment levels have improved substantially over time, but still lag behind the State, and
- (7) That poverty is a major concern for many individuals, households and families in Gaffney, especially children and African Americans, affecting over one-quarter of all persons, nearly one-half of all children, and over one third of all African Americans.

POPULATION GOALS (PG) AND ACTIONS

PG-1: Grow the Population Through Annexation

The future demographic and geographic size of the city will depend on economic development, in-fill and annexation. Given that annexation is not an easy proposition in South Carolina, the City is nonetheless challenged to annex in order to keep pace with or ahead of the spiraling cost of governmental administration and services, as property taxes and state shared revenues, based on population, are two of the City's primary revenue sources.

Action: Develop a more formal "Annexation Plan and Strategy". The city has much to offer outside residents and property owners, but the benefits of annexation are often obscured and distorted by preconceived notions and misinformation. Positive responses to these issues are critical to a successful annexation program, as annexation is contingent largely on outside initiative and support for joining the city.

There may be several reasons for this. Outside residents and property owners may be prejudiced against living in the city. They may fear higher taxes, be misinformed about costs and benefits of annexation, feel there is little or no need to live in the city, or they may simply be indifferent toward annexation. The initiative and incentive to join the city may be missing, or, more likely, for many outside property owners, currently receiving most essential municipal services, there is no pressing need to annex.

Whatever the reasons not to annex, established built-up areas, as well as most developing areas, outside Gaffney have elected not to do so.

These impediments to annexation must be addressed and resolved if the city intends to annex outside neighborhoods and properties which by virtue of association and geography are logically a part of the Gaffney community. This means that the city must take the initiative to address the issues and implement a stepped-up program of annexation. Toward this end, the following strategy is recommended.

(1) Establish Staff Responsibility

Most communities that have been successful with annexation have taken the initiative by assigning staff to deal with it on a daily basis. Something as elementary as putting together an annexation petition and drive requires staff assistance for optimum results. In addition to spearheading petition drives, staff personnel needs to be available to answer questions about annexation, meet with property owners, explain the cost and benefits, strategize for geographic and racial balance, and above all move the process forward. If the city sits back and waits for annexation to happen it will stagnate.

Assigning staff responsibility in Gaffney may mean hiring an additional employee with the express responsibility for making annexation happen. Such a person should be skilled in working with people, become knowledgeable in all aspects of annexation, and serve as the catalyst to annexation.

(2) Start A Marketing Program

It is important to market the benefits and advantages of living in the city. As part of the program, prepare for public consumption and distribution fact sheets or brochures highlighting the benefits of living in the city and contrast the difference in costs of living in and out of the city. This will help dispel misinformation and disarm those who might be opposed to annexation for all the wrong reasons. True, having the facts may not win them over, but there are a lot of people living in the unincorporated fringe area who would like to be in the city. And this information will help solicit and enlist their support, which is essential.

(3) Explore the possibility of purchasing large undeveloped parcels contiguous to the city, annexing them, then putting them back on the market for sale and development.

This could be accomplished through the establishment of a Trust or directed by City Council.

(4) Explore the possibility of establishing with the assistance of the Gaffney Board of Public Works (GPBW) a requirement to annex in exchange for the extension of water and sewer service to proposed developments outside but contiguous to the city limits;

Or, failing that,

Adopt a standing policy to reimburse developers the cost of water and sewer tap fees in exchange for an agreement to annex

properties proposed for development outside but contiguous to the city limits.

PG-2: Grow the population by amending the Zoning Ordinance to meet the growing demand and need for higher density development.

The housing market has changed since the city first adopted its Zoning Ordinance. The arbitrary limits of eight and 16 units per acre in the city's two multi-family zones should be reexamined and increased to accommodate higher density development and meet changing market demands. The zoning ordinance should not be a deterrent to development.

PG-3: Grow the population through job development.

Action: Accelerate economic development activity to expand job opportunities within the community. (Refer to Section Three, Economic Element of the Comprehensive Plan)

PG-4: Grow the population through quality of life enhancements and resident recruitment.

Studies have shown that, in addition to jobs, quality of life issues loom large in the decision making process of prospective new residents, e.g. good schools, good and affordable housing, safe neighborhoods, green communities, cultural and recreational opportunities, etc. These and other quality of life issues are assessed in various parts of this Plan. Their enhancement and promotion are essential to the growth of the community.

Action: Move comprehensively to address and enhance quality of life issues, as recommended throughout this Plan.

Action: Develop a resident recruitment program, targeting younger families, college graduates and business entrepreneurs.

Action: Expand the City's Web site to include a strong resident recruitment element profiling the advantages of living in Gaffney and quality of life inducements.

PG-5: Create an Age Sensitive environment - Meet and Accommodate Changes in Age and Gender Composition.

The focus here is on developing more facilities and programs, and providing more housing alternatives and opportunities for an aging population.

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

Action: Provide a diversity of housing alternatives. This should include apartments, small and large single-family residences, courtyard homes accessory apartments and condominiums, all available at a range of costs. Ideally, diversity should be found throughout the City, and in most neighborhoods. The ready availability of affordable housing alternatives in one's own neighborhood will enable older people to make adjustments without leaving their community and foregoing all the relationships they have established over time. This will require working closely with developers and housing providers, providing information and assistance by city staff.

Action: Provide pedestrian and/or public transportation linkages. The environment within which a person operates needs to be viewed as a series of links from one place to another. If this environment is only partially accessible, then it is essentially inaccessible to someone who is age impaired. In the absence of adequate sidewalks, a resident in a well designed assisted care housing project or neighborhood may be unable to reach a nearby park or other social or commercial outlet without a car. The ability of older people to maintain their independence is dependent on linkages.

Action: Adapt the environment to meet changing needs of the elderly. Universal design is a significant innovation within the housing sector; the same approach should be applied to the community at large in building design, site planning, and land usage. A long-term perspective should take into account the reuse and adaptability of schools to serve the needs of the elderly as senior centers, or senior housing and converted back as necessary. Also, parks should be redesigned to emphasize passive recreation opportunities, more attuned to the needs of the elderly.

PG-6: Raise the Educational Attainment Level of all Adults to or above that of a High School Diploma.

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

Toward this end, the community should:

Action: Promote the use of the KNOW(2) program which is to (1) know that in the world today, being highly educated is essential for economic success and a high quality of life, and (2) know that being highly educated is possible for you, your family and community.

Action: Initiate a campaign to emphasize the importance of education and parental involvement in the process, and

Action: Encourage adult education and the use of the community's educational resources.

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

Action: Assist the School District by providing volunteer municipal speakers, readers and programs.

PG-7: Create a "Diversity Sensitive Community."

With changing demographics, the community should be ever mindful and respectful of racial and ethnic differences.

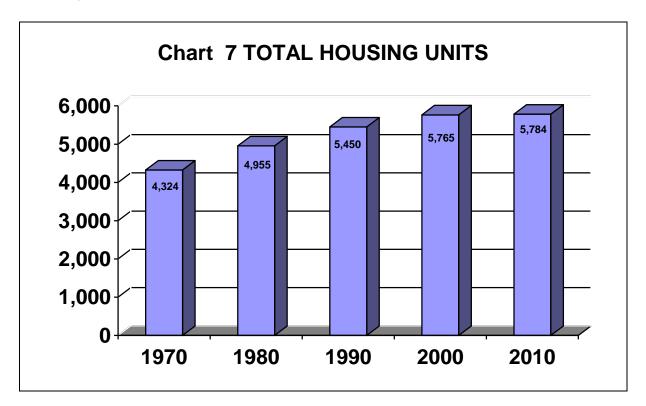
Action: Monitor all community activities, official policies, and practices regarding racial and ethnic issues to ensure "fair play" and sensitivity to the needs and rights of a diverse population.

PART 2 HOUSING ELEMENT

Housing is one of the principal elements of a Comprehensive Plan. It is a measure of lifestyle, and a major indicator of land use and environmental conditions. The city's housing stock is its habitat. It is therefore essential to monitor and fully dimension housing conditions and trends as part of a continuing planning process.

HOUSING TRENDS AND COMPOSITION

The city's housing stock increased by 34 percent from 1970 to 2010, adding 1,460 units. This is an annual average increase of about 36 units per year. More recently, from 2000 to 2010, annual average increase declined to less than two units per year. The single largest reason for this decline was the 2008 housing bust, which essentially stopped most new housing construction.

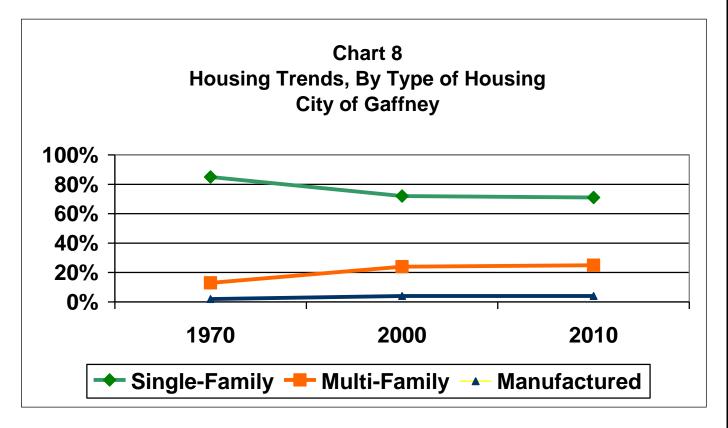


Change in the city's housing stock has been in more affordable housing alternatives – multi-family and manufactured housing, both of which increased substantially over the past 40 years. Single-family homes by

contrast, while increasing in number, declined as a percentage of the city's housing stock from 85 to 71 percent.

Table 10							
Trends In Housing Types							
	197	7 0	1990		20	10	% Change
	No.	%	No.	%	No.	%	1970-2010
Single-Family	3,664	85	3,939	72	4,106	71	12
Multi-Family	598	13	1,305	24	1,446	25	142
Manufactured	62	02	206	04	232	04	274
Total	4,324	100	5,450	100	5,784	100	34

Source: U.S. Department of Commerce, Bureau of Census, Census of Housing, American Fact Finder, Selected Years.

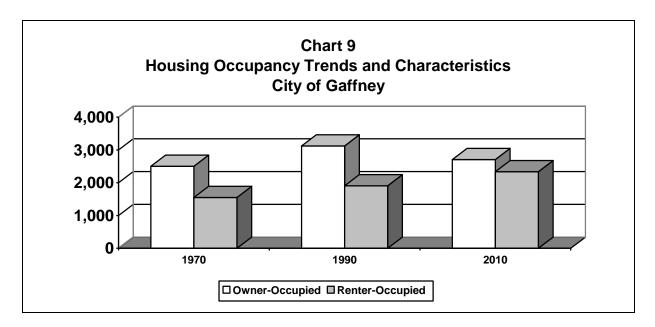


Over the last 10 years, between 2004 and 2014, the City of Gaffney issued 28 permits for new multi-family units (18) and mobile homes (10), but only 25 for new single family homes. During this same period, the City issued 14 demolition permits, resulting in an annual average increase of four units per year.

What is happening in Gaffney is trending nationally. Multi-family housing has increased disproportionally to single-family housing in most communities, due primarily to lower cost and more flexible life style. The same is true to some extent with manufactured homes. Their numbers have increased at a higher rate, but they still constitute a relatively small part of the local housing stock, and their share of the market appears to be stagnant, at four percent of the total.

OCCUPANCY CHARACTERISTICS

In 2010, rental occupied housing reached an all time high in Gaffney, accounting for 40 percent of all occupied housing. Owner occupied housing, as a percent of total housing, dropped to its lowest level in the last 40 years, 47 percent. This represents a decline from 57 percent of all housing in 1990, which was down slightly from the rate of ownership in 1970. This downward trend in home ownership, while disturbing, is reflective of a statewide trend, which saw home ownership drop from 72 in 2000 69 percent of all housing 2010. percent to



The bulk of the change may be traced to housing vacancies, which increased from six percent to 13 percent, between 1970 and 2010. The majority of the increase appears to have come from previously owner-occupied units. The significance of the decline in home ownership is the inevitable loss in community vesting, which generally translates into neighborhood stability, upkeep and pride.

This situation may be partially explained by the fact that cities traditionally provide a greater share of rental housing than do unincorporated areas. However, the state of the local economy is more likely to blame for this unprecedented change in occupancy patterns.

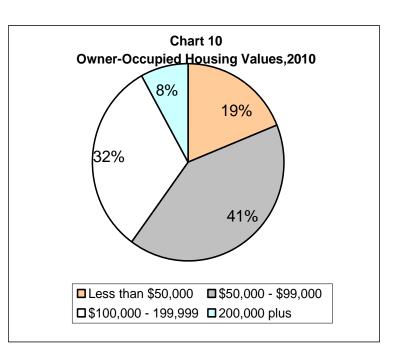
Table 11 Housing Occupancy Characteristics, 1970-2010 City of Gaffney								
	1970	1990	2010	Change 1970-2010 No. %				
TOTAL HOUSING UNITS	4,324	5,450	5,784	1,460	34			
Owner-occupied units	2,503	3,124	2,707	204	80			
Percent	58	57	47					
Renter-occupied units	1,552	1,906	2,337	785	51			
Percent	36	35	40					
Vacant units	269	420	740	471	175			
Percent	06	08	13					
Percent 06 08 13 Source: U.S. Bureau of Census, General Housing Characteristics, American Fact finde								

Source: U.S. Bureau of Census, <u>General Housing Characteristics</u>, American Fact finder Selected years.

With an improved economy, home ownership should make a comeback, as it is still part of the American dream to "own your own home", and in the past it represented a sound monetary investment. It will again.

FINANCIAL CHARACTERISTICS

The financial characteristics of owner-occupied housing indicate a majority of the homes in Gaffney are low moderate value. to Nineteen percent of all housing was valued at less \$50,000 than in 2010. compared with only 14 percent statewide. Conversely, only 40 percent of all housing was valued at or above \$100,000,



compared with 66 percent statewide.

These characteristics tell us a lot about living conditions in the City, which appear to reflect a more modest lifestyle for the majority of home owners, irrespective of relative differences in housing and land costs statewide.

STRUCTURAL CHARACTERISTICS

Census estimates for 2013 identified 33 occupied dwellings lacking complete plumbing facilities, and 74 without complete kitchen facilities. That is not good by today's standards.

Unfortunately, that is not a complete count of substandard housing units in the city. Many more homes need repair, rehabilitation or demolition. From a windshield survey of the city, it is obvious that several areas and neighborhoods have structurally deficient and substandard housing. But In the absence of individual housing inspections, it is not possible to assess with any degree of accuracy the extent and condition of the City's housing stock. The U.S Census does not evaluate or statistically record the presence or extent of substandard structures. However, there are some indices, including housing values previously addressed.

To help assess the condition of housing in the city, we turned to a HUD publication entitled: <u>Barriers to the Rehabilitation of Affordable Housing.</u> <u>Volume I</u>. This publication investigates and estimates the extent of substandard housing conditions nationally. The publication profiles and estimates the need for rehabilitation intervention by race and income status of occupants, tenure, and age of housing, among other characteristics.

By applying the findings of this study to the City of Gaffney, using 2013 Census data, we are able to estimate the number of substandard housing units in the city, the severity of housing conditions and the need for rehabilitation, i.e. Minor, Moderate, or Major.

One of the key indicators used for determining housing conditions is "age of housing". Older homes are more likely to pose fire hazards, have dangerous code violations, have lead paint, or be structurally deficient in some way.

Table 12 Estimated Rehabilitation Need, Occupied Housing, By Property Profile, 2013								
Property Profile	Minor Rehab.		Moderate Rehab.		Major Rehab.		Total Rehab.	
	%	No.	%	No.	%	No.	%	No.
Tenure								
Renter Occupied	30.4	690	12.3	198	5.6	127	44.6	1,015
Owner Occupied	30.6	787	8.7	223	4.3	110	43.6	1,120
Race								
White Occupied	30.5	838	8.7	239	4.1	113	43.3	1190
Black & Other	30.0	689	19.1	439	7.9	181	57.0	1,309
Age of Unit								
1980-2010	29.0	399	5.4	120	2.6	56	41.8	575
1970-1979	30.6	381	7.6	95	3.9	48	42.0	524
1940-1969	30.4	675	10.8	240	5.0	111	46.2	1,026
Before 1940	32.0	247	14.8	114	7.3	33	51.1	394
Total Housing Units	30.0	1,454	9.0	436	4.4	213	41.5	2,103

Source: HUD, Barriers to The Rehabilitation Of Affordable Housing, Volume I, Exhibit 2.2, Gaffney Census estimates, 2013. Calculations by Vismor and Assoc.

Thirteen percent of Gaffney's housing stock, or 771 units were built prior to 1940. While this is not a condemnation of all older homes, it is an indicator of possible substandard conditions based on age. Where such housing exists, the potential for becoming substandard and the cost of maintenance generally are greater. From the Table 12, 51 percent or over one-half of these dwellings were determined to need some level of improvement.

Overall, an estimated 213 dwellings or 4.4 percent of all housing require major rehabilitation; 436 housing units or nine percent need moderate rehabilitation; and 1,454 units or about 30 percent can make do with only minor rehabilitation, based on age of housing (Table 12).

Somewhat greater need for rehabilitation or degree of substandard conditions exist in rental housing, as opposed to owner occupied housing, 44.6 percent compared to 43.6 percent. Substandard housing conditions

are among the highest for units occupied by African-Americans and other minorities than for units occupied by Whites.

Additionally, most existing housing and buildings in the community were constructed without regard to "green building design" — incorporating efficiency and conservation of energy and water in the design, construction and operation of buildings. As such, they too, may be considered substandard by today's standards. Green building design is intended to reduce environmental impact through energy-efficient materials, solar systems, and water conservation techniques, including storm water management techniques. With emphasis on green building design, the city is challenged to assist in retrofitting its housing stock and ensuring green building design in new homes and subdivisions.

In summary, housing conditions have improved over the last several Census surveys, based on plumbing and kitchen facility indicators, but there is still work to be done. The community has yet to meet the goal of the "National Affordable Housing Act of 1990", that every American family be able to afford a decent home in a suitable environment. And the city has yet to get on board with "greening" its housing supply.

HOUSING AFFORDABILITY AND ASSISTANCE NEEDS

The goal of the National Affordable Housing Act is that "every American family be <u>able to afford</u> a decent home in a suitable environment". But what constitutes affordability?

Affordability is perhaps the most important factor driving housing the market. The market must be in tune with the marketplace if it is to meet the demand for housing in

Table 13							
Housing Affordability Matrix							
Household Income	Affordable Purchase	Affordable Rental					
Range	Price Range	Range (Monthly)					
Less than \$10,000	Less than \$25,000	Less than \$167					
\$10,000-19,000	\$25,000-49,999	\$167-349					
20,000-29,999	50,000-74999	350-499					
30,000-39,999	75,000-99,999	500-649					
40,000-49,999	100,000-124,999	650-834					
50,000-59,999	125,000-149,999	835-1,164					
60,000-74,999	150,000-199,999	1,165-1,499					
75,000-99,999	200,000-249,999	1,500 or more					
100,000-124,999	250,000-299,999						
125,000	300,000						

Gaffney. This means matching housing costs with household incomes of existing and perspective householders.

As a general rule, affordability is calculated by lending institutions on the basis of the "two and a half" rule. That is, affordability is based generally on housing costs not exceeding two and a half times gross household income. Using this measure, Table 14 establishes housing cost and rental ranges for households based on income ranges, generally at two and a half to one.

The HUD formula or definition of affordability is similar to the above rule. "Affordable housing, defined in Section 6-29-1110 of the S. C. Code of Laws, as amended, means in the case of dwelling units for sale, housing in which mortgage amortization, taxes, insurance, and condominium or association fees, if any, constitute no more than twenty-eight percent of the annual household income for a household earning no more than eighty percent of the area median income, by household size, for the statistical area as published from time to time by the U. S. Department of Housing and Community Development (HUD) and, in the case of dwelling units for rent, housing for which the rent and utilities constitute no more than thirty percent of the annual household income for a household earning no more than eighty percent of the area median income, by household size for the metropolitan statistical area as published from time to time by HUD."

TABLE 14 HOUSING COST AS PERCENT OF INCOME CITY OF GAFFNEY, 2013							
Gross Rent/ Owner # Owner % Owner # Renter % Renter Households Households Households Households							
Less than 20%	534	47.3	446	22.0			
20 to 24.9%	259	22.9	217	10.7			
25 to 29.9%	9	0.8	336	16.6			
30 to 34.9%	47	04.2	290	14.3			
35% or more 289 24.8 735 36.9							
Source. U. S. Bureau of Census, American Fact Finder, Estimates, 2013.							

As with most rules, there are exceptions. Some householders pay more than the rule, while some pay less. But the vast majority generally falls in line with the affordability ranges shown on the Housing Affordability Matrix, Table 13.

Using the HUD formula for calculating housing affordability, 29 percent of householders of owner occupied dwellings in Gaffney pay in excess of 30 percent of household income for housing, and over one-half of all renters pay in excess of 30 percent. However, not all of these households pay in excess of what they can afford. Still the cost of housing is a major burden for far too many households in Gaffney.

HOUSEHOLD CHARACTERISTICS

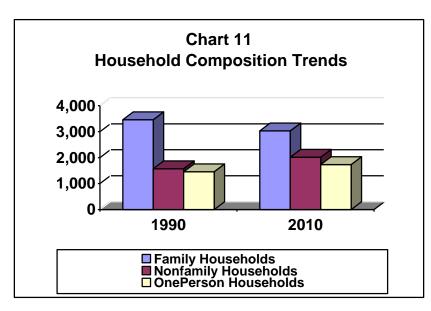
Nationally over the last several decades the number of households increased at a higher rate than the population. The reason for this has been a sustained reduction in household size.

The average household size in Gaffney in 1970 was 3.17 persons. By 2010 it had dropped to 2.34 persons per household. This represents almost one less person per household.

Table 15 Household Characteristics City of Gaffney								
	2010	Change 1990-2010						
	1970	1990	2010	No.	%			
Number of Households	4,055	5,030	5,044	14	.002			
Family Households	3,369	3,459	3,028	-431	125			
Non-Family Households	686	1,571	2,016	445	.28			
Persons Per Household	3.17	2.56	2.34	22	09			
One Person Households NA 1,454 1,734					.193			
Source: Ibid. Census Bureau; American Fact Finder								

The trend toward smaller households has helped the housing industry. Smaller households equate to the need for more housing, and expansion of the local housing inventory. More households require more housing, which is the case in Gaffney. While the population declined over the last two decades the number of households and number of housing units actually increased.

Households are projected by the U. S. Bureau of Census to get even smaller in the future. Using national trend lines as a measure of what to expect in Gaffney, the future household size is projected to further drop to 2.06 persons per household by the year 2030.



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

A household can contain only one family.

In the City of Gaffney, 60 percent or 3,028 households consist of families. The other 40 percent (2,016) fall into the non-family category. Of this number, 1,734 or 86 percent constitute one-person households. In fact one-person households make up 34 percent of all households in the City of Gaffney. Of the number of one person households, the elderly (65 and older) make up 43 percent.

With over one-third of all households consisting of one person, and nearly one-half made up of elderly, it marks a dramatic shift in housing composition over time. And this shift surely will impact the size and structural composition of future housing.

HOUSING PROJECTIONS

What does the housing industry hold in store for the city? It depends. Based on population forecast (Table 2), current state of the housing market, housing trends over the past 10 years, and further projected declines in the size of households, the future looks iffy. Even so, successful annexation, further reductions in the size of households, and moderate

population increases, following recent trends could net 5 to 10 new units a year.

CONCLUSIONS

Based on data compiled and presented in this report section we know:

- that the composition of housing is changing, with multi-family and manufactured housing accounting for a larger share of the city's housing stock;;
- (2) that the size of households is shrinking, giving rise to potential changes in the size of housing, and accelerating somewhat the need for additional housing;
- (3) that owner-occupancy is relatively low, and declining;
- (4) that housing values and conditions within the City generally are lower than statewide averages;
- (5) that non-family and one-person households have increased at the expense of family households; and
- (5) that the net annual increase in new housing is small, averaging four units a year.

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

HOUSING GOALS (HG) AND ACTIONS

HG-1: Protect and Maintain Existing Supply of Quality Housing and Residential Environs

Housing represents the single largest investment for most families. And protecting that investment from incompatible development through zoning is important to the general welfare and sustainability of residential areas.

Not all land use is complementary to or compatible with residential development. As a result, any infringement by uses adversely affecting

such development generally is met by resistance from affected home owners. Neighborhood protection is one of the principal goals of any planning and regulatory program. It is no less important in Gaffney.

Action: Adopt policy to deny rezoning property posing threat to sustainability of quality neighborhoods and residential environs.

Where quality residential areas are threatened by encroachment from "incompatible uses," a policy to prevent such encroachment should be adopted by the City. It is not enough that property be zoned residential. Zoning can break down over time and often does.

An adopted policy to guide the rezoning process in such matters will go a long way toward ensuring residential stability and sustainability, particularly if it is part of the City's Comprehensive Plan. It will have the added clout of the state planning enabling act, which mandates that "regulations shall be in accordance with the (comprehensive) land use plan." Any action to the contrary would require a reevaluation of the Plan itself, and its call for land use stability.

HG-2: Improve to Safe, Habitable Condition All Substandard housing and Residential Areas.

Combating substandard housing conditions and improving neighborhoods is an on-going process. An estimated 42 percent of all housing, 45 percent of all rental housing, and 57 percent of minority occupied housing are in need of structural repairs. Toward this end, the following action is recommended.

Action: Concentrate enforcement of the <u>International Existing Building Code</u>, and the <u>International Property Maintenance Code</u>.

By prioritizing, targeting and concentrating code enforcement in one area or neighborhood before going to another, results are more definable. Make improvements one neighborhood at a time rather than one building or home at a time, scattered around the community.

Action: Provide technical and financial assistance to homeowners and landlords to help upgrade substandard dwellings through use of the following programs.

USDA Single-Family Family Housing Loans and Grants

Single Family Housing Programs provide homeownership opportunities to low- and moderate-income rural Americans through several loan, grant, and loan guarantee programs. The programs also make funding available to individuals to finance vital improvements necessary to make their homes decent, safe, and sanitary.

Rural Housing Direct Loan

Section 502 loans are primarily used to help low-income individuals or households purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Repair and Rehabilitation Loan and Grant

The Very Low-Income Housing Repair program provides loans and grants to very low-income homeowners to repair, improve, or modernize their dwellings or to remove health and safety hazards. Rural Housing Repair and Rehabilitation Grants are funded directly by the Government. A grant is available to any dwelling owner/occupant who is 62 years of age or older. Funds may only be used for repairs or improvements to remove health and safety hazards, or to complete repairs to make the dwelling accessible for household members with disabilities.

HG-3: Increase the Supply of Buildable Sites. This may be accomplished by annexing undeveloped tracts with development potential into the city. Also, see Population Goal for growing the City's population.

HG-4: Increase Development of Infill Housing and Make More Infill Sites Available By Razing Dilapidated Structures.

Most vacant lots are located in fully facilitated neighborhoods, e.g. sidewalks, parks, street lighting, proximity to cultural resources, etc.. These sites are also in receipt of all City services and infrastructure, and are primed for development.

Additionally, most of Gaffney's seriously deteriorated and dilapidated dwellings are located in the same general areas, providing redevelopment and infill opportunities once they are removed. Currently, the City is issuing demolition permits for about 1.5 substandard dwellings a year, on average. This translates into a like number of additional infill sites per annum, which could be increased with stepped-up or more intensified inspections.

Action: Encourage in-fill development by covering the cost of water and sewer connection or tap fees on in-fill lots.

Action: Accelerate inspection and removal of dilapidated dwellings and structures to rid the city of unwanted blight and create more infill sites for new housing.

HG-5: "Green" the City's housing stock, by encouraging homeowners to retrofit their homes for energy efficiency, and promote in future housing, energy and conservation design techniques.

Action: Amend Land Development Ordinance to include conservation and green building design provisions.

Action: Provide assistance for installation of "green" techniques, by making property owners and developers aware of the following incentive programs.

Corporate Tax Credit

Biomass Energy Tax Credit

Solar Energy Tax Credit (Corporate)

Personal Tax Credit

Energy Efficient Manufactured Homes Incentive Tax Credit

Solar Energy Tax Credit (Personal)

Production Incentive

Biomass Energy Production Incentive

Palmetto Clean Energy (PaCE) Program

Sales Tax Exemption

Sales Tax Cap on Energy Efficient Manufactured Homes

Sales Tax Exemption for Hydrogen Fuel Cells

State Rebate Program

Residential Solar Initiative for Earth Craft Homes Rebate

HG-6: Increase Supply of Assisted Housing.

Prevailing household incomes and structural conditions of existing housing in parts of the city indicate the need for financial assistance to meet the goal of the National Affordable Housing Act of 1990, that "every American family be able to afford a decent home in a suitable environment."

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

Action: Adopt the following location Criteria for locating such housing in Gaffney.

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

Additionally, continued participation by the city in the various federal and state housing assistance programs is recommended as a means of increasing the supply of affordable housing.

PART 3 NATURAL RESOURCES ELEMENT

This element of the Comprehensive Plan consists of an inventory and assessment of the city's natural resources and consideration of their role in relation to future development and environmental sustainability. These resources make-up the city's DNA. The extent to which development is allowed to alter the DNA will determine the issue of environmental sustainability.

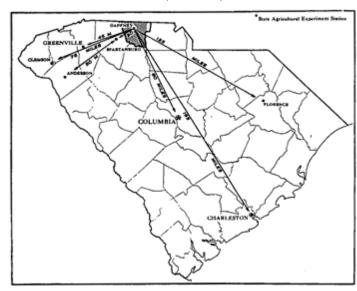
Not all local resources are at risk of alternation, ie. soils, geologic formations, and geography or location. But others, including climate, wetlands, floodways, forestation and water resources may be altered to the detriment of long term sustainability. Each impacts to some degree the development process and is directly responsible for existing land use patterns throughout the city. Some pose inherent obstacles to development, severely limiting potential because of engineering, safety or economic concerns. Others accommodate and complement development at minimal cost, both financially and environmentally.

Following is an inventory and assessment of the city's natural resources as they relate to future development and environmentally sustainability.

GEOGRAPHIC PRIOFILE

The City of Gaffney is located in the Piedmont Plateau of South Carolina, strategically situated on I-85. It is located 55 miles (89 km) from Charlotte,

North Carolina and 50 miles (80 km) from Greenville, South Carolina. It is served by the Charlotte, N.C. and Greenville, S.C major airports. It is also approximately 190 miles (310 km) northeast of Atlanta, Georgia. The other closest city is Spartanburg, S.C. which is 21 miles (34 km) south on I-85.



The city has a total area of 8.3 square miles of which 0.04 square miles is water.

CLIMATIC CONDITIONS

Climatic conditions are largely responsible for the physical, chemical and biological relationships of the soils, and their present state. They also have contributed to population and industrial movement from less hospitable temperatures in the northeast (Frost-belt region) to the more hospitable Sunbelt region, where they are more conducive to outdoor recreational and economic pursuits. And managing climate change, as well as reduction or dependency on fossil fuels, are among the foremost challenges to creating and maintaining sustainable environments.

The City of Gaffney, like the rest of South Carolina, has a temperate climate. This is typified by ample rainfall in all seasons, short and usually mild winters, and long, warm summers. The warmest month in summer averages about 79° F., and the coldest month in winter averages about 43°. Periods when the temperature is below the freezing point seldom exceed 4 or 5 clays, and there are only a few clays of freezing temperature each winter. Periods of 1 to 4 weeks when the temperature is below 40° do occur almost yearly. The ground seldom freezes to a depth of 4 or 5 inches.

The average rainfall is about 48 inches annually, and the average snowfall about 4.5 inches. Precipitation is about 25 percent less in fall than in other seasons. Moderately dry periods of 2 to 5 weeks often occur late in spring and early in summer and are common in fall.(1)

(1) US Dept Agriculture, SCS, Soil Survey for Cherokee County.

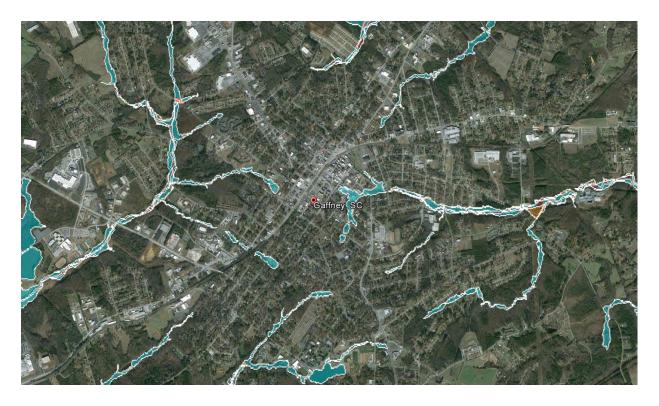
FLOOD PLAINS

Flood plains are relatively narrow in the city. They parallel all the city's creeks and waterways

That these areas remain undeveloped in order to function naturally to drain the city of flood water and minimize property damage and destruction is critical to environmental sustainability. To date, developers have for the most part avoided such areas, but the potential for encroachment and subsequent property damage and disaster have led to the promulgation of federal and local legislation regulating their use and development.

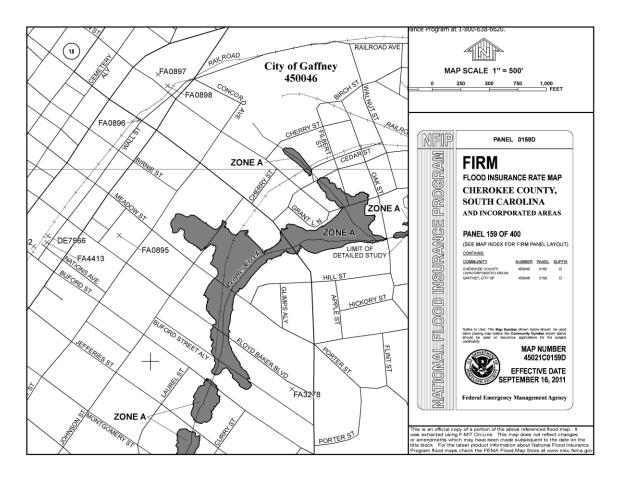
These areas remain essentially undeveloped, and likely will remain so in view of their location relative to urban development patterns and applicable governmental regulations.

Due to the inherent danger from flooding, the continued reservation of these areas is strongly recommended. Such a recommendation is reinforced in light of the utility of these areas in replenishing the supply of ground water and helping protect water quality, and their contribution as wildlife habitats and linear open space.



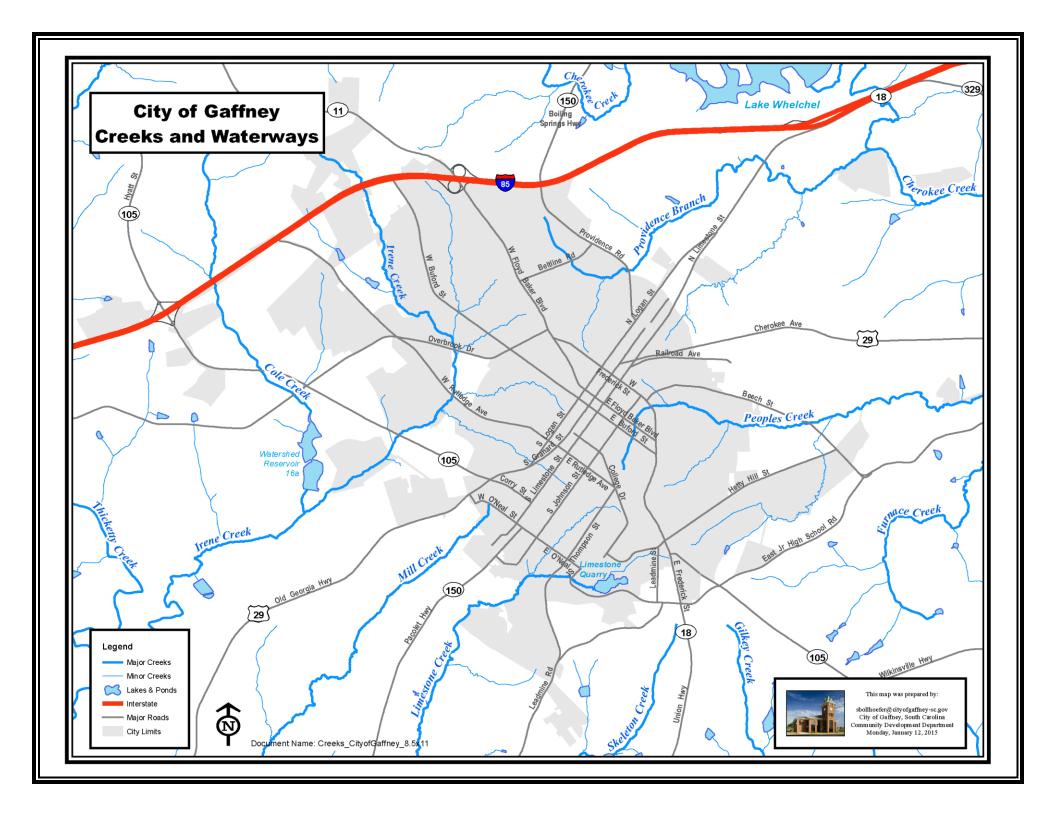
Additionally, the intent of these regulations, as stated in model FEMA Codes, is to "protect human life and health, minimize property damage, encourage appropriate construction practices, and minimize public and private losses due to flood conditions by requiring that uses vulnerable to floods, including facilities which serve such uses, be protected against flood damage at the time of initial construction. They are further intended to minimize damage to public facilities and utilities such as water and gas mains, electric, telephone, and sewer lines, streets and bridges located in the floodplain, and prolonged business interruptions; and to minimize

expenditure of public money for costly flood control projects and rescue and relief efforts associated with flooding".



To this end, the city should:

- (1) Expand its review of proposed development in flood plains to ensure that buildings are located on flood-free sites and that other structures do not encroach on the flood plain so as to increase potential flooding on nearby properties.
- (2) Develop a flood plain management program to include incentives and conservation agreements to preserve or limit the use of such areas to natural greenways, agricultural or outdoor recreation.



WETLANDS

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

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

Wetlands do not pose much of a problem or resource in Gaffney. They are few in number and small in size, found in isolated patches along Limestone, Peoples, Mill and Cole Creek. Their location in the city limits their potential use and need for a determination by the Corps.

SOILS

Soils and soil conditions have a significant affect on land use, often limiting its development. Tatum soils make up about 70 percent of the soils in the Gaffney area, Nason soils, 10 percent, and Manteo soils; 10 percent. The rest of the association is in Tirzah soils, Mixed alluvial land, and small areas of Orange, Cecil, Madison, Lloyd, and Wilkes soils.

The principal concern with these soils is large amounts of runoff, as they have a low filtration rate. Also, septic tank usage is a concern for these soils. Foundation and building limitations are present in steep slope areas of the city.

While soils in the city pose few serious constraints to development, ignoring land use suitability and limitations can cost not only money, but even lives when soils that cannot support roads or structures are used improperly. Improper land use can also damage the resource and reduce its value for more suitable uses.(1)

TREE CANOPY

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

Trees in the urban environment serve to protect and enhance property values, control erosion, moderate climate extremes, provide screens and buffers, promote traffic safety and contribute to community ambience and beautification. Gaffney's trees serve no less a purpose.

Promoting the planting of street trees, and regulating and monitoring the care and cutting of trees on public rights-of-way as well as private property are recommended as means of protecting and enhancing the environment. Areas, barren of tree cover, are not particularly suited to residential development, placing a premium on forested acreage and the retention of trees and an urban wildlife habitat.

Unfortunately, the City of Gaffney does very little to advance tree preservation and planting. Mature canopy trees are at risk every time a track or parcel is developed. There are no regulations prohibiting the felling or pruning of canopy trees, or promoting urban forestation, and the retention of urban wildlife habitats. Consequently, a more comprehensive approach to tree planting and protection is needed.

SOLAR ENERGY

The sun is a natural resource of untapped energy potential in the City of Gaffney. More solar energy falls on roof tops than is required to meet the U.S. demand for electricity. Over two-thirds of electricity demand is for buildings. A significant portion of that demand can be met using the sun if new buildings are designed and existing buildings are renovated to take advantage of access to solar energy. It is therefore essential to consider energy production and use as an integral part of building design for new construction and renovations.

CONCLUSIONS

A summary review of the city's natural resources reveals:

- (1) That climatic conditions contributed to the early development of the city and remain an asset to development in contrast to climatic conditions in the Frostbelt.
- (2) That the location and relative absence of wetlands has had little influence on development.
- (3) That flood plains exist along all major creeks in the city, warranting special consideration of proposed development impacting such areas in light of their contribution as drainage ways, wildlife habitats, open space qualities, and potential to accommodate flood waters.
- (4) That the city's soils pose few development constraints, but because of their slow percolation rate warrant special attention regarding runoff and drainage.
- (5) That one of the city's more valuable assets its canopy trees is at risk every time a track of parcel is proposed for development due to the absence of canopy tree regulations.
- (6) That the sun is an essentially untapped natural clean energy resource.

NATURAL RESOURCE GOALS (NR) AND ACTIONS

NRG-1: Conserve, responsibly utilize and integrate into an evolving environment the city's natural resources.

The keys to this goal are:

- Conservation for future generations to enjoy.
- **Responsible Utilization** by the present generation.
- Integration into an evolving environment for purposes of conservation and utilization.

Both regulatory and non-regulatory measures will be required to fully implement this goal, including:

Action: Create a natural resource information repository. Set up a GIS System to help property owners and developers identify site specific resources and development limitations, to include:

- Wetlands
- Soil conditions and limitations
- Flood plains
- Forest resources
- Rare and endangered plants and wildlife habitats
- Historical and cultural resources
- Slope

Action: Prepare and distribute educational and information material relating to the need for and value of incorporating site present natural resources into proposed projects and developments.

Natural resources sell. The public appreciates natural areas. And developers taking advantage of available resources, through conservation and integration into their projects, stand to benefit monetarily. Such things as preserving, and integrating into development projects mature trees, natural visual amenities, water resources, endangered floral species, historical cemeteries and grounds and other unique natural features where present, greatly enhance project ambience, acceptance and sales potential.

Action: Review the city's Land Development Regulations in an effort to promote resource conservation and integration of natural resource areas and amenities into new subdivisions.

The city's land development regulations are rigid in terms of development requirements. They provide insufficient flexibility, and no compensating incentives for development which is sensitive to resource conservation.

Action: Establish a review procedure at the planning stage to mitigate conservation efforts where natural and historical resources are involved or threatened.

Action: Pursue the use of conservation easements as a means of perpetual protection for certain unique and/or natural resources, including riparian buffer zones.

Action: Investigate the use of financial incentives for developers and land owners who contribute to resource conservation.

Action: Amend building codes and Land Development regulations to incorporate solar building design techniques.

Action: Amend the city's Zoning and Land Development ordinances to include tree protection regulations, preserving and protecting large canopy trees and preventing clear cutting of undeveloped lots and parcels.

NRG-2: Reduce Storm Water Runoff

Inasmuch as environmental sustainability is contingent on controlling storm water runoff, it behooves the city to take all necessary measures to ensure that the development of land proceeds in a manner consistent with Best Management Practices (BMPs), and permitting requirements designed to control runoff.

Action: Encourage residents in medium to high density areas to use rain gardens on their property to help reduce runoff.

Action: Amend the city's Zoning Ordinance to include pervious surface requirements for large off street parking lots to enhance on lot rain water absorption and prevent storm water sheeting over the lot.

NRG-3: Capitalize on the city's natural resources.

Gaffney's strategic position on I-85 between Charlotte and Greenville-Spartanburg make it an attractive place in which to live, work and visit. But not everyone knows that. The city needs to do a better job of promoting and marketing its unique attributes. Emphasize in promotional materials the natural aspects of the city as a means of capitalizing on its potential and enhancing growth and development opportunities.

Action: Technology has made it easy and inexpensive to market any and everything. The city should maintain and continuously enhance its internet presence, upgrading and infusing information on natural and environmental assets.

NRG-4: Maintain Proper Functioning Flood Plains

This may be accompanied by prudent enforcement of the city's Flood Hazard Ordinance, and careful review and mitigation of all projects impacting wetlands and floodways.

Action: Prevent the fill and development of wetlands and floodplain areas where possible.

Action: Disallow development and impervious surfaces within 50 feet of creeks, and wetlands.

Action: Amend the Zoning Ordinance to require riparian buffer setbacks to protect all creeks and wetlands.

PART 4 CULTURAL RESOURCES ELEMENT

This element of the Comprehensive Plan focuses on cultural resources, which abound within and in proximity to the City of Gaffney. But what constitutes cultural resources and why are they considered an integral part of the Comprehensive planning process?

Webster's Dictionary defines culture as "the act of developing the intellectual and moral facilities esp. education; acquaintance with and taste in fine arts, humanities and aspects of science; the customary beliefs, social forms, and material traits of a racial, religious or social group." In sum, this element is all about the local social order, and why it is what it is. And it starts with the history of the area.

HISTORY

The history of the City of Gaffney began with a move by Michael A. Gaffney from Granard, County Longford, Ireland, in 1797, arriving in New York and moving to Charleston, South Carolina a few years later. Gaffney again moved in 1804 to the South Carolina Upcountry (The Upstate) and established a tavern and lodging house at what became known as "Gaffney's Cross Roads." The location was perfect for growth because of the two major roads which met here, one from the mountains of North Carolina to Charleston and the other from Charlotte into Georgia. Michael Gaffney died here on September 6, 1854.

In 1872, the area became known as "Gaffney City." Gaffney became the county seat of Cherokee County which was formed out of parts of York, Union, and Spartanburg Counties in 1897.

The National Park Service has designated three areas worthy of preservation in the community. Each of these districts is located on the National Register of Historic Places.

<u>Limestone Springs Historic District</u> – Properties in this district reflect the history of the city during the 19th and early 20th Century, when Gaffney was a popular resort center for lime production and women's education.

<u>Central Historic District</u> – This district is bounded by Wall Street, Birnie Street, Limestone Street and Frederick Street. Built between 1900 and 1930, the buildings in this district reflect turn of the century architecture, including Romanesque Revival, Art Deco, Neo-Classical, and Renaissance Revival. It contains 41 known historical commercial buildings.

<u>Historic Residential District</u> – This district is bounded by Limestone, Petty, and Johnson Streets and Rutledge Avenue. The district contains over 100 historical residential structures. Most homes are located on large lots, fronting on tree-lined streets. Houses are built of frame or brick veneer reflecting formal architectural styles prominent at the turn of the century.

A few of the more significant structures are listed below.

- Michael Gaffney's restored and relocated cabin, Limestone Street
- Brown Building,
 523 N Limestone
 Street (1951)
- Star Theater,
 400 N Limestone
 Street (1903)



- Limestone College Historic Campus (1837)
- Montgomery Street T Bridge (1919)

HIGHER EDUCATION

Gaffney is in the enviable position of having two schools of higher learning: Limestone College and Cherokee County Spartanburg Community college.

Limestone College is the oldest women's college in South Carolina and one of the oldest in the nation, founded in 1845. Male students, unable to afford the cost of travel to distant colleges, were admitted in 1903. When working adults discovered the need to return to the classroom to hone new skills, Limestone launched its Block Program with after hour class schedules. At the dawn of the computer age, Limestone was at the cutting edge with its virtual campus.

The campus includes 10 buildings on the National Register of Historic Places. With a 13-1 student teacher ratio, every student receives personal attention from teachers. Limestone offers Bachelor of Arts, Bachelor of

Science. and Bachelor of Work Social degrees in 21 46 and undergraduate concentrations. Limestone also offers Master's in Business Administration (MBA).

Limestone's Extended Campus has



sites all over the state, and online courses are offered in abundance throughout the year.

For the past 167 years, Limestone has made a tremendous impact on Cherokee County and continues to do so through unique educational opportunities and capital campaigns. There are over 100 scholarships available to Cherokee County students. Students from Cherokee county also receive over \$300,000 in academic, athletic, and fine arts scholarships. There are 700 day students, 150 evening students and 230 employees. Limestone has an annual budget of \$25 million and a payroll of \$9 million.

Limestone College provides a full calendar of events in the arts and athletics. A member of NCAA Division II, the Saints field 22 intercollegiate teams. The men's lacrosse team is a three-time national champion and the women's team has been a national semi-finalist two of the last three years. Most of the teams are members of the Carolinas-Virginia Athletic Conference, an elite league in Division II competition.

The theatre and music departments sponsor entertaining and enlightening performances with world-class musicians and well-known productions. Most of the events take place in Fullerton Auditorium, one of the finest performance facilities in the Southeast. Limestone's art department sponsors student shows throughout the year at the Eastwood Library and Granberry Art Centers.

Cherokee County Spartanburg Community College provides the perfect balance to higher education in Gaffney.

The college opened in April 2007. It is situated on 62-acres conveniently located near Interstate 85 and downtown Gaffney.

The Cherokee County Campus offers a full array of general education courses including mathematics, english, social sciences, humanities, fine arts and natural sciences. The Transitional Studies Department also allows students to take prerequisite courses in biology, chemistry, and algebra that may be necessary for acceptance into SCC's curriculum programs. Students can also fully complete the Mechatronics Certificate I, the Radiation Protection Technology Degree, and the Associate of Arts and Associate of Science degree programs on the campus depending upon the student's concentration.

Programs are targeted at the jobs skills needed for success both today and in the future that will be in the Cherokee County area. Most jobs will require at least a two year technical degree. The campus also offers contract training for corporations and other businesses in the area, as well as open enrollment continuing education courses. The campus is home to the Cherokee County Development Board, so that SCC can work directly with the Board to match educational requirements with industry needs, forging a strong bond between the two.

VISUAL AND PERFORMING ARTS

Gaffney is rich in visual and performing arts venues. It is also easily accessible to the Peace Center in Greenville. The visitor is first exposed to the community's arts at the **Gaffney Visitor Center and Art Gallery**, which features local history and traveling exhibits. It also hosts presentations by visiting artists, among other activities and exhibits designed to provide a cultural experience.

The **City Hall Gallery** also exhibits from local artists, clubs and personal collections. Like the Gaffney Visitor Center and Art Gallery, admission is free.

Gaffney Little Theatre is an educational and literary organization whose purpose is to stimulate interest in art, music, literature and dramatics through active participation in all aspects of amateur productions for the enjoyment and entertainment of the entire community

Limestone College is one of the few academic institutions in the area to offer a BFA (Bachelor of Fine Arts). The BFA provides the most intensive and rigorous theatre training programs available, and offers the student a unique opportunity to hone their craft.

The Community Music School at Limestone College is committed to cultivating and promoting music appreciation in the community. The mission is to enrich the lives of individuals by offering quality music instruction to people of all ages. Music education is at the core of the program. Through private music lessons, opportunities for performance, and a college concert series, the goal is to contribute to the cultural life of the community. Private lessons are available to students of all ages and abilities, and will be offered in piano, voice, guitar, woodwinds, brass, and percussion.

The **Capri Theatre** offers many options that include live comedy/music and theatrical performances. Premieres of local independent films shot in the upstate are shown often giving film enthusiast a chance to meet the actors and directors of the films. The bands and performers are from all over the eastern U.S and some international. The Capri Theatre is a special events/performance venue.

The Southern Dance Academy offers dance classes and training in Contemporary & Classical Dance for kids, teenagers, and adults, including Ballet, Jazz, Hip Hop, Clogging and Tap.

The Cherokee County History & Arts Museum opened in May 2008. The Museum houses nearly 8,000 sq. ft. of permanent exhibits ranging in topic from Native Americans and the American Revolution to Geology and Moonshiners. Since opening, the Museum has hosted special exhibits such as the Corridor of Shame, Artful Bra Project, and a presentation of pieces by internationally-known artist Johnnie Lee Gray, immediately following their display at the 2009 Presidential Inauguration.

In 2011, the Museum commemorated the tenth anniversary of the 9/11 attacks through the exhibit Eyewitnesses to 9/11: From Tragedy to Transformation. In addition, the Cherokee Historical & Preservation Society partnered with Gaffney High School for the "Where Were You?" oral history project

The **Cherokee County Veterans Museum** is free to the public, exhibiting artifacts from the Nation's wars – Revolutionary through Desert Storm.

The Museum has been named a Blue Star Museum by the National Endowment for the Arts for the past three years.

LIBRARY

The Cherokee County Public Library began in 1902 as the Cherokee

Library Association. operating out of a room in City Hall. In 1914 it applied for and received a donation from the Carnegie Foundation for а new named library the Cherokee County Carnegie Library, which served the community until 1972. when the library moved into a new building on Rutledge Street. The



Carnegie Library Building was then occupied by the County and served for many years as its administrative offices until the new County Administrative Office building was constructed.

The Cherokee County Public Library opened in a new building in 1972. It has since been remolded and updated to include a children's area, a teen's area, a learning resource center, a job resource center, a public access computer lab, a large meeting room, and the Heritage Room, which houses genealogy and historical research materials. It is a full service library in every sense of the word.

The Library has 21,170 square feet in floor area. It has a collection of over 128,500 paper books and 46,575 electronic books, according to the 2010 Annual Statistical Summary of South Carolina Public Libraries. The Library also has a branch in Blacksburg, one bookmobile, 13 librarians, 34,271 borrowers, and over 160,000 visitors.

CONCLUSIONS

We may conclude from the preceding that the City of Gaffney is well endowed with historical resources due to its rich history, and equally endowed with cultural resources due to its location within the region. We may also conclude that without proper stewardship, marketing and continuous exploration and preservation efforts, many of the city's cultural resources will be compromised over time, under developed or under utilized, remain dormant, or lost altogether.

CULTURAL RESOURCE GOALS (CR) AND ACTIONS

It is paramount for the city to determine how to optimize the use of these resources as a development tool without compromising their value to the health and general welfare of the public and future generations. Toward a course of optimal use and development of these resources, the following goals and actions are recommended.

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

Promote the history and the attributes that contributed to the settlement of the city. The city does a great job of this now with its on-line Visitors Guide to Gaffney. Accentuate these assets as part of the economic development process.

Action: Provide up-to-date cultural data to economic development agencies for inclusion in their community resource information packets.

Action: Pursue the use of grants to improve visitor attractions.

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

It is not enough to research, identify and restore historical artifacts, buildings, places and structures, or even protect them in place through acquisition, trust, ownership commitment or regulation (zoning) although these actions are recommended and many are in place. Surrounding areas also should be enhanced and regulated to the extent necessary to ensure compatibility and a proper setting for such uses.

Action: Amend the City's Zoning Ordinance to include three Historic Overlay Zones coinciding with the three areas designated on the National Register of Historic Places: Limestone Springs Historic District, a Residential Historic District, and Commercial Historic District. The "overlay zones" should be designed to ensure the preservation of existing historic structures, and compatibility and appropriateness of proposed alterations and new development.

Action: Monitor all rezoning and development proposals to ensure compatibility with existing historical sites and structures, utilizing plan review and the public hearing process.

Action: Develop policies and incentives that encourage preservation of cultural resources.

Action: Solicit the cooperation of local and regional conservation organizations in the use of conservation easements and comparable preservation programs.

CR-3: Continue to survey, list and record the city's archaeological and historical sites and buildings, including nomination of historic properties to the National Registry.

Much has been done and much more must be done to preserve and study these sites if the city is to reap the potential economic benefits of the tourism industry in South Carolina.

Action: Inform citizens of the process of having a structure nominated for the National Register of Historic Places. City officials should assist with and participate in this process.

Action: Pursue grants and volunteers to continue research and identification of archeological and historic sites and buildings.

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

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

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

Action: Apply to become a "certified local government". To become eligible, the City needs to:

- (1) Enforce appropriate state or local legislation for the designation and protection of historic properties. This means passage of an historic preservation ordinance that meets state guidelines for CLGs.
- (2) Establish an adequate and qualified historic preservation commission or board by state or local legislation.
- (3) Maintain a system for the survey and inventory of historic properties.

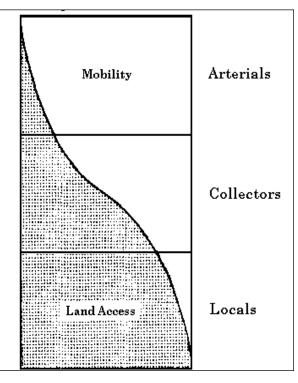
Part 5 TRANSPORTATION ELEMENT

Urban development in general and economic development in particular is influenced perhaps more by transportation facilities than any other single element. The primary mode of transportation in Gaffney, like most other cities in South Carolina, is the automobile.

AUTOMOBILE TRANSIT

Transportation by automobile is sustained principally by the State road system, augmented by a few city and county roads. Streets and roads are categorized by SCDOT and the Federal Department of Transportation into

hierarchy of "functional classification." This system allows for evaluation and analysis of specific street segments within the overall functioning of the street network. classification **Functional** systems organize roadways based on accessibility and mobility. There is an relationship inverse between accessibility and mobility transportation planning. At the top of the spectrum, arterial streets provide the highest level of mobility due to their high travel speeds. However, these high travel speeds necessitate a restricted system of access points. At the other end of the spectrum, local streets provide the highest level of



access to land, with numerous curb cuts and driveways. However, local streets must limit speed and mobility as a result of increased access.

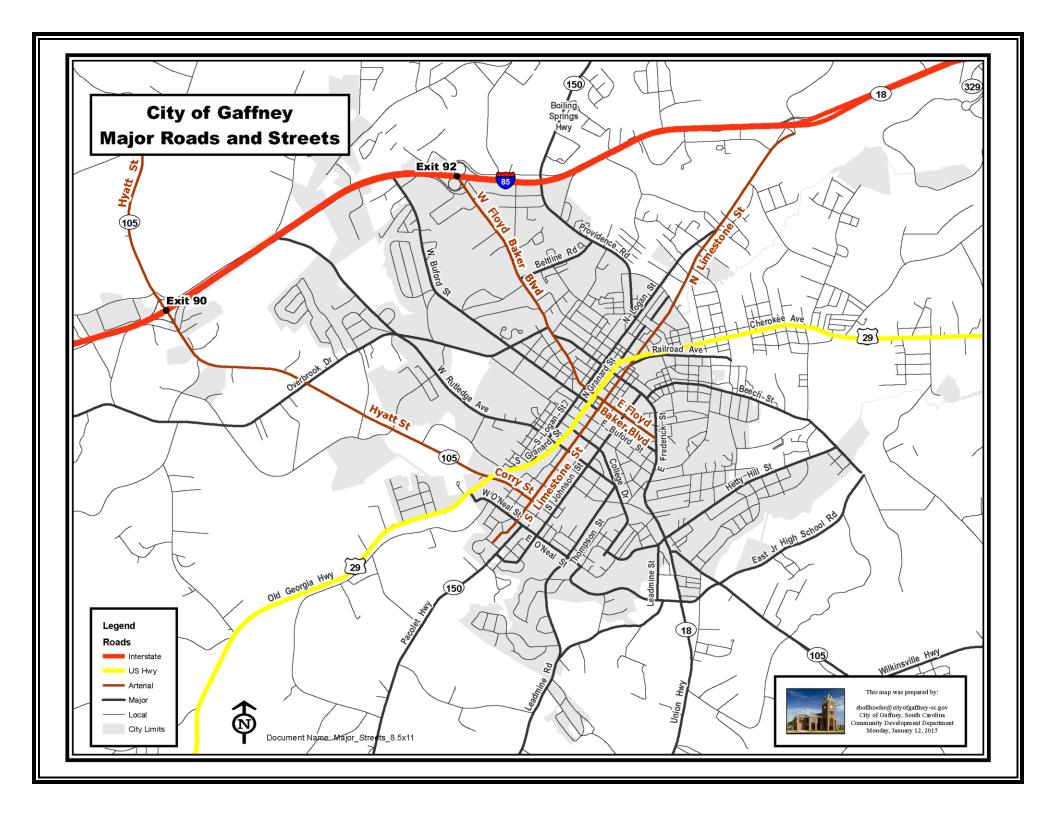
The capacity of state roads and city and county streets to serve existing and projected development is critical to the planning process. In evaluating that capacity, the South Carolina Department of Transportation (SCDOT) categorizes all roadways on the basis of <u>level of service</u> (LOS). This defines streets and roads in terms of their service characteristics, ranging in levels from A to F. An "A" level of service roadway has free flow

conditions with relatively low volumes and little or no delays. The other end of the spectrum is an "F" LOS with stop and go operation and average signal delays greater than one minute.

Table 16				
Average Daily Traffic Flow Selected Streets, Gaffney Area				
Streets	, and the second	2013	Change	
2	2004		Number	Percent
Floyd Baker Blvd, from				
I-85 to West Frederick	18,900	18,400	-500	03
Hyatt Street, from				
I-85 to Irene	11,900	10,900	-1,000	08
Irene Creek to Granard Street	9,400	8,900	-500	05
Limestone Street, from				
O'Neal Street to Floyd Baker Bd	4,200	3,900	-300	07
Frederick to Providence Rd	5,500	4,800	-700	13
Providence Rd to Logan St.	6,700	6,600	-100	02
Logan St to I-85	9,400	11.000	1,600	.17
Fredrick St, from				
Baker Blvd to Limestone St.	7,600	7,500	-100	01
Limestone St to Beech St	6,700	6,100	-600	09
Beech St to Chandler Dr	5,300	4,900	-400	08
Chandler Dr to Wilkinsville Hy.	11,100	10,400	-700	06
Granard St, from				
Hyatt St to Rutledge Ave	12,000	11,000	-1,000	08
Rutledge to Frederick	7,100	6,200	-900	13
Frederick to Kendrict St	8,800	8,200	-600	07
Source. SCDOT, Traffic Counts, Selected Years.				

All streets in Gaffney are designed to provide not less than a "C" level of service. Where traffic volumes exceed this designed service level, improvements on state roads are generally scheduled for upgrade. Typically, streets with an LOS of D, E or F are given top priority for improvements.

Traffic volumes on the City's streets generally have declined over the last several years. The only notable exception is the eastern segment of Limestone, between Logan Street and I-85.



That traffic volumes on local streets have actually declined is indicative of a system without a lot of problems or needs except for continued monitoring and maintenance. Consequently there are no scheduled improvements to the City's streets included in the 2013 edition of the <u>South Carolina Statewide Transportation Improvement Program (STIP)</u>. Most planned improvements for Cherokee County are targeted at I-85 and US 29.

PEDESTRIAN AND BICYCLE TRANSIT

The emphasis on transportation is gradually shifting from sole reliance on the automobile to a more balanced combination of travel modes, including greater use in the future of mass transit, bicycles, and pedestrian walkways (sidewalks).

Biking and walking, as complements to the local vehicular transit system, provide numerous personal and social benefits, both in terms of a necessary means of travel, and for recreational opportunities. The personal benefits include healthy exercise and savings in transportation costs. Increased walking and biking also reduces vehicle miles traveled for personal automobiles, which reduces traffic congestion and the need for widening roads; this additionally creates less pollution.

For some residents, biking or walking is a primary means of transportation, whether out of desire or necessity. And for others, having facilities present for walking, biking, or both adds a quality of life factor that may determine where a person chooses to live and work. The presence of a network of accessible and well-maintained sidewalks and biking facilities has shown to help communities attract new residents.

Safety for pedestrians and cyclists represents a key challenge, especially along the city's major streets. If facilities in the form of sidewalks or bike lanes are not provided, then pedestrians and cyclists are forced to try and share these roads with automobile traffic, which can often be dangerous. It is particularly important to ensure that safe routes to schools and parks are provided with sidewalks, crosswalks, and bicycle lanes.

Renewed interest in pedestrian and bicycle transit stresses the need for transportation enhancements as a means to improve, expand and enhance such facilities. Transportation Enhancements (TEs) are innovative,

community-based projects that provide opportunities to expand transportation choices beyond traditional street and highway programs. Such projects enhance one's travel experience by walking, bicycling, taking transit, or simply riding in a car. TE funds are available from SCDOT for retrofitting local streets and roads to accommodate bicycles and pedestrians, and to protect scenic vistas and the environment. Use of these funds could assist the city in expanding and improving its sidewalks and address bikeways as well.

The city has an extensive system of sidewalks, as documented in a sidewalk survey conducted as part of this Comp Plan. Some of the older sidewalks are less than the minimally recommended width of five feet, and some are in need of repair, but they are accessible to most, but not all, neighborhoods and traffic generators. The survey identified all existing streets with sidewalks on one and two sides. Then, the following criteria were used to determine where the greatest need exists for additional sidewalks.

- 1. **Identify quantifiable need as determined by**: obvious dirt foot paths, gaps in the system, existing sidewalks not compliant with Americans with Disabilities Act, or evidence of pedestrian fatalities or injuries.
- 2. **Near Schools**. Not every school-aged child rides a bus to school. For kids that live near their school and walk to school, they must have a safe place to travel. Areas within $\frac{1}{4}$ mile of schools should be the highest priority for sidewalk improvements $-\frac{1}{4}$ mile is generally estimate as a 5-minute walk, a distance that people will usually choose to walk.
- 3. **Near Parks**. People are likely to walk to parks if they are located within a short walking distance (5-minute walk from a park).
- 4. **Commercial Corridors**. Those who do not own cars will walk to commercial areas for their service needs, as well as some who enjoy walking from their home to retail or restaurants, if sidewalks are available. Areas with a lot of foot traffic and inadequate pedestrian walkways should be a high priority for sidewalks.

Fortunately, all elementary schools and parks are accessible by sidewalks, as shown on the Sidewalk Plan map. However, not all neighborhoods and schools in the city are linked to the sidewalk system, limiting accessibility of these areas to the city's expansive sidewalk system. To augment the existing system and tie some of the more outlying neighborhoods into the established city system, and to construct sidewalks where obvious footpaths have been noted, the following streets or street segments are recommended for sidewalks on at least one side. They are arranged in order of priority.

- 1. Providence Road Extension distance 2,018 feet
- 2. Twin Lake Road distance 2,797 feet
- 3. N Logan Street Extension distance 3,147 feet
- 4. Thompson Street Extension 3,831 feet

There are no designated bikeways in the city. As a result, traveling by bicycle outside established low traffic volume neighborhoods is hazardous. To make bicycling a safe alternative to automobile transit, a system permitting access outside central city neighborhoods is needed. Such a system could be implemented at minimal cost with assistance from SCDOT and Norfolk Southern Railway to utilize their rights-of-way to designate and/or construct bikeways.

The city should start building a skeleton system extending outward from the city center. Recommended routes are shown on the Sidewalk-Bicycle Way map. All recommended routes parallel existing streets and sidewalks creating "complete street designs". They are arranged in order of priority, as follows.

- 1. Hyatt Street, from Florence Street to the Midway Sports Complex
- 2. Granard Street from Hyatt Street to Frederick Street, taking advantage of the buffer strip between Granard and the railroad tracks
- 3. Frederick Street, from Floyd Baker Blvd. to O'Neal Street
- Limestone Street to Railroad Street and Railroad Park and the County Administrative Building
- 5. Buford Street from Winslow Avenue to Frederick Street

PUBLIC TRANSIT

The City of Gaffney is not served by a public transit system. The closest thing it has to public transportation is two taxi cab companies – City Cab and Gaffney Cab.

There is, however, public transportation for those who have no other way of getting a ride from "Logistics Care of South Carolina", a non-emergency medical transportation management solution. It is a network of professional transportation companies, consisting of local, commercial, non-profit and public transportation companies. Rides are available by reservation only, Monday through Friday.

RAIL TRANSIT

Norfolk Southern Railway operates a dual track line rail through Cherokee County and the City of Gaffney. Amtrak passenger rail service is available at nearby stations in Spartanburg, Gastonia and Charlotte.

AIR TRANSIT

Commercial aviation is available at nearby Greenville-Spartanburg International Airport, as well as Charlotte-Douglas International Airport. With proximity to these major airport transportation facilities, the City appears to be well served.

CONCLUSIONS

From the preceding we may conclude:

- That the city's street system is functioning properly, with no recorded traffic volumes in excess of what the system is designed to handle. Point in fact, it is operating with less volume in 2013 than nine years previous;
- 2. That public transit is not available, denying citizens a comprehensive system of transportation options, and burdening those who need or might otherwise be inclined to use public transportation;

- 3. That sections of the city's street system needs enhancing, connecting and retrofitting to provide a more balanced transportation system, with sidewalks and bicycle lanes, and
- 4. That the city is not bicycle friendly, as there are no designated bike lanes or routes

TRANSPORTATION GOALS (TG) AND ACTIONS

New Development

Goal: Coordinate transportation and land use planning in new developments.

Action: Monitor new development for its impact on the level of service (LOS) of existing streets and roads.

Action: Require Traffic Impact Analysis (TIA) reports for new developments exceeding 175,000 sq. ft.(commercial) or 125 units (residential).

Action: Provide for flexible, negotiated traffic mitigation measures for large new developments that facilitate pedestrian, bicycle and mass transit access.

Action: Encourage street connectivity to enhance traffic flow.

Action: Encourage the use of "neo-traditional" design standards, featuring grid-like street patterns and sidewalks identical to the traditional layout of the City's core street system. Discourage use of one-way-in and one-way-out cul-de-sac development, except where dictated by geographic conditions or safety concerns.

Action: Limit the number of curb cuts and driveways allowed for development along major roadways.

Existing Streets and Roads

Goal: Maintain and enhance circulation, condition and safety of existing street system.

Action: Continually monitor street system to ensure that it is functioning properly.

Action: Assist SCDOT in identifying problems within the system and scheduling needed improvements.

Walking and Bicycling

Goals:

- 1. Develop a "Complete Streets Plan" -- provide a safe, efficient, and accessible transportation system to all residents and visitors, which allows them to walk and bicycle alongside other modes with independence and comfort.
- 2. Foster bicycle and pedestrian access and mobility in all transportation and development projects, including planning, design, construction, and maintenance.
- 3. Enhance healthy lifestyles and good stewardship of the environment by providing safe and convenient opportunities for bicycle and pedestrian travel, thereby increasing active living, while reducing auto emissions and fuel usage.

Action: Extend the city's system of sidewalks recommended and shown on the Sidewalk and Bicycle-Way Plan using the following construction priority schedule:

- 6. Providence Road Extension distance 2,018 feet
- 7. Twin Lake Road distance 2,797 feet
- 8. N Logan Street Extension distance 3,147 feet
- 9. Thompson Street Extension 3,831 feet

Action: Designate and/or construct bike-ways recommended and shown on the Sidewalk and Bicycle-Way Plan using the following priority schedule:

- 1. Hyatt Street, from Florence Street to the Midway Sports Complex
- 2. Granard Street from Hyatt Street to Frederick Street, taking advantage of the buffer strip between Granard and the railroad

tracks

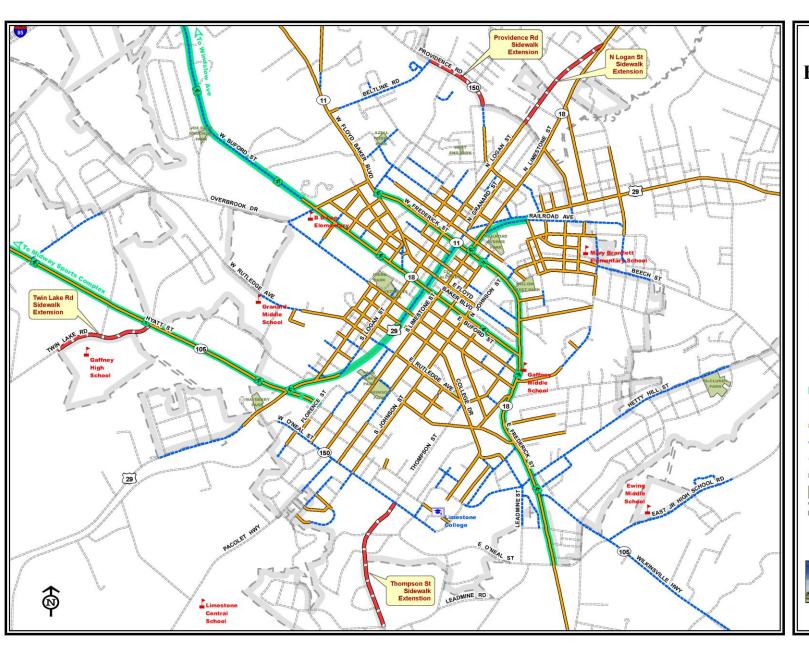
- 3. Frederick Street, from Floyd Baker Blvd. to O'Neal Street
- 4. Limestone Street to Railroad Street and Railroad Park and the County Administrative Building
- 5. Buford Street from Windslow Avenue to Frederick Street

Action: Apply for Transportation Enhancement Program funds through SCDOT and the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

Action: Provide annual budgeting to go towards sidewalk and bicycle way development.

Action: Repair existing sidewalks where needed to improve safety and modify to meet the requirements of the ADA (Americans with Disabilities Act). Expand existing three foot wide sidewalks to five feet.

Action: Study the feasibility of developing linear bicycle-pedestrian parks along Peoples Creek and Limestone Creek, with the possibility of linking the Limestone Creek project and Limestone College to Limestone Street and downtown Gaffney.



Sidewalk and **Bicycle-Way Plan** City of Gaffney **South Carolina**

This study identifies Proposed Sidewalk Extensions and Proposed Bicycle-Ways. Street sections are classified as having sidewalks on both sides of the street, one side of the street, or no sidewalks at all. Sidewalk Extensions are proposed where no sidewalks exist but where the addition of new sidewalks could improve the flow of pedestrian traffic to schools, parks, and residential areas.

Legend

Schools

Colleges

Proposed Bicycle-Ways

Existing Sidewalks On:

Both Sides of Street

One Side of Street

No Existing Sidewalks

Proposed Sidewalk Extensions

City Limits



This map was prepared by:

sbollhoefer@cityofgaffney-sc.gov City of Gaffney, South Carolina Community Development Department Monday March 2nd, 2015

PART 6 COMMUNITY FACILITIES ELEMENT

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

COMMUNITY FACILITIES DEFINED

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

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

- Fire Protection
- Law Enforcement
- Electric Power
- Public Water and Wastewater Systems
- Natural Gas
- Recreation, Parks and Beautification
- Solid Waste Collection and Disposal
- Medical Facilities and Services
- Educational Facilities

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

FIRE PROTECTION

The Gaffney Fire Department was started in March, 1900 over concern for life safety and property conservation. The mission today is essentially

unchanged, albeit expanded to include protecting life, property, and the environment from the hazards and dangers of fires, medical emergencies and manmade and natural disasters through prevention, education and timely incident response.

The Department was first housed adjacent to the old city hall at the intersection of Limestone and Meadow Streets. In the early part of the 21st century it built two substations to provide better protection to the city and county fire service district. A third subsection was subsequently opened in spring, 2015, with future plans for a station on the north side where the city recently purchased 5 ½ acres and has built a training facility scheduled to open in spring of 2015.

The Gaffney Fire Department, like most other fire departments in South Carolina, started as a volunteer department with only a hose cart. It now has 35 full-time firefighters, including a training officer and one full-time staff member. The Department has seven pieces of fire fighting apparatus distributed among four stations. The service area extends throughout the city and into the unincorporated urban fringe. In fact all three subsections are located in the unincorporated urban area.

The department's revenue is derived principally from a city tax and a 12 mill county tax on properties in the unincorporated area. Revenue from the county tax is transferred to the city.

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

Major Class Groupings Characteristics

Class 10 No recognized fire department or

defense

Class 9 Recognized fire department, but no

recognized community water system

Classes 4-8 Recognized fire department and

community water system

Classes 1-3 More complete and sophisticated

systems, based on individual grading of

suppression

The significance of a class rating is found in the ability of a department to respond to a fire. This, in turn, has a direct bearing on the security of life and property, and the cost of insurance premiums. As such it is a matter of considerable concern where development is contemplated, especially multi-million industrial and/or commercial investments. Currently the City of Gaffney has a Class 4 rating. The goal of the Department is to lower it to a Class 2 or 3. To accomplish this goal, the Department is working to improve and/or expand its fire fighting capabilities in accord with the review of the last ISO inspection in 2004. A Capital Improvements Plan and Budget designed to help reach this goal is contained in Part Nine of this Plan.

LAW ENFORCEMENT

Crime Statistics and Manpower

The rate of crime in the U. S. has been down over the last 10 years, from 2003 to 2012. Violent crime in South Carolina declined by 21 percent and property crime by two percent, according to a Report on Crime In South Carolina by SLED and the SC Department of Public Safety.

Gaffney crime statistics report an overall downward trend in crime as well with violent crime and property crime decreasing. Based on this trend, the crime rate in Gaffney for 2015 is expected to be lower than in 2012.

These downward trends aside, the violent crime rate for Gaffney in 2012

was higher than the national violent crime rate average by 58.29% and the property crime rate in Gaffney was higher than the national property crime rate average by 26%.

In 2012 the violent crime rate in Gaffney was higher than the violent crime rate in South Carolina by 9.58%, but property crime rate was lower by 5.74%.

Violent crimes are described as personal confrontation between victim and offender, and include murder, rape, robbery and aggravated assault. Property crimes include breaking and entry, larceny and motor vehicle theft.

There are a number of variables affecting crime, including manpower to

enforce the law. Looking at manpower alone, it appears Gaffney's Police Department is adequately staffed, based on comparisons with similarly sized jurisdictions nationally and in the South East Region of the country. The city has 41 sworn Law Enforcement Officers, 23 Uniformed Patrol Officers, 7 Detectives, one

Table 17 Average Number Employees/Officers per 1,000 Population for Jurisdictions Between 10,000 and 24,999							
Area Number Number Officers Employees							
U.S (Average) 1.9 2.4							
South Atlantic Region 2.6 3.3							
City of Gaffney 3.3 3.6							
Source. FBI, Uniform Cri	me Reports, 2	2012					

Training Officer, five School Resource Officers, one Housing, Authority Officer, four Administrative Officers, and three Clerical Staff. However, manpower alone is not an accurate gauge of the level or quality of law enforcement provided or the emphasis a jurisdiction places on enforcing the law.

To better assess criminality and law enforcement's response from jurisdiction to jurisdiction, many variables must be taken into account, some of which, while having significant impact on crime, are not readily measurable or applicable among all jurisdictions. Geographic and demographic factors specific to each jurisdiction must be considered and applied if one is going to make an accurate and complete assessment of crime in the city or any jurisdiction.

Some factors that are known to affect the volume and type of crime occurring from place to place, according to FBI <u>Crime in the United States</u> report, are:

- Population density and degree of urbanization.
- Variations in composition of the population, particularly youth.
- Stability of the population with respect to mobility, commuting patterns, and transient factors.
- Modes of transportation and highway system.
- Economic conditions, including median income, poverty level, and job availability.
- Cultural factors and educational, recreational, and religious characteristics.
- Family conditions with respect to divorce and family cohesiveness.
- Effective strength of law enforcement agencies.
- Administrative and investigative emphases of law enforcement.
- Policies of other components of the criminal justice system, including judicial, correction, and probation.
- · Citizens' attitudes toward crime.
- Crime reporting practices of the citizenry.

Infrastructure

The Police Department is headquartered in the city hall building, at 201 N Limestone Street. Built in 2006, the city hall was designed to meet the floor space needs of the Police Department, but growth over time has put a strain on departmental space, with off-site storage space already in use.

The Department operates a fleet of 45 vehicles: 35 patrol cars, seven unmarked vehicles and three narcotics vehicles

WATER AND WASTEWATER

Water and wastewater services are provided by the Gaffney Board of Public Works (GBPW). Established in 1907, the Board serves the greater Gaffney community. City residency is not a prerequisite for service, which is unfortunate for the City, as it would greatly enhance the prospects of annexation and growth if city residency was a requisite for service.

Water

The Board's water division serves approximately 9,500 residential, commercial, and industrial customers. A raw water pump station, on the Broad River pumps to the primary source, Lake Whelchel, or directly into the Victor Gaffney and Cherokee Water



Treatment Plants. This assures an adequate water supply well into the next century. The Board has a total treatment capacity of 18 million gallons of water per day. In addition to over 200 miles of water lines, the Board has four above ground storage tanks and two million gallons of ground level storage.

Chemicals are mixed with the raw water to promote the removal of naturally occurring minerals and metals and to eliminate taste and odor. The water then moves to the sedimentation basins where particles settle removing dirt, microbes and contaminants as they settle. Filters remove fine particles and chlorine is added as a disinfectant. The treatment plant is rigidly maintained and monitored by the BPW State Certified Treatment Plant Operators. The 2013 Water Quality Report concluded the system met or exceeded safe drinking levels.

Waste Water

The wastewater treatment division provides sanitary sewer services to



approximately 6,850 customers in and around Gaffney. The Board operates two wastewater treatment plants. The Clary Plant can treat 3.6 million gallons per day; and the Broad River Plant treats 3.5 million gallons per day. An expansion of the Broad River plant to a capacity of 4.0 million

gallons per day is presently under construction. In addition to these plants, the Board has installed and maintains over 130 miles of sewer lines.

The GBPW wastewater system consists of two activated sludge treatment facilities, the Clary WWTP and the Broad River WWTP. The Clary plant is a 5.0 million gallon per day treatment facility, with average flow of 3.6 million gallons per day, operating at about 72 percent capacity. The Broad River plant has a maximum treatment capacity of 4.0 million gallons per day and is operating at 75 percent capacity.

ELECTRICITY

In addition to water and wastewater service, the Gaffney Board of Public Works is also the electricity supplier to the community. The Board provides electricity to nearly 7,300 customers through approximately 130 miles of lines. Wholesale power from Piedmont Municipal Power Agency is supplied through three delivery points one of which is owned by the Board. Piedmont Municipal Power Agency (PMPA) is a joint action agency in which Gaffney, along with 9 other upstate cities, is a member. PMPA owns 25% of unit #2 at the Catawba Nuclear Plant. Service requests generally have a same day or next day turn around.

The electrical department is able to offer comprehensive lighting packages to area businesses and industries. The Board finances the project up front providing all equipment, maintenance, and energy for a set monthly fee. The Board also offers various incentives including reduced rates and special financing for customers who take measures to conserve energy.

NATURAL GAS

Natural gas is an essential resource for many industrial uses. In fact, industry in South Carolina accounts for just over 50 percent of all consumption in the State, followed by residential (16.9%), utilities (18.2%) and commercial (14.2%).

While not essential to all industrial operations, the availability of natural gas is a definite plus when recruiting industrial prospects and promoting economic development. Natural gas in Gaffney is available from the Piedmont Natural Gas Company. Propane gas is provided by Abbot Gas Company, Blu-Gas Company of Gastonia, Denton Gas Company, Freeman Gas of Gaffney and Suburban Propane.

RECREATION, PARKS AND BEAUTIFICATION

The term recreation includes both active and passive activity. Outlets for these activities are provided jointly by the Cherokee County Recreation District and the City of Gaffney. All organized recreational activities and programs are the responsibility of the Recreation District. The City is responsible for all park and facility maintenance and improvements.

Recreational Preferences

There have been significant changes in recreation patterns and trends over the last several years due principally to societal changes, i.e. increased average income, more women in the work force, increased commuting time, increased average age, early retirement, greater health consciousness, more indoor recreation opportunities, higher education levels, delayed marriages and child bearing, change from industrial to high technology service and communications society, etc.

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

A survey conducted in 1990 and updated through 2005 by the South Carolina Department of Parks, Recreation and Tourism establishes the following trends in preferred outdoor activities. South Carolinians' participation in recreational activities has been relatively stable over the past 15 years. During this period, there have been only minor variations in the percentage of population 12 and older who participate in various recreational activities.

Walking for pleasure or exercise remains the activity in which the largest percentage of people participates. Following walking, recreational activities participated in by the largest number of people include attending outdoor sporting events, beach swimming or sunbathing, driving for pleasure, working out with weights, picnicking and pool swimming.

Table 18 Top 20 Preferred Outdoor Activities Age 12 and older, South Carolina, 2005

		% Participating
1.	Walking for pleasure or exercise	83.2
2.	Attending outdoor sporting events	63.4
3.	Beach swimming/sunbathing	62.5
4.	Driving for pleasure	58.2
5.	Weights or exercise machines	57.1
6.	Picnicking	53.4
7.	Pool swimming	53.2
8.	Visiting historical sites	52.1
9.	Bicycling	42.8
	Visiting a museum	38.4
	Fresh water fishing	37.2
	Visiting unusual natural feature	34.7
	Playing basketball	34.5
14.	Visiting a Zoo	34.1
15.	Motor boating	34.1
	Jogging/running	33.9
	Watching wildlife	33.4
	Lake/river swimming	28.0
	Playing football/soccer	26.1
	Playing baseball or softball	23.4
	rce: S.C. Department of Parks, Recreation and	Tourism, State Comprehensive Recreation
Plan	, 2008.	

While the general pattern of recreational participation has been relatively stable, several activities have either increased or decreased in popularity. Respondents working out with weights increased from 43.2 percent in 1990 to 57.1 percent in 2005. Historical visitors climbed from 47 percent in 1990 to 52 in 2005. The largest decline was in volleyball, followed by baseball, softball, tennis, waterskiing, and picnicking.

Existing Recreation Facilities

In reviewing the above list of preferred recreational activities, several preferred recreational activities (not including beach swimming and zoo visits) are not available to Gaffney residents, including pool swimming, jogging trails, and soccer/football fields. Also bicycling is made difficult and dangerous by the absence of any bike designated lanes.

There are 14 parks in the city of Gaffney. All but two – the Joe Dean Knuckles Park and Midway Sports Complex are owned by the City, and all but four are maintained by the City. A summary list of what is available in these parks follows.

City Hall Park located on Limestone Street next to City hall is a passive park, with landscaping and benches.

Railroad Park located next to the County Courthouse is currently vacant, but planned for major improvements, including amphitheatre, walking trails, picnic tables and more. Construction to begin in 2015.

Thomson Park located on S Limestone Street has four fenced tennis courts, public shelters, grills, restrooms, pet station, playground equipment, and parking lot.

Irene Park located on N Logan/Montgomery Street, behind Veterans Park, has a 75x100 foot swimming pool and bathhouses (both closed), lighted baseball park, restrooms and a skate board park.

Veterans Park located on Logan Street is a memorial park with monuments and benches.

Mayberry Park located on SC 29 South has a baseball park devoted primarily to youth baseball, dug outs and an off-street parking lot.

Azell Robbs Park located on Gaffney Avenue has playground equipment, regulation sized basketball court, picnic tables and benches.

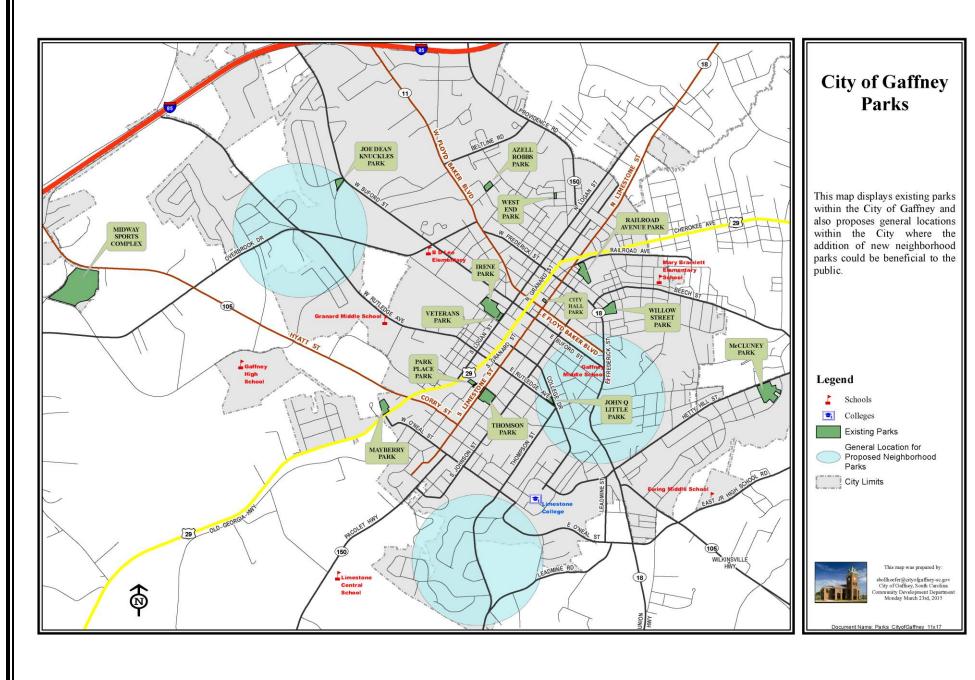
Park Place located on the corner of Union and Limestone Streets has playground equipment, covered picnic areas, a pet station and restrooms.

McCluney Park located on Hetty Street has playground equipment, picnic areas, restrooms, and large green field used primarily for little league football practice.

TABLE 19 City of Gaffney Parks					
Park Name	Acres	Owned By	Maintained By	Address	
AZELL ROBBS PARK	1.17	CITY OF GAFFNEY	CITY OF GAFFNEY	203 Gaffney Ave	
CITY HALL PARK	0.24	CITY OF GAFFNEY	CITY OF GAFFNEY	201 N Limestone St	
IRENE PARK	5.65	CITY OF GAFFNEY	CITY OF GAFFNEY *	304 W Montgomery St	
JOE DEAN KNUCKLES PARK	1.29	BOARD OF PUBLIC WORKS	CITY OF GAFFNEY	1501 W Buford St	
JOHN Q LITTLE PARK	0.55	CITY OF GAFFNEY	CITY OF GAFFNEY	College Dr & E Rutledge Ave	
MAYBERRY PARK	2.29	CITY OF GAFFNEY	CHEROKEE RECREATION DISTRICT	1410 Old Georgia Hwy	
McCLUNEY PARK	7.35	CITY OF GAFFNEY	CITY OF GAFFNEY	600 Granite Dr	
MIDWAY SPORTS COMPLEX	28.01	CHEROKEE COUNTY	CHEROKEE RECREATION DISTRICT	230 Midway Rd	
PARK PLACE PARK	1.93	CITY OF GAFFNEY	CITY OF GAFFNEY	603 Lyman St	
RAILROAD AVENUE PARK **	3.45	CITY OF GAFFNEY	CITY OF GAFFNEY	102 Railroad Ave	
THOMSON PARK	3.73	CITY OF GAFFNEY	CITY OF GAFFNEY	601 S Limestone St	
VETERANS PARK	0.66	CITY OF GAFFNEY	VETERANS ASSOCIATION	300 W Montgomery St	
WEST END PARK	0.31	CITY OF GAFFNEY	CITY OF GAFFNEY	Littlejohn St & Gardner St	
WILLOW STREET PARK	3.52	CITY OF GAFFNEY	CHEROKEE RECREATION DISTRICT	Willow St & E Robinson St	
Total Calculated Acres	60.17				

^{*} Irene ball field maintained by Cherokee Recreation District

^{**} Railroad Avenue Park scheduled for construction 2015



West End Park located on Littlejohn Street has playground equipment and an open green area.

John Q Little Park located in the middle of the historic residential district is a passive park, with a fountain, benches and open green space.

Joe Dean Knuckles Park located on Buford Street is a small passive, landscaped park with swing seating.

Willow Street Park located on Willow Street contains a little league baseball park and nothing more.

Midway Sports Complex located on Hyatt Street close to the I-85 interchange, is a large baseball complex with four fields, bleachers, concession stand and broadcasting booth. The Cherokee Recreation District Office is also located on site.

In addition to the above list of parks and recreation facilities, a number of other recreation outlets are available within and adjacent to the community, including playgrounds at local churches, school recreational facilities, county parks, Limestone College facilities, Big E Gaffney Entertainment Center, private golf clubs and National parks.

Assessment

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

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

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

1,000 population is 11.5 acres (11.5:1). Application of this standard ratio to the City of Gaffney will produce a park needs assessment.

Based on the current inventory of parks and facilities (Table 19), the city has a deficit of 86 acres, based on the amount recommended by the National Recreation and Park Association (Table 20). But this deficit is misleading when school facilities, trails, three National Parks, and private and commercial resources are computed in the equation.

Additionally, there is the matter of "condition" and use. Park maintenance is on-going by the City Parks and Beautification Department with help from the County Recreation District, but are the facilities in need of improvement, utilized by or appealing to their targeted market? Are passive and active parks in the right location to serve those who will most use them? Are there enough parks?

Table 20						
National Park	National Park Standards and Local Park Inventory Assessment					
Park Type	Park Description	Acreage Standards Per 1,000 Population				
Neighborhood Playground	Play apparatus for children, areas for field games, court games	2.5				
Neighborhood Parks	Passive and active recreation areas, i.e. walking, play areas, court games, etc.	2.0				
Community Playfield	Athletic complex, swimming pools, play equipment	2.0				
Major Community Park	Tracks, playfield, ball courts, gardens, scenic areas, etc.	5.0				
Gross Acres Per 1	,000 Population	11.5				
Gaffney's Park Needs Based on Park Standards						
	ousands) 12.7 X 11.5 (gross acre	es): 146.0				
Existing City Park	•	<u>60.17</u>				
PARK ACREAGE DEFICIT: 85.8						

Source: National Recreation and Park Association, Recreation, Park and Open Space Standards, 2002.

All city parks but the Midway Sports Complex and the proposed Railroad Avenue park fall into Neighborhood playground and Neighborhood park categories. The city has approximately 29 acres devoted to such parks.

The recommended acreage for a city with 12,700 residents is 57 acres, nearly double what the city provides.

From an overview of existing park locations, it is obvious that more neighborhood parks are needed in subdivisions and neighborhoods farther removed from the central city.

There is not a neighborhood park in the entire northwest quadrant of the city, or the southwest quadrant or the southeast quadrant, except for McCluney Park which is underdeveloped. Willow Street Park appears neglected and inappropriate for its location, where basketball courts seem better suited to the neighborhood. The pool at Irene Park is closed, posing a blight within the park. Off-street parking facilities are needed at several parks.

A dog park, located somewhere in the historic residential district, where walking dogs is aided by the city's sidewalk system, is needed to provide exercise areas for dogs and better control dog waste and pollution.

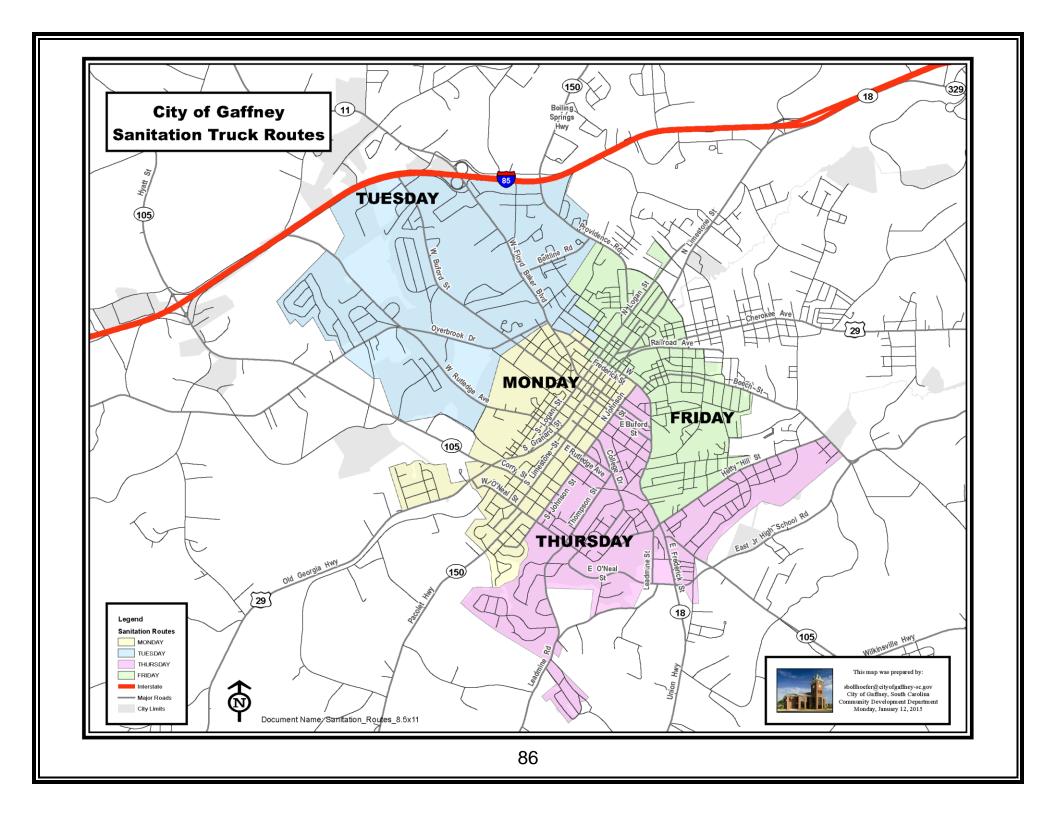
PUBLIC WORKS: SANITATION AND STREETS

The Gaffney Public Works Department, located at 503 W. Rutledge Ave., is staffed and facilitated for the express purpose of making the City safe, clean and aesthetically pleasing. Its primary responsibilities are sanitation (garbage collection) and repair and maintenance of city streets, sidewalks, curb and gutter, and storm water conduits.

Sanitation

Solid waste generated by city residents and commercial businesses are collected by the Sanitation Division. A variety of residential services are offered including once a week garbage collection and removal of brush and yard waste. The Department also picks up discarded furniture, appliances, yard waste and other hard to dispose of items.

The City provides rollout carts at no charge. Additional carts, if needed, may be purchased at City Hall. Leaf collection is available during the fall season. Recycling is available through Cherokee County recycling.



Streets

The Department of Public Works is responsible for the maintenance and rightof-way repair of all city streets, including curb and gutter repair, but not all streets in the city are the responsibility of the Department. Streets not in the city system are referred to the appropriate agency (county or state) when repairs are needed.

The Department also is responsible for the maintenance of City owned cemeteries, and the maintenance and repair of city owned sidewalks and storm water conduits (not on private property).

MAINTENANCE SHOP

The Gaffney maintenance shop, with a staff of four, keeps the city's equipment and vehicles in working order. It is responsible for over 300 pieces of equipment ranging from hand tools such as chain saws and weed eaters, to generators and heavy equipment, and all vehicles including police cars, dump trucks, fire trucks, tractors, etc. It is also responsible for maintaining records of all equipment.

EDUCATIONAL FACILITIES

The Cherokee county school district operates 14 public schools, PK through 12, in the Gaffney area, with a total enrollment in 2014 of 7,471 students. There also are two private schools – Heritage Christian School and The Village School—serving 110 students. The public schools include 10 elementary, three middle and one high school. The District also operates a Technology Center with an enrollment of 1,995 students, 9th through 12th grades.

Public school enrollment over the last four years has been stable, with most schools experiencing small increases. However five schools, including the high school had small enrollment loses.

Unfortunately, not all these schools meet the SC Performance Vision for public schools, which is "to graduate all students by 2020 with the knowledge and skills necessary to compete successfully in the global economy, participate in a democratic society and contribute positively as members of families and communities."

TABLE 27 Profile, Enrollment Trends for Schools in Gaffney Community					
School	Grades	2010	2014	Ch	nange
Control	Cidado	Enrollment	Enrollment	#	%
Alma Elementary	PK-5	240	252	12	.05
B D Lee Elementary	PK-5	407	342	-65	16
Corinth Elementary	PK-5	391	411	20	.05
Draytonville Elementary	PK-5	313	274	-39	12
Goucher Elementary	PK-5	296	307	11	.04
Grassy Pond Elementary	PK-5	520	555	35	.07
Limestone Central Elem.	PK-5	408	439	31	.08
Luther Vaughan Elementary	PK-5	291	356	65	.22
Mary Bramlett Elementary	PK-5	298	299	1	0
Northwest Elementary	PK-5	481	524	43	.09
Gaffney Middle	6-8	681	666	-15	02
Granard Middle	6-8	510	587	77	.15
Ewing Middle	6-8	462	438	-24	05
Gaffney Senior High	9-12	2,063	2,021	-42	02
Source. SC Department of Ed	ducation, sel	ected years.			

To this end, the State Department of Education inspects, evaluates and ranks the performance of public schools. Ratings range from Excellent to At-Risk. An excellent rating is assigned to those schools whose performance substantially exceeds the standards for progress toward the 2020 Performance Vision.

Excellent is followed which by Good. exceeds the standards progress. This rating followed is by which Average, meets the standards for progress toward the 2020 Vision. Below Average rating is given to schools those in jeopardy of not meeting the standards for progress. And, finally those schools

Table 28 Public School Report Cards, 2014					
School	Absolute	Growth			
	Rating	Rating			
Alma Elementary	Below Average	Average			
B D Lee Elementary	Average	Excellent			
Corinth Elementary	Good	Average			
Draytonville Elementary	Good	Average			
Goucher Elementary	Average	Below Average			
Grassy Pond Elementary	Average	Average			
Limestone-Central Elem.	Average	Average			
Luther Vaughan Elem.	At-Risk	Average			
Mary Bramlett Elem.	At-risk	Average			
Northwest Elementary	Good	Average			
Granard Middle	Average	Average			
Gaffney Middle	Below Average	Average			
Ewing Middle	Average	Average			
Gaffney Senior High	Average	Below Average			

failing to meet the standards for progress toward the Performance Vision are given an At-Risk rating.

Of the community's public schools, the State Department of Education issued in 2014 "Below Average" rating for two schools, and an "At-Risk" rating for two schools. Half of the schools received "Average" ratings. Only three schools received a "Good" rating. The growth rating at for Goucher Elementary and Gaffney Senior High is "Below Average". These ratings do not bode well for the quality of public education within the community.

HEALTH CARE

Health care in Gaffney is in transition, the local hospital having recently converted from Novant to Gaffney Medical Center. Still the hospital remains a full-service health provider, with a progressive 125 bed acute care facility, offering a wide range of services, including Nuclear Medicine Services.

- Anaesthesia Services
- Blood Bank Services
- Clinical Laboratory Services
- Diagnostic Radiology Services
- Dietary Services
- Emergency Services
- ICU Cardiac (Non-Surgical)Services
- ICU Medical/Surgical Services
- Inpatient Rehabilitation Services
- Inpatient Surgical Services
- Obstetric Services
- Occupational Therapy Services
- Operating Room Services
- Organ Transplant Services
- Outpatient Services
- Outpatient Surgery Unit Services
- Paediatric Services
- Pharmacy Services
- Physical Therapy Services
- Postoperative Recovery Room Services
- Respiratory Care Services
- Social Services
- Speech Pathology Services

The staff consists of 20 Licensed Practical or Vocational Nurses, 83 Registered Professional Nurses, 167 Other Salaried Personnel, two Certified Registered Nurse Anesthetists (CRNA), one Dieticians two

Registered Pharmacists, nine Respiratory Therapists, four Physicians and two Medical Social Workers.

Larger more specialized hospitals are located in nearby Charlotte, NC, Spartanburg and Greenville via I-85

CONCLUSIONS

From the preceding, it is obvious that the city is not the only community facility provider. It is just as obvious that the city has little if any control over the level or quality of many local services and facilities. It is also obvious that the city is not in a position to plan comprehensively for community facilities and services. Cooperation and coordination of and among the various facility providers are essential to an effective planning and orderly development process. Project concurrency also is an essential ingredient to an effective planning and development process.

COMMUNITY FACILITIES GOALS (CF) AND ACTIONS

Community Facility Goals

CF-1: Coordinate the provision of community facilities to coincide with the projected needs of development.

Action: Toward this end it is recommended that the city adopt a policy of concurrency to insure the provision of essential infrastructure concurrently with the needs of new development.

Public Safety Goals

CF-2: Maintain Optimum Response to Public Safety Calls.

Action: Maintain full complement of qualified, trained staff, and vehicle and equipment readiness to continue practice of optimum response.

CF-3: Ensure citizen readiness to respond to emergency situations.

Action: Continue to educate public on proper response to distress situations and assist in securing individual homes and apartments with fire extinguishers, smoke detectors and ready access to emergency assistance.

CF-4: Make Gaffney a Safer Place to Live ---in the Minds of the People, in the Commercial areas, in the Neighborhoods, During the Day and During the Night.

Action: Reduce the crime rate and fear of crime with increased presence of police deputies, budget constraints permitting.

Action: Maintain a highly visible law enforcement presence on school grounds and high crime areas. This will help secure a safe environment conducive to an educational atmosphere and serve as a means of preventing criminal activity.

Action: Encourage public input regarding Law Enforcement needs within their community.

Action: Remain committed to a shared and open relationship of involvement with all segments of the community.

Action: Maintain public service with the highest ethical standards, pride, integrity, courage, honor, and dignity.

Action: Vigorously pursue those who commit crimes.

Action: Ensure that community responsiveness and the prevention of crime shall always be the hallmark of this organization.

Action: Provide courteous police service with respect for the rights and dignity of all the people.

CF-5: Provide the most efficient and effective fire protection.

Action: Maintain funding source to systematically upgrade and improve departmental equipment and personnel training.

Parks and Recreation Goals

CF-6: Maintain and Further Develop Quality Recreational Facilities and Promote their use.

Action: Schedule and budget for development three additional Neighborhood Parks in the general locations shown on the Existing Park and Park Plan map.

Action: Retrofit Willow Street Park for Basketball courts.

Action: Retrofit that part of Irene Park with the swimming Pool for basketball courts. Also add off-street parking at skateboard park.

Action: Develop sports complex at McCluney Park to include soccer/football field and little league baseball park. Also include bleachers.

Action: Develop Dog Park on the undeveloped city property across the street from Park Place Park.

Action: Continue to pursue governmental grants to assist in the implementation of the above recommended actions.

Action: Continually monitor and improve existing facilities as needed.

Action: Add to the city's park inventory by encouraging or requiring land development and subdivision practices that reserve park space within or close to newly developed sites.

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

Action: Promote through better signage use of the city's parks.

Health Services and Educational Goals

CF-7: Provide Comprehensive Quality Healthcare Services which meet Community and Individual Needs and Expectations.

CF-8: Empower all students to be problem solvers, users of technology, effective communicators, and life long learners in a rapidly changing global community, by providing challenging experiences in a safe, caring, supportive and cooperative environment.

CF-9: Prepare students to contribute as productive and responsible citizens in a global society by ensuring innovative and challenging learning experiences.

CF-10: Provide affordable, quality development child care to ensure

that every child is ready to enter the first grade.

CF-11: Provide a state-of-the-art safe and well maintained public school system, and ensure quality and equity in instructional programs.

CF-12: Provide alternative training programs and opportunities for underskilled persons outside the school system---to provide them with skills to participate in the work force.

Action: Assist school district by providing volunteer municipal programs to aid in the education process, such as a pool of readers, tutors.

PART 7 ECONOMIC ELEMENT

This element of the Plan focuses on internal as well as external forces and conditions that shape the city's economy, which is an integral part of the county's economy, and is responsible for the standard of living of its inhabitants.

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

EMPLOYMENT AND LABOR FORCE

Cherokee County's civilian labor force has remained relatively constant since the turn of the century, albeit slightly down since 2000. However, the unemployment rate has changed considerably. It grew between 2000 and

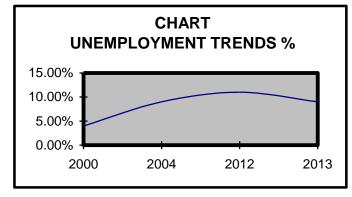
Table 29 Annual Labor Force Trends Cherokee County						
Year	Labor Force	Unemployed	Unemployment Rate			
2013	25,549	2,436	9.5			
2012	25,414	2,914	11.0			
2004	25,010	2,213	8.8			
2000	25.737	1,054	4.1			
Source.	US Dept of Labor,	Bureau of Labor Sta	atistics.			

2012 from 4.1 to 11 percent, and then began a downward trend that hopefully will extend into the future.

As to the preference or suitability of certain jobs for men and women, Table 30 makes clear, males are Construction, Agriculture,

more heavily employed in Manufacturing,

Transportation/Warehousing, and Professional jobs, while females tend to gravitate in greater numbers to Education, Health, Social Service, Finance, Art, Accommodation, Food Service and Recreation. Other industry occupations are more evenly staffed by men and women.



Females comprise the majority of

persons (53 percent) 16 years and over in the County's labor force. Over one half of all women (56.2 percent) are actually in the labor force.

EMPLOYMENT CHARACTERISTICS

Statistically, and for analytical purposes, economic data are divided into two sectors: manufacturing and non-manufacturing.

Manufacturing Sector

Since the industrialization of the South, manufacturing has driven the local economy, previously in the form of textiles. Neither textiles in particular nor manufacturing in general dominate the local economy as they once did. However, manufacturing remains important to the economic well being of the city and county.

Manufacturing jobs have declined statewide despite intensive recruitment efforts by the state. From 27 percent of all non-farm jobs in 1986, manufacturing jobs dropped to just 13.6 percent across the State in 2013.

Manufacturing jobs also are down in Cherokee County, from 6,160 jobs in 2007, the number fell by five percent in 2012 to 5,821 jobs. However, because the economy has been in decline over the last five years, manufacturing jobs actually increased as a total of all jobs, from 31 percent in 2007 to 35 percent in 2012. With over one-third of all jobs in the manufacturing sector, the county is much more dependent on manufacturing than most areas of the State, where the average is less than one-half that of the county.

This dependence on or advantage of being more heavily invested in manufacturing jobs is amplified when considering the contribution of manufacturing to the local economy. Studies have shown that the creation of 100 new manufacturing jobs can have the following impact on the local economy. It can

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

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

	TABLE 30 Business Profile Trends for Firms With Paid Employees Cherokee County							
	2007 2012							
NAICS Code	Industry Description	Number Establishments	Number Employees	Annual Payroll (\$1,000)	Number Establishments	Number Employees	Annual Payroll \$1,000	
31-33	Manufacturing	86	6,160	210,876	58	5,821	222,848	
23	Construction	152	1,675	60,413	74	507	223,101	
42	Wholesale Trade	39	458	13,409	24	420	14,016	
44-45	Retail Trade	225	2,560	44,328	235	2,669	50,006	
51	Information	13	138	3,604	9	ND	ND	
52	Finance & Insurance	52	318	11,482	70	294	11,895	
53	Real Estate/leasing	39	144	2,618	38	109	2,464	
54	Professional/Technical	53	185	5,263	48	181	6,303	
56	Admin./Remediation	49	1,348	22,103	29	730	22,529	
61	Education Services	10	ND	ND	8	ND	ND	
62	Health Care/Social Ser.	83	1,270	40,987	74	1,208	37,537	
71	Arts/Ent./ Recreation	18	161	3,100	15	160	3,745	
72	Accommodation/Food Ser.	98	1,925	18,945	86	1,781	21.041	
81	Other Services (except public administration)	155	781	12,231	162	780	14,120	
	Total	909	19,705	553,058	960	16,518	500,397	

Non-manufacturing Sector

Evolution of the national and state economies has been dominated by growth in the non-manufacturing sector. Growth in this sector has accounted for most new jobs.

Source. U.S. Census Bureau, American Fact Finder, Selected years. (ND) Not disclosed.

According to the S.C. Employment Security Commission, the service industry has become the driving force of South Carolina's economy. In fact, the service industry is projected by the Commission to provide one of every two new jobs in the state. This projection likely will apply to Cherokee county as well, as the service sector is involved in one way or another in all aspects of business,

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

However, over the last five years, during a seismic economic downturn, most job sectors lost employees. Hardest hit from 2007 to 2012, have been construction jobs, which fell by 70 percent. In fact, all non-manufacturing firms, except retail, lost jobs during this period.

Retail trade, health care and social services, and accommodation and food service make up the largest segment of non-manufacturing jobs.

The 20 largest employers in Cherokee County are, in alphabetical order:

AMBASSADOR PERSONNEL INC	MILLIKEN MAGNOLIA FINISHI				
BOYSEN USA LLC	NESTLE FOOD COMPANY INC				
BROWN PACKING COMPANY INC.	NEWARK ELECTRONICS CORP				
CHEROKEE COUNTY	NIKE RETAIL SERVICES INC				
SCHOOL DISTRICT #1	PALMETTO BROOKVIEW				
FREIGHTLINER CHASSIS CORP	SPRINGFIELD LLC				
GAFFNEY HMA INC	SUMINOE TEXTILE OF AMERICA				
HAMRICK MILLS	THE TIMKEN COMPANY				
HAMRICKS INC	UPS FREIGHT				
LIMESTONE COLLEGE INC	WAL-MART ASSOCIATES INC				
Source: S.C. Department of Employment & Workforce - 2014 Q2 SC					

Males dominate the work force, but females constitute a relatively high rate at nearly 47 percent. Unfortunately, there is considerable disparity between earnings of males and females, with females averaging 65 percent of male earnings.

Males are most heavily engaged in architecture and engineering, legal, arts, design entertainment, construction and production, transportation and moving occupations. While females are more heavily employed in management, business, science and arts occupations, education, legal, and community service and healthcare.

TABLE 31 OCCUPATION BY SEX AND MEDIAN EARNINGS, 2013	Employees			Median Earnings (dollars)		
Subject	Total	Male	Female	Total	Male	Female
		Estimate	Estimate	Estimate	Estimate	Estimate
Civilian employed population 16 years and over	21,070	53.5%	46.5%	27,349	34,510	22,603
Management, business, science, and arts occupations:	5,378	42.6%	57.4%	41,264	48,758	34,399
Computer, engineering, and science occupations:	599	64.8%	35.2%	43,352	46,420	24,227
Architecture and engineering occupations	272	97.4%	2.6%	46,278	46,378	-
Education, legal, community service, arts, and media occupations:	1,810	36.9%	63.1%	35,906	39,688	33,958
Community and social services occupations	471	43.3%	56.7%	36,311	37,069	34,728
Legal occupations	111	74.8%	25.2%	50,299	51,060	-
Education, training, and library occupations	1,075	25.2%	74.8%	38,224	42,417	34,419
Arts, design, entertainment, sports, and media occupations	153	71.2%	28.8%	21,518	28,586	16,250
Healthcare practitioner and technical occupations:	902	21.5%	78.5%	45,250	81,754	38,529
Service occupations	3,381	41.9%	58.1%	12,482	12,036	12,689
Construction and extraction occupations	957	98.5%	1.5%	37,139	37,539	-
Production, transportation, and material moving occupations:	5,603	76.8%	23.2%	30,088	32,581	23,584

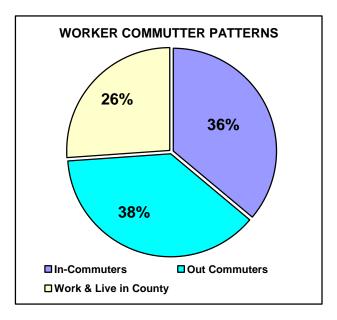
Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

WORKER COMMUTING PATTERNS

Approximately one-fourth of the county's workforce lives and works in Cherokee County. The majority either lives in the county but commutes outside for employment or lives outside and commutes to Cherokee County for work.

Being one of the smaller less populated counties on the I-85 corridor between Greenville-Spartanburg counties and Mecklenburg County, North Carolina, you expect out-migration for employment to be larger than inmigration, and it is, but not by much, 38 percent out and 36 percent in.

The largest exchange in workers is with Spartanburg County, exporting on average 3,940 workers while importing 2,325. The second largest importer of employees is from



Cleveland County, North Carolina, which also accounts for the second largest draw for Cherokee County residents.

While not quite a "Bedroom County" in the larger Greenville-Spartanburg-Mecklenburg Metropolitan Area, it is trending in that direction, pending stronger economic and job development.

TABLE 31 Worker Commuting Patterns, 2010						
County of Residence	In Commuting From	Out Commuting To	Net Exchange			
Spartanburg, SC	2,325	3,940	-1,615			
Cleveland ,NC	1,383	728	655			
Union, SC	399	176	223			
York, SC	394	283	111			
Rutherford, NC	364	134	230			
Greenville, SC	92	429	-291			
Gaston, NC	70	281	-211			
All Other Places	14,388					
Total	19,415	20,907	-1,492			

EMPLOYMENT OPPORTUNITIES

Five Biggest Trends Impacting the Job Market

Aging Baby Boomers

The largest demographic group in the United States is heading for retirement. As they grow older, baby boomers will require more frequent, specialized medical care. They will also want to maintain connections with careers and family for as long as possible. Therefore, expect to see continued growth in fields that cater to their wishes. The assisted living industry will continue to outpace other areas of healthcare, while growing teams of social workers will help care for less fortunate baby boomers.

Better Medicine

The high output of the pharmaceutical industry, combined with constant innovation in the rest of the medical field, helps people live longer, more productive lives. New treatments for previously fatal diseases require new approaches for rehabilitation. Likewise, many adults expect to work far beyond the traditional retirement age. Therefore, patients demand a new generation of physical therapists and other specialists to help prolong their quality of life.

Increased Costs of Child Care

As today's parents demand higher quality from their child care providers, the marketplace has responded with a variety of programs to help meet parents' needs. The explosive growth of pre-kindergarten educational programs call for highly trained educators who command more competitive salaries than their predecessors. Therefore, especially in major cities, the cost of caring for young children has skyrocketed. As a result, early childhood education has become a more lucrative and more stable profession than ever before. Though it has traditionally been a low-paying job, child care specialists today can expect to earn far more money today than peers who entered the field even a few years ago.

Rapid Technology Growth

Despite fears that many American companies look overseas for development of new technology, the rapid advance of ideas and the need for constant upgrades assure U.S. technology professionals of consistent job security over the next ten years.

Likewise, continual innovation assures technology workers that new machines, cables and other equipment will have to be installed every few years. Even

Internet infrastructure, which was designed to provide nearly limitless connections, is being overhauled to accommodate previously unimaginable number of new devices. Therefore, IT professionals who specialize in networking. installation and support will remain in demand as more businesses rely on new technology to help them compete.



Distributed Work

A growing number of employees, especially specialized consultants and leaders, divide their time among multiple locations at companies or client organizations. This trend has led to the use of "hot desking," where workers report to a different workstation at the start of each shift, instead of keeping their own desk or cubicle. Many workers telecommute, allowing them to reinvest time spent commuting into more productive work or family time.

CONCLUSIONS

From the preceding, we know that:

- (1) The labor market has been relatively stable, with the unemployment rate growing over the past several years, but recently trending down;
- (2) Retail trade stands out as the only segment of the economy growing over the past several years, from 2007 to 2012, creating more new establishments and increasing the number of employees;
- (3) The county exports more of its labor force than it provides jobs for, trending toward becoming a "bedroom community";
- (4) Females generally make less than their male co-workers, and.

(5) Females tend to gravitate to service jobs and males to more labor intensive jobs.

ECONOMIC GOALS (EG) AND ACTIONS

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

Realization of this goal starts with retaining the county's existing industries and businesses.

Action: Provide technical and financial assistance to existing industries and businesses, where needed, to adapt to a changing world economy.

Action: Facilitate the provision of quality child care service for low-to-moderate income workers. Promote provision of on-site child care by employers to aid employers.

EG-2: Attract new business and industry to Cherokee County, with emphasis on manufacturing jobs.

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

It is undeniable that like uses (manufacturing) attract like uses (manufacturing).

Action: Coordinate economic development activities with infrastructure and service providers, and community plans.

Action: Foster an entrepreneurial environment that encourages economic development.

Action: 1. Create new marketing tools, including CD presentations, showing the movement of better paying jobs and higher quality life conditions within the community.

- Provide business incentives to attract desired industries.
- 3. Craft and maintain zoning regulations designed to sustain and enhance existing business and industrial uses and identify and protect areas suitable for new and expanded business and industry

from encroachment by interim land uses which would detract from, would be incompatible with, or would preclude their future industrial or business utility.

4. Certify available and ready sites for industrial development.

Action: Continue to support and cooperate with the South Carolina Chamber of Commerce, the South Carolina Department of Commerce, and other regional business organizations engaged in economic development and recruitment.

Action: Assist Economic Development Agencies by Prioritizing Community Industrial Recruitment Objectives.

Setting priorities locally is critical to succeeding in the recruitment of preferred and compatible industry. The South Carolina Department of Commerce is the lead state agency for industrial recruitment, development and maintenance.

In their combined approach to economic development in general and the above goal in particular, it is recommended that their focus be on recruitment of industries for Cherokee County that are (1) environmentally sound, and (2) aligned with trends impacting future job development.

EG-3: Create New Economic Markets to Cash in on South Carolina's Emerging Recreation-Retirement Image.

Action: Expand local economic development efforts to include tourist and retiree markets. The state has placed great emphasis on promoting South Carolina as a tourist destination and retirement place. With so much free advertising by the state, it should be relatively economical for the city to cash in on these initiatives and enjoy the benefits of an even broader based economy.

PART 8 LAND USE ELEMENT

In many respects, the Land Use Element of the Comprehensive Plan is the cumulative product of the preceding seven elements, as it is based in part on information developed in each. For organizational purposes this Element is divided into five components:

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

The Existing Land Use Component provides the background and physical base upon which the Plan is predicated. After all, we are not starting from scratch. We are starting with a "built environment". It is critical to the planning process to survey, inventory and evaluate the existing use of land as a starting point. From a survey and analysis of existing land use, the land use Issues Component is developed. It identifies problems and issues which should be addressed by the Plan. The Goals, Policies and Strategies Component provides direction and articulates a guide to future development. The Plan Map Component establishes and illustrates geographic goals and objectives designed to accomplish a planned physical order of the community. And the Compliance Index Component provides instructions on the use of the Plan as it relates to zoning, proposed zoning amendments and development proposals. It is designed to ensure plan compliance as a condition to proposed zoning and development changes.

EXISTING LAND USE COMPONENT

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

2010 Assessment of Existing Land Use

The 2010 Comprehensive Plan characterized existing land use as "predominately suburban and commercial in nature, with a core downtown and small commercial pockets along the city's major corridors". It noted rapid commercialization, industrial, institutional and educational growth at the edge

of the city in the vicinity of the I-85 and SC 11 and !05 interchanges. It also noted that these business expansions have resulted in the loss of business from the downtown. In spite of the city's investment in downtown infrastructure, including, traffic lights, street lights, and park benches,

The Plan also identified low-density, single-family development as the predominant lifestyle choice. It noted the presence of sidewalks connecting neighborhoods to most major destinations, such as churches, schools, the downtown and Limestone College. Mobile homes were identified as comprising a relatively small segment of the housing market, but noting that mobile home development was increasing and locating irregularly throughout the city.

In addition to the commercial core, business development was recognized along Floyd Baker Boulevard (SC 11), Limestone extension, and SC 105.

2015 Existing Land Use

These same general observations are applicable in 2015. Not much has changed. The forces that influenced the use of land in 2010 are still at play in 2015 - lifestyle preferences, size and configuration of households, personal income, land values, infrastructure - including educational and industrial, transportation network, and the composition of the economic base are a few of the variables responsible for the current geographic distribution and condition of land use.

Land in the City of Gaffney is used for a multitude of activities, and includes everything from houses to fast food establishments, and hospitals to graveyards, all of which are interconnected. The location of any given use impacts in some way the larger environ in which it is a part.

That the existing use of land within the city will change over time is undeniable, but will likely continue at a slow rate, based on population and housing projections presented in Parts 1 and 2 of this Plan.

While change is expected to be gradual, it will alter and in most cases expand existing land uses and patterns. How prepared the city is to accommodate and influence change may well depend on its commitment to the comprehensive planning process, not just this Plan.

Comprehensive planning is more than a plan, it is a process, according to the Local Government Comprehensive Planning Enabling Act of 1994 (6-29-

510), which will result in the systematic preparation and continual reevaluation and updating of those elements considered critical, necessary, and desirable to guide the development and redevelopment of the City of Gaffney.

LAND USE ISSUES COMPONENT

Land use issues are defined as problems or concerns, both real and perceived. From an assessment of existing land use patterns and conditions in the city, and input from various public officials the following list of issues has been identified.

- Land Use Compatibility
- Visual (physical) Image
- Future size and shape of the City
- Future housing composition
- Orderly arrangement (plan) of development
- Substandard housing conditions
- Future composition and Economic Draw of downtown

Issue: Land Use Compatibility

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

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

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

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

Land use incompatibility is a universal issue. It is no less an issue in the City of Gaffney, surfacing every time a new use or project impacts an existing residential area or environmental resource. Where quality subdivisions, natural and cultural resources are threatened by "incompatible development" a policy to ensure stability should be adopted by the City. It is not enough that property be zoned residential or other appropriate protective zone designation. Zoning can break down over time and often does. But an adopted policy to guide the rezoning process in such matters will go a long way toward ensuring sustainability, particularly if it is part of the City's Comprehensive Plan. It would have the added clout of the state planning enabling act, which mandates that "regulations shall be in accordance with the (comprehensive) land use plan". Any action to the contrary would require reevaluation of the Plan itself, and its call for land use stability.

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

Issue: Visual (Physical) Image

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

The image of a community is tempered by a number of elements, both negative and positive. Based on survey observations in advance of this report and a <u>Gaffney Community Planning Charrette Report</u> in 2007, they include in Gaffney, to varying degrees, the following.

The city's most pressing negative elements may be addressed with a combination of stronger code enforcement, street improvements and enhancements, storm drainage improvements and targeted business

recruitment and development. The positive elements need to be used and viewed as building blocks to further enhance the local environment.

Positive Elements	Negative Elements					
Historical landmarks and heritage	Less than appealing entrance corridors from					
	I-85 into the city, signage blight					
Sense of Community	Limited shopping and employment					
	opportunities in downtown					
Limestone College	Vacant and deteriorating buildings and					
	dwellings					
Nice stable neighborhoods	Inadequately maintained vacant lots					
Accessibility via I-85	Train tracks and traffic in the middle of the					
	city					
Streetscape amenities in downtown and						
Limestone College neighborhood						

Issue: Future Size and Shape of the City

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

The state's restrictive annexation laws notwithstanding, the City is challenged to selectively expand its corporate limits in order to keep pace with or ahead of the spiraling cost of governmental administration and services. The operative word here is "selectively". Careful consideration should be given to the potential impact of annexation on the city's resources and services. Will the annexed property produce enough revenue to pay for City services? Will the City be required to build new police sub-station, or build new parks in support of new annexations? Will the additional costs of servicing the annexed property be passed on to those already residing in the City or will the annexed area produce sufficient revenue to pay for services received? Will the annexations produce an illogical and/or inefficient City service area? What will be the net effect of annexation? These questions need to be framed and answered before annexations take place. Annexations should be driven by design to form a more logical, efficient community service area.

Issue: Future Housing Composition

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

Housing preferences generally driven by costs include manufacture and multifamily. But these housing alternatives generally are considered incompatible with single-family environs and, therefore, restricted from most residential areas. Manufactured or mobile homes are permitted as conditional uses in all but Historical Overlay District. However, most established mobile homes fail to meet the Conditional Use Requirements of Section 724.4 of the Zoning Ordinance. Mobile home parks and subdivisions are restricted to the Mobile Home District, only one of which has been established in the city. Conditions placed on manufactured housing prohibit single wide or standard mobile homes from locating in all but the RG District. Multi-family housing is permitted in the RM-8, RM-16, CC and PDD Districts.

From the list of zoning districts in which mobile homes may be established and multi-family housing may be constructed it appears the city has responded to the need for low-income housing alternatives. As the need for such housing continues to expand, the city will need to refocus on reconciling inevitable differences in housing types in order to preserve the "single-family way of life" in the community while accommodating changes in the housing market.

Issue: Orderly Arrangement (Plan) of Development

This is the essence of land use planning---defining a framework for future development. As Gaffney is not a new City and the planning process is not starting anew, the framework already exists. Future concerns have to do with expanding, refining and massaging existing development patterns in a manner that will perpetuate an orderly land use arrangement and promote land use compatibility. Also, as Gaffney looks to the future and beyond its current city boundaries, it will need to focus on planning its unincorporated fringe areas.

The difficulty for Gaffney is that these areas are beyond its control. It must prevail on the County to do the "right thing", as there is little assurance that Gaffney's interests are protected.

Issue: Substandard Housing Conditions

Housing conditions have improved over time, but there is still ample evidence of poor and substandard housing in certain parts of the city, as noted earlier. The impact of these conditions is two-fold. They provide less than adequate housing, and they project negatively on the community.

Continued participation in low income housing rehab programs and demolition of dilapidated houses and buildings are necessary to address this issue. Also continued help from private organizations such as Habitat for Humanity and local churches contribute greatly to the improvement of housing.

Issue: Future Composition and Economic Draw of Downtown

The social and economic significance of downtown cannot be overstated. How it looks and the composition of its business makeup largely define how it and the community are perceived, either positively or negatively.

GOALS (LU), POLICIES AND ACTIONS COMPONENT

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

- Make Gaffney a preferred location to live and visit in the Upstate.
- Foster "Smart Growth".
- Promote the development, rehabilitation and maintenance of residential areas to meet the needs of a diversified population.
- Sustain "livable" environment.
- Foster Quality Development/Enhance the Physical Image.
- Optimize development opportunities and use of the City's natural, cultural, and historical resources.
- Strengthen the economic vitality and enhance the appearance, appeal and position of the city's commercial areas to compete successfully in a regional economy.

 Provide a framework for land utilization and development, to ensure an orderly, efficient, equitable and compatible arrangement and distribution of the city's physical resources.

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

LU-1: Make Gaffney a Preferred Place to live and visit in the Upstate.

As the Upstate region of South Carolina continues to grow the city is taking on renewed appeal for new development and redevelopment. It has in many of its fine neighborhoods, natural resources and geographic location all the ingredients to more fully capitalize on the region's growth potential. To this end, the following goals and strategies are designed to further strengthen the city's position in the region and establish it as the "preferred place to live and visit in the Upstate"

LU-2: Foster "Smart Growth".

Conventional Suburban Development may be an established product type but communities everywhere have determined that it is not sustainable. The cost to serve sprawling development is greater than the total amount of taxes and fees paid by developers and residents. Additional costs to the suburbanite include driving long distances from sprawling developments to find basic goods and services and the still not-fully-understood social costs of living a more isolated, car-dependent lifestyle.

Action: Amend Zoning and Development regulations to achieve "smart growth".

Recommended for inclusion in such amendments are the following:

- 1. Provisions requiring mixed use development for large scale subdivisions;
- 2. Provisions requiring new subdivisions to show existing neighborhood public space and public uses, (e.g. school sites) or where such space is planned or reserved.
- 3. Provisions to encourage commercial development within walking distance of new subdivisions;

- 4. Provisions to allow housing in all commercial areas;
- 5. Provisions directing the location of higher density and senior housing near commercial areas and community facilities, and accessible by sidewalks; and
- 6. Provisions designed to reduce dependency on private cars.

LU-3: Promote the Development, Rehabilitation and Maintenance of Residential Areas to Meet the Needs of a Diversified Population.

Action: Require all rezoning proposals to be consistent with the Comprehensive Plan.

Action: Buffer existing residential areas from dissimilar uses.

Action: Ensure through the review of development regulations that the level and type of proposed residential development will be compatible with the physical limitations of the land and established land uses in an area. Also, ensure that the transition in housing size and characteristics from one residential area to another is compatible, or sufficiently buffered to ensure compatibility.

Action: Encourage flexibility in the design and density of housing to better meet evolving market demands.

Action: Plan and zone for housing diversification, cognizant of the need to promote land use compatibility.

Action: Purge neighborhoods and areas of deteriorating and substandard buildings and housing.

Action: Require through code enforcement all housing in the City to meet minimum health, safety and sanitary standards.

Action: Continue to participate in housing assistance programs to improve housing conditions, and the availability of affordable housing.

Action: Continue to raze and remove dilapidated buildings and housing, including mobile homes, declared unfit for habitation and posing a blight on surrounding development.

LU-4: Sustain "Livable" Environment

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

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

Action: Protect through zoning properties of special value, including historical, natural resource, and existing residential areas.

Action: Require buffer strips around such uses so as to avoid or lessen the impact of development that may negatively impact the longevity of such uses.

Action: Disallow projects and uses which would negatively impact properties of special value.

LU-5: Build green.

Action: Amend Zoning and Land Development Regulations to require green development regulations.

Action: Encourage retrofitting existing buildings to use alternative energy sources, and to make them more energy efficient.

LU-6: Foster Quality Development/ Enhance the Physical Image of the City

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

The city has acted in the past to reduce the negative aspects of growth, foster quality development, and enhance the physical image of the community

through zoning and development regulations. But these regulations fall far short of what is needed to accomplish this goal

Action: Enhance commercial areas with a requirement to incorporate the use of decorative paving and pervious materials such as crushed stones to meet in part the off-street parking requirements of the Zoning ordinance. Taking this step not only would help break up the expanse of large, often underused, and nearly always unattractive asphalt parking lots, but would also reduce off-site storm water runoff.

Action: Adopt design recommendations for signage recommended by the <u>City's Planning Charrette Report, 2007</u>

Action: Initiate street tree planting program and investigate possibility of relocating overhead utility lines underground.

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

LU-7: Optimize development opportunities and use of the city's natural, cultural, and historical resources.

Action: Further identify and protect the community's historical homes, buildings, sites and cultural resources and promote tourism opportunities for these resources.

Action: Encourage land development practices that reserve open space and natural resources within or close to developed sites. Such open space should preserve the land's natural features and provide opportunities for the development of recreational facilities.

Action: Protect wetlands and flood hazard areas through maintenance and monitoring of flood hazard regulations, and maintenance of flood insurance eligibility for city residents and homeowners.

Action: Identify on the city's GIS system the location, nature, and extent of all existing and potential resources to be conserved, so that developers and property owners can mitigate or adjust development plans to avoid or incorporate such resources into the planning and development process, providing for responsible utilization as a means of conserving them for present and future generations to enjoy.

Action: Monitor development regulations requiring the use of Best Management Practices (BMP's) in dealing with the development of resource areas.

Action: Encourage the incorporation of natural and historic resources into development projects to uniquely signature such projects and conserve resources in the process.

Action: Amend Land Development regulations to require open space and resource conservation as a requirement for plat approval and site development.

Action: Promote cluster subdivisions with design features such as open space, greenways, wildlife corridors, wetland preserves, farmlands, etc. as a means of enhancing development, conserving resources, and maintaining a balanced environment.

LU-8: Strengthen the economic vitality and enhance the appearance, appeal and position of the city's commercial areas to compete successfully in a regional economy.

Action: Continue through the City's Department of Marketing and Tourism to market the community's resources to tourists, diners, history buffs, and culture seekers, as well as shoppers and people looking for a retirement home.

Action: Provide for mixed-use housing opportunities accessible to the city's commercial corridors.

Action: Target and actively recruit business opportunities identified from a marketing leakage study contained in the <u>City's Planning Charrette Report, 2007</u>. They include furniture stores, electronic and appliance stores, food and beverage stores, health and personal care stores, women's clothing stores, sporting goods, department stores and food service and drinking places.

LU-9: Provide a Framework for Land Utilization and Development to Ensure an Orderly, Efficient, Equitable and Compatible Arrangement and Distribution of the City's Physical Resources.

This goal is directed at the heart of planning -- deciding what land will be developed and the intensity of that development. It is a matter of directing

growth and development in such a manner as to sustain the built environment and community resources, and create a land use pattern characterized by:

- Stable, attractive, and diverse neighborhoods, 1
- 2 Quality employment venues properly integrated and disbursed within the urban area.
- 3 Convenient, accessible, diverse, and attractive retail areas, accentuated by historical, dining and visitation attractions,
- Quality public services and facilities which provide an infrastructure 4 support system for new development, and
- An arrangement of land uses which optimize investments in 5 existing infrastructure, and minimize investments in new and expanded infrastructure.

Action: Reference all land use and development proposals to the Land Use Plan Map for Plan compliance.

Action: Adopt a policy requiring "concurrency".

PLAN MAP COMPONENT

Land Use

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

Generalized Land

Map Symbol	Use Classification				
RCA	Residential Conservation and Infill Areas				
RDA	Residential "Density-Flex" Areas				
TA	Transition Areas				
CBR	Commercial – Business/Retail Areas				
CBI	Commercial – Business/Industrial Areas				
PMU	Planned Mixed Use Areas				

Inherent in Plan Map objectives are policies dealing more specifically with the treatment of development. These policies represent legislative intent on the part of city officials to meet development objectives for the various geographic areas comprising the city and beyond.

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

RCA, Residential Conservation and In-fill Areas

Objective

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

Policy

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

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

RDA, Residential "Density-Flex" Areas

Objective

Housing is taking on a variety of forms in the City of Gaffney as demonstrated by the land use survey. Single-family site built homes, while still the majority, comprise a smaller share of the total market than ever before. In response to a changing housing market, developers need flexibility to meet future housing demands and preferences.

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

Policy

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

TA, Transition Areas

Objective

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

Policy

The Plan Map policies for "TA" areas are:

- (1) To monitor and regulate the transitional process so as to enhance environmental conditions and improve property values.
- (2) To further evaluate such areas to determine the cause of change. Some areas so designated may be deteriorating and changing for the worse, while others may be under economic pressure for higher use and intensity development.
- (3) To carefully evaluate all proposed zoning changes in such areas to determine the impact of the transitional process, and to grant change only where substantial improvement or strengthening of the area would result---to guide the transitional process in the best interest of the community.

(4) To create and apply a transitional zone where appropriate to control the transitional process and ameliorate differences between residential and non-residential uses.

CBR, Commercial - Business/Retail Areas

Areas so designated contain principally business, commercial, and service uses and are projected to accommodate the bulk of such development in the future. They are located principally along the community's arterial corridors and established commercial nodes, including the central business district.

Objective

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

Policy

The policy is to promote and accommodate a market driven economy. Most areas so designated on the Plan Map contain business and commercial establishments at this time and are zoned accordingly. Outside of these areas such development is discouraged because it would dilute the cumulative effect of concentrated commerce, and possibly intrude into residential or resource areas.

CBR, Commercial - Business/Industrial Areas

Objective

The objectives of this classification are to safeguard existing industry from encroachment by incompatible development and to identify and protect for future use sites with industrial potential.

One of the community's greatest assets is its industry. Too often, however, existing industry is "boxed in" and prevented from expansion, and potential undeveloped sites are preempted by other uses.

Policy

To carry out the objective of this designation, it shall be the policy of the city to accommodate and protect existing industry and potential industrial sites to the extent practical and feasible. Also, it shall be the policy of the city to promote the development of Business-Industrial Parks in landscaped settings as opposed to strip development.

PMU, Planned Mixed Use Areas

Objective

Areas designated PMU on the Plan Map generally are undeveloped. The type of development is not set by this land use classification, allowing the market to drive the type and intensity of future development. Instead, the focus is on planning as a tool to ensure the proper development of such areas. To this end, the PDD in the Zoning Ordinance should be reconstructed to better meet this objective

Policy

The policy in support of this objective is to require all development proposals to be processed as Planned Development Districts (PDDs). To this end it is recommended that the three PDDs in the Zoning Ordinance be rewritten to better meet the objective of this designation.

COMPLIANCE INDEX COMPONENT

Nowhere is a Plan more essential than in decisions involving zoning or rezoning. In fact, Section 6-29-720 of the South Carolina Code of Laws, 1976 (Comprehensive Planning Enabling Act of 1994) states that "regulations (zoning) must be made in accordance with the comprehensive plan..." But unless the Plan is clear regarding what constitutes conformance, it may not succeed as a guide to the development and regulatory process.

To clarify the intent of this Plan and what constitutes "accordance" therewith, the use of a Compliance Index is recommended. The Index, presented on Table 32 establishes criteria and parameters for determining compliance. It lists the symbols shown by the Plan Map, summarizes goals and objectives, and identifies principal uses intended for each mapped area. It also shows compatible zoning districts as well as acceptable alternatives to Plan Map goals, as all are critical to the compliance issue. The map symbols and

accompanying description on the Index establish the intent of an area and the type of development which fulfills the intent. The compatible use and compatible zoning columns establish criteria for determining plan compliance. The alternative district column provides for limited plan flexibility.

The compatible zoning district column provides a range of acceptable district alternatives, from few to many, depending on the land use and development objectives of an area. Areas designated RCA, for example, show very few alternatives. This means that any rezoning request not listed by the Index should be denied on the basis of non-compliance with the Plan Map. limited rezoning response makes a strong statement for stability and conservation of existing residential neighborhoods classified RCA on the Plan Map. It must be understood, however, that compliance with the Plan does not entitle an applicant to a rezoning request. It merely states compliance with the Plan. A host of other factors such as the potential impact on traffic, natural resources, historical places, etc., could come into play and should be considered by the Commission and Council in their deliberations on the matter. Moreover, in cases involving peripheral properties less than two acres in size that would enhance or complement existing development redevelopment, the Planning Commission may recommend rezoning without revising the Comprehensive Plan. This action shall only be permitted with consent and approval of City Council at first reading of the ordinance. If not approved, the Council may deny or refer the case back to the Planning Commission for further review and revision of the Comprehensive Plan as required.

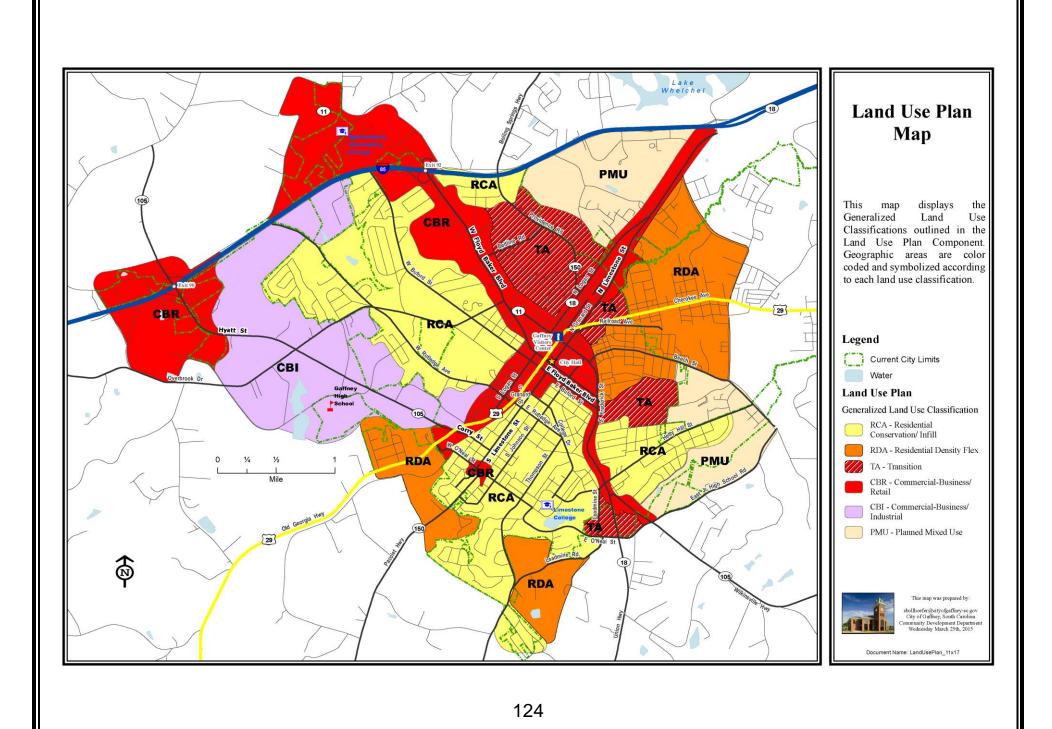
The list of "zoning district alternatives" is designed to give the Commission and Council needed flexibility to meet changing market conditions within the general framework of the Plan. However, the changes permitted by alternative districting or rezoning are inherently limited by the Plan goals and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

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

The entire processevaluating development and rezoning proposals on the basis of the Compliance Indexis designed to better infuse the Plan and the planning process into the development and zoning decision-making process.
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TABLE 32 Plan Compliance Index City of Gaffney

Land Use Symbol	Land Use Classification	Summary Objectives	Principal Permitted Uses	Compatible Zoning Districts	Alternative Zoning Districts	
RCA	Residential Conservation/ Infill	To protect existing residential areas for single-family use, and promote "infill" of single-family housing.	Single-family, detached site-built dwellings	R-12	PDD-R, R-20 R-4, CE	
RDA	Residential Density Flex	To meet the varied housing needs of changing residential market.	Single-family, townhouses, patio homes, multi-family and manufactured homes	All Residential Zones, CE	NC, PDD-MU, OC	
TA	Transition	To monitor and guide the transition of existing mixed use areas to ensure highest and best use of property in compatible surroundings.	Residential, commercial, business, and light industrial uses	All Residential Zones, NC, OC,LI, All PDDs	GC	
CBR	Commercial- Business/Retail	To concentrate business and retail establishments for cumulative draw in areas central and accessible to the community at large.	Office, Retail and Service establishments	NC, OC, GC, CC, PDD-MU, PDD-RC	LI, RM-8, RM-16	
СВІ	Commercial- Business/Industrial	To promote the development of Business and Industrial Parks and protect existing industry and areas with industrial potential for future industrial development.	Office, Wholesale, Service, Manufacturing, and Warehousing uses.	LI, BI, PDD-MU, PDD-RC, OC	GC. RM-8, RM-16	
PMU	Planned Mixed Use	To ensure the proper planning and development of large undeveloped tracts.	Market driven uses in planned settings	PDD	All Residential zones	



PART 9 PRIORITY INVESTMENT ELEMENT

The purpose of the Priority Investment Element is to tie the capital improvement needs identified in preceding elements of the Plan to forecasted revenues for the next five years. It is, in essence, a five-year Capital Improvements Plan that is meant to guide the annual budgeting processes.

In June 2007, the governor signed into law the South Carolina Priority Investment Act (PIA). The PIA consists of amendments to the 1994 Local Government Comprehensive Planning Enabling Act. One of the amendments adds the Priority Investment Element to the list of required elements for local comprehensive plans. The PIA states the following regarding this element:

"A priority investment element [is required] that analyzes the likely federal, state, and local funds available for public infrastructure and facilities during the next ten years, and recommends the projects for expenditure of those funds during the next ten years for needed public infrastructure and facilities such as water, sewer, roads, and The recommendation of those projects for public schools. expenditure must be done through coordination with adjacent and relevant jurisdictions and agencies. For the purposes of this item, 'adjacent and relevant jurisdictions and agencies' means those counties, municipalities, public service districts, school districts, public and private utilities, transportation agencies, and other public entities that are affected by or have planning authority over the public project. For the purposes of this item, 'coordination' means written notification by the local planning commission or its staff to adjacent and relevant jurisdictions and agencies of the proposed projects and the opportunity for adjacent and relevant jurisdictions and agencies to provide comment to the planning commission or its staff concerning the proposed projects. Failure of the planning commission or its staff to identify or notify an adjacent or relevant jurisdiction or agency does not invalidate the local comprehensive plan and does not give rise to a civil cause of action."

The city's priority investment element includes all capital projects and facilities identified in the City's 5-year capital Improvement Plan, as well as sidewalk extensions recommended by the Sidewalk Plan contained in this Comp Plan Update.

PROCESS

The list of future capital improvement projects is (1) the result of input from the various Department heads and (2) projects proposed as a result of the Comprehensive Planning process. The task of the Department Heads was to identify needed capital improvements to sustain and/or improve existing service levels and repair/replace obsolete or worn out facilities.

The result of this process is a Short Range (5-year) capital improvement plan (CIP). It is included in this document, together with additional funding recommendation for sidewalk extensions. For long-range projects, further analysis, prioritization, and review will need to occur, as well as the availability of outside financial assistance.

PRIORITIZING CAPITAL IMPROVEMENTS

Capital facility needs almost always outweigh the resources to meet such needs. As a result, there is continuing pressure on local officials to fund more projects than they have resources to support. In response to this situation the city needs to establish an objective, defensible criteria or priority schedule for weighing one proposed project against another. The elements of such a schedule are outlined in the following recommended priority listing.

Priority 1 – New public facilities and improvements to existing facilities that eliminate public hazards.

Priority 2 – The repair, renovation or replacement of obsolete or worn out facilities that are necessary to achieve or maintain existing levels of service.

Priority 3 – New and expanded facilities that reduce or eliminate deficiencies in levels of service.

Priority 4 – New and expanded facilities necessary to serve new development and redevelopment projected during the next five years and beyond.

Also, the priority schedule should take into account both capital costs and the cost to operate and maintain proposed improvements in order to achieve the best use of funds and cost efficiency.

Most scheduled projects and activities listed on Table 33 will require local funding, augmented by grants, where available.

Table 33 CAPITAL IMPROVEMENT PLAN/BUDGET								
Project Description	Revenue	Estimated Cost and Implementation Schedule						
	Sources	2016	2017	2018	2019	2020	Long Range	
RECREATION								
Ranger truck	Hospitality tax	25,000						
48" Scag mower	Hospitality tax		9,000					
Repair park fences	Hospitality tax			8,000				
Storage bins	Hospitality tax				17,500	17,500		
Retrofit Irene Park swimming pool with basketball court	Hospitality tax	100,000						
Retrofit Willow St. Park for Basketball courts	General Rev./ Hospitality tax				100,000			
Develop sports complex McCluney Park	General Rev./ Hospitality tax		200,000					
Develop Dog Park	General Rev./ Hospitality tax					50,000		
Develop new Neighborhood Park in Northwest Gaffney	General Rev./ Hospitality tax					250,000		
Develop two Neighborhood Parks - Southwest and Southeast parts city	General Rev./ Hospitality tax						To be determined	
PUBLIC SAFETY: FIRE		405.000	I		_			
Remodel HQ Station	General Revenue	125,000						
Replace Fire	General		50,000					
Marshall truck	Revenue							
Air Pack Replacements	Grants	220,000						

TABLE 33 CONTINUED CAPITAL IMPROVEMENT PLAN/BUDGET							
Project Description	Revenue	Estimated Cost and Implementation Schedule					
	Sources	2016	2017	2018	2019	2020	Long Range
Security Access	General	25,000					
Systems	Revenue						
Generator St14	Grants		40,000				
Replace some	General			50,000			
Extrication	Revenue						
Refurb Ladder Truck	General					175,000	
	Revenue						
New Fire Truck	General				550,000		
	Revenue						
New Fire Station –	GO Bond						1,800,000
Beltline Road							
PUBLIC WORKS							
Stick Camera	General	20,000					
	Revenue						
Roll out carts	General	10,000	10,000	10,000	10,000	10,000	Continue annual
	Revenue						funding
Dump Truck (single)	General	85,000					
	Revenue						
Dump Truck (tandem)	General		130,000				
	Revenue						
Scag Mower	General		9,000	9,000	9,000	9,000	Continue replacement
	Revenue						
Flat Bed Dump	General			28,000			
	Revenue						
Crew Cab Truck	General		28,000				
	Revenue						
Sand Spreaders	General	15,000	15,000				
	Revenue						
Upgrade Phone System	General Rev	6,000					
Cat 953 Loader	General Rev					350,000	

Table 33 CONTINUED											
CAPITAL IMPROVEMENT PLAN/BUDGET											
Project Description	Revenue	Estimated Cost and Implementation Schedule									
	Sources										
Maintenance Shop		2016	2017	2018	2019	2020	Long Range				
Replace Fuel Island	General Revenue	75,000									
Replace 3 Garage Doors	General Revenue	4,000	4,000	4,000							
Tool Upgrade and Replacement	General Revenue	5,000	5,000	5,000	5,000	5,000	To be Adjusted				
Public Safety Police Dep	artment										
Vehicle replacement	General Revenue	(5) 150,000	(5) 150,000	(5) 150,000	(3) 90,000	(3) 90,000	Reassess need				
Body armor (10 a year)	Gen Rev.	8,000	8,000	8,000	8,000	8,000	Continue replacement				
Training Facility	Gen Rev	30,000	30,000	20,000	10,000	5,000	Reassess need				
Digital car camera (4 year)	Gen Rev	20,000	20,000	20,000	20,000	20,000	Upgrade hardware				
Body cameras	Gen Rev	To be bid									
LE Rifles	Gen Fund	6,000	5,000	5,000	5,000	5,000	Reassess need				
Community Developmen	nt										
Pick-up Truck			20,000			20,000					
Sidewalk Improvements											
Providence Road Ex. – 2,018 ft @ \$100 ft.	DOT – TE Grants		201,800								
Twin Lake Rd Ex. – 2,797 ft @ \$100 ft	DOT – TE Grants				279,700						
N Logan St Ex3,146 ft	DOT-TE						To Be Determined				
Thompson St Extension - 3,830 ft	DOT – TE Grants						To Be Determined				
Bikeway Improvements											
Retain Firm to Detail	DOT – TE	To be									
Plan Improvements	Grants	Determin	ed								

FUNDING SOURCES

The primary source of revenue for capital projects is General Obligation Bonds (G.O. Bonds). G.O. Bonds are secured by the city's projected future property tax revenue stream. The State of South Carolina limits the amount that local governments can borrow through G.O Bonds to 8% of the assessed value of taxable property. To issue bonds in excess of the 8 percent limitation would require the city to hold a referendum. Grants also are a major source of capital improvement project funding.

Property taxes account for the city's single largest income source, at 38 percent of all income in fiscal year 2014-15, totaling \$4,661,000. License, permits, fines and fees account for the second largest source at 22 percent followed by intergovernmental revenue at 19 percent.

General governmental operations are dependent principally on local taxes, penalties and fees. All grants and fees are collected for a specific expenditure, with no wiggle room for moving such funds around. The city also receives a large sum annually from the Gaffney Board of Public Works, but most of the money is returned in the form of electricity bills primarily for street lighting.

A review of the city's budget reveals that expenditures for FY-2014-15 are maxed out at projected revenue total. The largest expenditure, as in most cities is for law enforcement, including municipal court. This item accounts for 28 percent of the city's budget. Fire protection also a safety service is also a big item, accounting for 18 percent of the annual budget, followed by general government and finance expenses at 15 percent of the budget. Parks, recreation and beautification account for just four percent of the city's budget, which accounts in large measure for the park deficit identified in this report.

Inasmuch as the city's budget is maxed out, it may need to turn to other revenue sources in order to finance in full the proposed capital items scheduled on Table 33. These sources include the following.

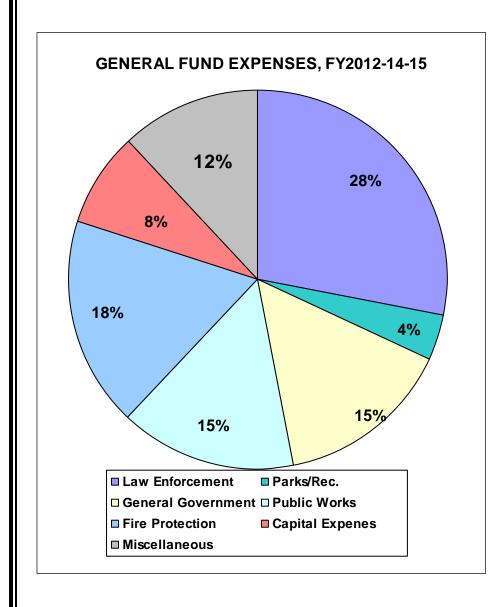
- G.O. Bonds: Seek Additional funding from G.O. bonds by holding a referendum to exceed the State cap of 8% bonding capacity of the County;
- 2. Capital Projects Sales Tax: Hold a referendum to establish a 1% capital projects sales tax;
- 3. Grants: Seek additional funding through private, state and federal

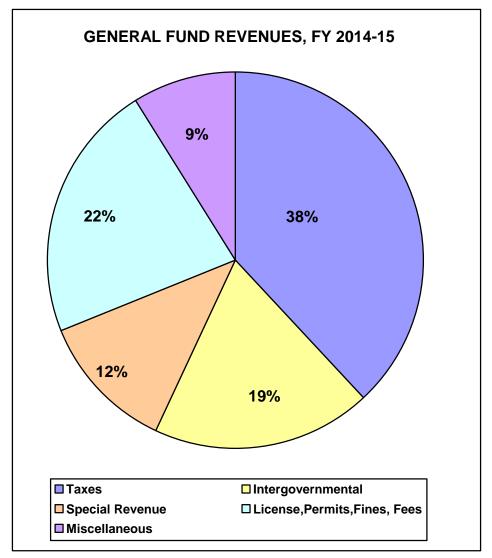
grants.

- 4. Accommodations Tax: The accommodations tax is available for tourism related projects; and
- 5. American Recovery and Reinvestment Act: The American Recovery and Reinvestment Act contains a number of competitive grants to State and local governments that could help fund City projects; and a variety of grants are available to local governments to promote energy efficiency and reduce fossil fuel emissions, such as the Energy Efficiency and Conservation Block Grant.
- 6. User fees: Consider user fees for city services where appropriate or feasible.
- 7. Impact fees: Consider impact fees for park and transportation improvements.

Historically, sidewalks have been funded primarily with local sales tax revenue. More recently however communities have been able to use Transportation Enhancement funds available through SAFETEA-LU, and administered by SCDOT. These funds are targeted for bicycle/pedestrian network enhancements. Additional funding sources include:

- Local Government Initiatives
- Capital Programs (bond issues and sales tax)
- Federal and State Enhancement and Recreational Trail Programs
- National and Local Foundations
- Public/Private Partnerships





PRIORITY INVESTMENT POLICY

Coordination of Capital Improvements

The city's policy is to coordinate major capital improvements with nearby governmental jurisdictions, where possible. Coordination may include techniques such as joint funding of capital improvements, shared use agreements, or shared maintenance or operation agreements. Opportunities for co-location of facilities and/or land swaps between governmental entities also will be explored.

All relevant governmental agencies and public service providers will be consulted in the planning stages as the city implements specific capital improvements, and the city will assist other local governmental agencies in the implementation of their Capital Improvements Programs so long as they are consistent with the city's Comprehensive Plan.

Seek Service Efficiencies and Coordination

The city seeks to coordinate the provision of public services with other local government jurisdictions where such coordination will provide cost savings and/or quality improvements. The city also seeks to coordinate the provision of public services and operations amongst its various departments.

Economic development is one area where the city can benefit from increased coordination with County, State and regional agencies. Businesses look primarily at the regional and county levels in selecting desired business locations, and so the city stands to benefit from the success of regional and county marketing and business development efforts.

In other cases, such as emergency response, coordination of local government with state agencies is essential to effective action. The city will continue to work with county, state, and local partners to enhance emergency preparedness and maximize resiliency in response to all types of disasters, natural, and manmade.

Operation/Maintenance of Capital Expenditures Essential to scheduling capital improvements is understanding the potential impact and ramifications of the continued operation and maintenance of such improvements. Expansion of capital improvements is often associated with increased annual operation and maintenance costs. In addition, some public facilities need to be staffed on a part-time or full-time basis. The city intends to engage in forward-looking planning efforts to understand the long-term budgetary impacts of all planned capital improvements.