

RICHLAND COUNTY
DEVELOPMENT & SERVICES
COMMITTEE AGENDA



Thursday, DECEMBER 16, 2021

5:00 PM

COUNCIL CHAMBERS

The Honorable Allison Terracio, Chair

County Council District 5

The Honorable Derrek Pugh

County Council District 2

The Honorable Gretchen Barron

County Council District 7

The Honorable Cheryl English

County Council District 10

The Honorable Chakisse Newton

County Council District 11

RICHLAND COUNTY COUNCIL 2021



Bill Malinowski
District 1
2018-2022



Derrek Pugh
District 2
2020-2024



Yvonne McBride
District 3
2020-2024



Paul Livingston
District 4
2018-2022



Allison Terracio
District 5
2018-2022



Joe Walker III
District 6
2018-2022



Gretchen Barron
District 7
2020-2024



Overture Walker
District 8
2020-2024



Jessica Mackey
District 9
2020-2024



Cheryl English
District 10
2020-2024



Chakisse Newton
District 11
2018-2022



Richland County Development & Services Committee

December 16, 2021 - 5:00 PM
Council Chambers
2020 Hampton Street, Columbia, SC 29201

1. **CALL TO ORDER** The Honorable Allison Terracio

2. **APPROVAL OF MINUTES** The Honorable Allison Terracio
 - a. November 18, 2021 [PAGES 7-9]

3. **ADOPTION OF AGENDA** The Honorable Allison Terracio

4. **ITEMS FOR ACTION** The Honorable Allison Terracio
 - a. Move to direct staff to evaluate current zoning laws that permit zoning designations for large residential developments to remain in perpetuity and present options to re-evaluate and or rezone those properties if they are not developed within 7 years. Recommendations should include processes to ensure that zoning and the comprehensive plan remain consistent with the lived character of the community [Newton - July 13, 2021] [PAGES 10-16]

 - b. Division of Solid Waste & Recycling - RC Code of Ordinances, Chapter 12 Re-Write [PAGES 17-104]

 - c. “Move to invite the Richland County Conservation Commission to present the Lower Richland Tourism plan to Council.” [Newton and English – November 16, 2021] [PAGES 105-414]

 - d. Richland County Conservation Commission - Cabin Branch Property Purchase [PAGES 415-454]

5. **ITEMS PENDING ANALYSIS: NO ACTION REQUIRED** The Honorable Allison Terracio

- a. I move to direct the County Attorney to work with the County Administrator to research and draft an absentee landlord ordinance. The ordinance should provide potential remedies for individuals who violate county ordinances and provide, via supplemental documentation, a comprehensive review of the legal impacts [potentially] associated with the adoption of such an ordinance.
[NEWTON and DICKERSON]

6. ADJOURNMENT



Special Accommodations and Interpreter Services Citizens may be present during any of the County's meetings. If requested, the agenda and backup materials will be made available in alternative formats to persons with a disability, as required by Section 202 of the Americans with Disabilities Act of 1990 (42 U.S.C. Sec. 12132), as amended and the federal rules and regulations adopted in implementation thereof. Any person who requires a disability-related modification or accommodation, including auxiliary aids or services, in order to participate in the public meeting may request such modification, accommodation, aid or service by contacting the Clerk of Council's office either in person at 2020 Hampton Street, Columbia, SC, by telephone at (803) 576-2061, or TDD at 803-576-2045 no later than 24 hours prior to the scheduled meeting.



Richland County
Development & Services Committee
November 18, 2021 –5:00 PM
Council Chambers
2020 Hampton Street, Columbia, SC 29201

COMMITTEE MEMBERS PRESENT: Allison Terracio, Chair, Derrek Pugh, Gretchen Barron, Cheryl English and Chakisse Newton

OTHERS PRESENT: Bill Malinowski, Michelle Onley, Tamar Black, Angela Weathersby, Kyle Holsclaw, Justin Landy, Dale Welch, Leonardo Brown, Lori Thomas, Aric Jenson, John Thompson, Dale Welch, Syndi Castelluccio, Randy Pruitt, Stacey Hamm, Steven Gaither, Dwight Hanna, Patrick Wright, Chris Eversmann, John Ansell, Michael Maloney, Ashiya Myers, and Michael Byrd

1. **CALL TO ORDER** – Ms. Terracio called the meeting to order at approximately 5:00 PM.

2. **APPROVAL OF MINUTES**

a. **Regular Session: October 26, 2021**–Mr. Newton moved, seconded by Ms. Barron, to approve the minutes as distributed.

In Favor: Pugh, Terracio, Barron, and Newton

Not Present: English

The vote in favor was unanimous.

3. **ADOPTION OF AGENDA** – Ms. Barron moved, seconded by Ms. Newton to approve the agenda as published.

In Favor: Pugh, Terracio, Barron and Newton

Not Present: English

The vote in favor was unanimous.

4. **ITEMS FOR ACTION**

a. **Move to direct staff to evaluate current zoning laws that permit zoning designations for large residential developments to remain in perpetuity and present options to re-evaluate and/or rezone those properties if they are not developed within 7 years. Recommendations should include processes to ensure that zoning and the comprehensive plan remain consistent with the lived character of the community** – Ms. Newton stated staff has worked on a process

Development & Service Committee
November 18, 2021

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they will use to bring the information before Council on a more regular basis during the time we are reviewing the Comprehensive Plan. She noted it is not adopting the motion, as much as modifying the process by which they bring information to Council.

Audio problems

Ms. Newton moved, seconded by Ms. Barron, to hold this item in committee.

In Favor: Pugh, Terracio, Barron and Newton

Not Present; English

The vote in favor was unanimous.

b. Divison of Solid Waste & Recycling - RC Code of Ordinances, Chapter 12 Re-write -

Audio problems

Ms. Terracio noted the ordinance states, “Solid waste placed at curbside for collection shall be considered property of Richland County unless reclaimed by the generator of the waste”. She inquired about others being able to pick up a curbside item besides Richland County or the owner.

Mr. Eversmann noted the ordinance had a lot of carryover from the previous ordinance, and that sentence was one of them. The original intent was to address scavenging. This is not frequently enforced, but staff is willing to review it without diminishing the scavenging aspect of the ordinance.

Mr. Malinowski stated he is going to give Mr. Eversmann a list of all his questions and concerns. If any of his questions require a change, he requested the item be brought back to the committee.

Mr. Eversmann noted any changes in the ordinance moving forward will be notated.

Ms. Newton inquired if the ordinance will require three (3) readings and a public hearing.

Mr. Eversmann responded in the affirmative.

Audio problems

Ms. Barron moved, seconded by Mr. Pugh, to hold this item in committee until Mr. Malinowski’s questions/concerns are addressed.

In Favor: Pugh, Terracio, Barron and Newton

Abstained: *English (* Ms. English stated that she arrived late and did not hear the discussion prior to voting.)

The vote in favor was unanimous.

- c. **Acceptance of an Unnamed Street into the County Road Maintenance System (CRMS)** – Mr. Maloney stated this is a road entrance to a subdivision on Garner’s Ferry Road that has a left turn bay that was not a part of the original plat.

Audio problems

Mr. Maloney noted the standard practice for intake of a road would be if there were homes on each side of the road, but not in this case. He noted the Homeowner’s Association is going to upgrade the street to County standards and that is why staff’s recommendation is a conditional approval.

Mr. Malinowski inquired if the roads would have been include in the abandoned roads the Council took in years ago.

Mr. Maloney stated he is unsure, but will follow-up.

Mr. Malinowski inquired if allowing one minor non-conformance would lead to more minor non-conformances. He suggested changing the language of the ordinance to indicate “entrance roads into subdivisions are exceptions to the need for individually owned lots to front directly on the street right-of-way”.

Ms. Newton moved, seconded by Ms. Barron, to forward to Council with a recommendation to approve staff’s recommendation to conditionally approval the acceptance of “Unnamed Street” (a.k.a. Club House Drive) into the County Road Maintenance System (CRMS) once the street is brought up to County standards by the current owners (the neighborhood Homeowners’ Association {HOA})

Ms. Newton inquired, if the pros and cons of Mr. Malinowski’s recommendation be addressed when the item comes before Council.

In Favor: Pugh, Terracio, Barron, English and Newton

The vote in favor was unanimous.

5. **ITEMS PENDING ANALYSIS: NO ACTION REQUIRED**

- a. **I move to direct the County Attorney to work with the County Administrator to research and draft an absentee landlord ordinance. The ordinance should provide potential remedies for individuals who violate county ordinances and provide, via supplemental documentation, a comprehensive review of the legal impacts [potentially] associated with the adoption of such an ordinance. [NEWTON and DICKERSON]** – Ms. Terracio stated staff has updated the document with some deliverable dates.

Ms. Newton inquired if, between now and February, staff will be working on the draft to be presented.

Mr. Jensen responded in the affirmative, but noted they were deliverable deadlines, so they may occur prior to the deadlines.

6. **ADJOURNMENT** – The meeting adjourned at approximately 5:17 PM.

**Development & Service Committee
November 18, 2021**

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Agenda Briefing

Prepared by:	Planning & Development Services Staff	Title:	
Department:	Community Planning & Development	Division:	Planning & Development
Date Prepared:	September 14, 2021	Meeting Date:	September 28, 2021
Legal Review	Elizabeth McLean via email	Date:	September 21, 2021
Budget Review	James Hayes via email	Date:	September 17, 2021
Finance Review	Stacey Hamm via email	Date:	September 17, 2021
Approved for consideration:	Assistant County Administrator	Aric A Jensen, AICP	
Committee	Development & Services		
Subject:	Reverting Previously Approved Map Amendments after a Period of Non-Development		

STAFF’S RECOMMENDED ACTION:

Staff recommends taking no action in regards to the proposed motion and continuing with current initiatives and processes in conducting a continual planning program for the County.

Request for Council Reconsideration: Yes

FIDUCIARY:

Are funds allocated in the department’s current fiscal year budget?	<input type="checkbox"/>	Yes	<input type="checkbox"/>	No
If no, is a budget amendment necessary?	<input type="checkbox"/>	Yes	<input type="checkbox"/>	No

ADDITIONAL FISCAL/BUDGETARY MATTERS TO CONSIDER:

There are no fiscal/budgetary implications related to this motion other than costs for posting of properties related to a map amendment.

COUNTY ATTORNEY’S OFFICE FEEDBACK/POSSIBLE AREA(S) OF LEGAL EXPOSURE:

This is a “working” copy. The County Attorney’s office may have additional suggested changes as the readings move forward and will provided its comments under separate cover.

REGULATORY COMPLIANCE:

Enacting zoning or making amendments to zoning is a legislative function of County Council as part of its police power. As such, it cannot delegate its power to approve zoning changes to a board, commission, or as an administrative function. Similarly, zoning cannot be exercised arbitrarily. Section 26-52(b) (2) a of the Richland Code of Ordinances, Land Development Code (2005 version), specifies that County Council can initiate map amendments through the adoption of a motion, among other parties.

Zoning ordinances must follow the comprehensive plan for that jurisdiction as it is the primary tool for carrying out the land use element of the comprehensive plan. Per Section 26-4 of the Richland County Code of Ordinances, Land Development Code (2005 version), "Any amendments to or actions pursuant to this chapter shall be consistent with the comprehensive plan. The comprehensive plan may be amended and the Land Development Code for Richland County shall reflect and incorporate those amendments." Further, in Section 26-52(a) of the Code of Ordinances, Land Development Code (2005 version), it is noted amendments to the text or map of the zoning ordinance "shall be made in accordance with the county's comprehensive plan."

Per Section 6-29-510(E) of the SC Code of Laws, local governments must reevaluate comprehensive plan elements at least every five years; local governments must enact changes to, or update, the comprehensive plan at least every ten years. A comprehensive plan older than ten years may be subject to a legal challenge. This section falls under the function and purpose of the Planning Commission in having a continual planning program and process.

MOTION OF ORIGIN:

"Move to direct staff to evaluate current zoning laws that permit zoning designations for large residential developments to remain in perpetuity and present options to re-evaluate and or rezone those properties if they are not developed within 7 years. Recommendations should include processes to ensure that zoning and the comprehensive plan remain consistent with the lived character of the community."

Council Member	Chakisse Newton, District 11; Bill Malinowski, District 1; and Paul Livingston, District 4
Meeting	Special Called Meeting
Date	July 13, 2021

STRATEGIC & GENERATIVE DISCUSSION:

County Council currently has the authority and ability to do as suggested via the motion. Per Section 26-52, requests for map amendments, or rezonings as it is informally known, can be initiated via four ways: 1) Through an adopted motion by the Planning Commission; 2) Through an adopted motion by County Council; 3) Through the Planning Director or Administrator; or 4) by a property owner or their representative. Council can initiate a map amendment through their normal motion process. However, if the motion were to be adopted, it would then go through the standard map amendment procedure, i.e., including staff and Planning Commission review and recommendation and the required public postings and public hearing.

The zoning of a property stays in place until such time as it is changed. Per the code, and as a planning practice, a property should only be rezoned if it is consistent, or in compliance, with the policies set forth in the comprehensive plan. For map amendments, this primarily entails consistency with the Future Land Use Map [FLUM]. The FLUM is a direct translation of the vision and goals of the comprehensive plan into a graphic map for where and how growth and development should be occurring in order to support policies of the plan. It is the primary tool utilized in review of map amendments as requests are made. The FLUM proposes the way that an area should be growing and developing to match the vision as adopted in the plan: what the FLUM proposes may not necessarily match what an area currently is but what it should become over a ten- to twenty-year period. Ultimately, the FLUM is set up with regard to future needs and available capacity to support various needs, e.g., population and housing demand, as identified in the plan.

Per the SC Comprehensive Planning Act, the comprehensive plan and/or particular elements of it need to be reviewed periodically. As part of this review, revisions may be necessary or warranted. SC Code of Law §6-29-510(E) requires that the comprehensive plan be evaluated at least once every five years to determine whether any changes are needed; additionally, the comprehensive plan, including all elements as a whole, must be updated at least every ten years. Revisions may be recommended as necessary and warranted but are not required as part of the interim update between plans. The update process itself will inherently include changes and revisions. Similarly, as an outcome of new plan or changes to plan elements, amendments should also occur to other planning programs and tools associated with the comprehensive plan, i.e., the land development code.

The motion as stated is ultimately unnecessary and, if followed through upon as worded, problematic.

As stated above, a map amendment should only be approved where consistent with the comprehensive plan. For example, if an applicant were to request to rezone from RS-MD to NC and that request were to be approved, it should have been consistent or in compliance with the comprehensive plan. As such, that change in zoning from one district to another is in itself an appropriate zoning district for that location. Likewise, the date of when the approval was made or who the original applicant was does not matter and has no bearing for determining the appropriateness of an approval. Similarly, any request should automatically be taking into consideration the full gambit of potential uses that can be developed under that zoning versus what an applicant may claim is their intent. An applicant can express intent to establish a specific use or create a certain type of development, however, there is not guarantee that the use, development, product, etc., as proposed is what will or has to be developed. In regards to this,

any approval done by Council cannot be made contingent on that proposal or certain use being developed; this is known as contract zoning and is illegal. So, whether or not an applicant stated "this" was the plan or "that" is the use for the site, whatever is allowed is allowed and should otherwise be consistent with the comprehensive plan and FLUM for the area.

A problem with the motion arises with the follow through to rezone properties that received prior approval. Again, assuming that rezoning approvals were made where consistent with the comprehensive plan, then the zoning is appropriate as is. The zoning would be in character with the desired development and land use character for the future growth of that area, whether or not any use has been established on that property. Similarly, a connected problem exists with how, or which, properties are eyed to be rezoned. This has the potential to single out only certain properties versus looking at an area as a whole, again assuming an approval was made where consistent with the comprehensive plan. If the intent is to re-evaluate prior approvals for cases that were recommended for denial, where an approval would not have been consistent or in compliance with the comprehensive plan, then such would be an appropriate response; or the inverse.

For example, if "Land Developer and Home Builder, LLC" were to request to rezone one hundred acres in an area and would be consistent with the comprehensive plan, it should be approved. Similarly, if "Mindy Silverstone" made the same request, as long as it is consistent with the comprehensive plan it should be approved. In either example, the requests to rezone would be appropriate for the area per the comprehensive plan. Using the same examples, if an approval was thirty-five years ago, and still is consistent with the comprehensive plan, then it is appropriate whether or not development has taken place, who the original applicant was, or even who the current owner of a property is; zoning carries forward with the land through time in perpetuity. As long as it is consistent with the comprehensive plan it should not be reverted to the prior zoning due to the absence of establishing a use.

Another problem with the motion involves vested rights, and development rights more generally, and, would normally only apply where an attempt to establish a use is being pursued. In general, a vested right is a right or entitlement of a property owner to use property in a certain way or to undertake and complete the development of a property despite a zoning change that would otherwise prohibit such a use or development.

The LDC Rewrite, which is scheduled for first reading on September 28, is one of a few initiatives that will address some of the potential mismatches for how areas are zoned. The current draft of the proposed LDC includes similar language (see Sections 26-1.6, 21-1.10, 26-2.4(d) (2) c, and 26-2.5(b) of the draft) of the current LDC regarding compliance/consistency with the comprehensive plan and Council authority to initiate a map amendment. The proposed code does give slightly more liberal ability for providing approvals to map amendments than the standards within the current LDC. Specifically, these are found in Section 26-4.2(b)(4) of the draft code and allow other reasons, in addition to the comprehensive plan, for why or why not a map amendment should be approved.

In addition to the language change for map amendment decision standards, the LDC Rewrite will be looking at the remapping of the entire county. This will require that every property in the county receive a new zoning found within the regulations of the draft code. As noted during the Remapping work session and in discussion with Councilmembers individually, staff is utilizing an iterative process

following specific principles and technical rules. In general, the principles and the derivative rules seek to implement the comprehensive plan and zone properties as appropriate per the FLUM. This inherently, as a primary focus, seeks to establish consistency with where and how zoning districts are applied. Likewise, the principles also look at maintaining equivalent districts, as appropriate, at their present location where land use controls are suitable for current development. As such, the remapping process may provide for the reversal of some approved map amendments to a less intense or alternate district, though seldom likely cause a harsh change in intensities, e.g., current RS-HD to proposed RT, except for those that could be argued as spot zonings.

As noted previously, the comprehensive plan must undergo an update every ten years. PLAN Richland County was adopted in March of 2015. Staff began performing an evaluation of the comprehensive plan in the fall of 2019, but was interrupted due to the COVID-19 pandemic. The primary focus of the evaluation had been to analyze map amendments since the adoption of the 2015 plan. This has looked at how consistency has been applied through the approval or disapproval of rezonings. As an outcome of this, staff has determined that the FLUM needs to be revised to include greater prescription to the map than the blobby application it currently provides. This enhanced specificity will still allow for flexibility with the FLUM, while also giving it greater predictability for how that area should be growing regarding development. Similarly, an update to the plan in its entirety will be forthcoming in the next few years. With both the revision to the FLUM and the eventual full update, staff will be looking to implement "degree of change" as a planning tool when looking at the future growth for an area as part of the FLUM designations.

ADDITIONAL COMMENTS FOR CONSIDERATION:

Consistency is a term that staff often uses in its reports related to map amendments. It is a concept, and a specific doctrine in planning, ensuring land use decisions such as zoning decisions are congruous with the recommendations set forth in the comprehensive plan. Ultimately, consistency presents itself in the form of how the comprehensive plan is being implemented, especially in zoning. Zoning is the primary tool for implementing the vision of the comprehensive plan. Since it is the specific law for the type of development, how that development may be created and function, and, importantly, where development can occur, it plans a critical role in bringing the comprehensive plan to life. Consistency, in relation to rezoning cases, works by looking at the recommendations of the comprehensive plan and what the zoning can achieve. If the type of development that will be allowed matches the policy guidance set forth in the FLUM, such as desired development and/or land use and character, then that decision would be deemed consistent or in compliance. This makes the FLUM a key piece of policy that staff utilizes in making its recommendations and that Council should be relying upon for how it is making its decisions in regards to map amendments, among others.

As noted earlier, the County's FLUM could be strengthened; this is not to say the map is unfunctional or inappropriate or out of date. Simply, it is too far in one type than another. It is a demonstration of one style of FLUM, blobby, that provides greater flexibility with land use decisions. This has often been referred to as "the broad brush of the plan". Here, the FLUM seeks to allow for flexibility when needed versus being overly prescriptive in nature, the opposite spectrum to blobby. In any event, it still presents the vision for where and how an area should grow and develop over a long-term time horizon. As noted above, staff will be looking to make modifications to the FLUM to help provide an additional

layer of prescription to continue allowing for flexibility and adding greater predictability for the overall FLUM.

One potential element of this includes adding a "degree of change" framework. Degree of change is a planning tool that corresponds to the pace at which an area should grow according to the established vision and policy elements. This has been a relatively new feature in helping guide plan implementation related to land use and other policy investments related to comprehensive plans. This a key feature in the City of Memphis's award winning, "Memphis 3.0 Comprehensive Plan", as well as other recent award winning plans. Ultimately, this looks at the level, intensity, scale, etc., of how an area should be growing in order to meet the vision and recommendations of the plan. This is not a tool which will stop development, it simply helps provide clarity on how quickly (rate of change) it should be occurring. Usually, these are different indicators, all of which would allow for growth and development, e.g., nurture, evolve, and transform - low, medium, and high. As part of the revisions to the FLUM staff will be looking to include a similar framework for the County.

With the LDC Rewrite entering into the Remapping process over the coming months, it will allow Council the ability to potentially look at how areas should be mapped in conjunction to the pace of growth while still being consistent with the comprehensive plan. Likewise, the Remapping process, and the described outcome of the motion, would be beneficial in addressing an inconsistent approval that has occasionally occurred. Generally, this has been an approval where a small area is zoned out of context and is not in compliance with the FLUM. Often, this would be where a property is singled out for a zoning district that is not compatible with adjacent districts and would not provide larger benefit to the community as a whole but only the property owner directly. This is often done akin to spot zoning, but would otherwise meet all criteria for moving forward with a map amendment request. As such, where there have been approvals made to allow for zoning districts in areas that would not be consistent with the comprehensive plan, those areas should be looked at as to whether they need to be rezoned to be in compliance with the FLUM and growth in that location.

One additional item that needs consideration is any sharp reversal or cumulative diminishing of adopted land use policy, e.g., changing the FLUM designation of an area from Neighborhood Medium Density to Rural. While this could serve to achieve less development or limit growth in an area, it should be looked at with how the overall area is functioning and the ultimate needs of a County as whole. Essentially, it needs to be looked at how this will impact various components related to development, e.g., water, sewer, and roadways, among others, that may have been planned or programmed to take place. Likewise, it future population and housing demands need consideration and how that would be impacted by effectively shortening and limiting the absorption potential. Essentially, sharp reversals or cumulative diminishment need to be considered carefully for how those decisions may impact the system and plan as a whole.

ATTACHMENTS [REMOVED FOR BREVITY FOR THE OCTOBER 26, 2021 COMMITTEE MEETING]:

1. South Carolina Code of Laws, "South Carolina Comprehensive Planning Act", §6-29-310 et seq.
2. Richland County Land Development Code (2005), Chapter 26, Richland County Code of Ordinances [Abridged]
3. PLAN Richland County 2015 Comprehensive Plan
4. 2018 Comprehensive Planning Guide for Local Governments, Municipal Association of SC
5. Flummoxed by FLUMs, National Planning Conference 2018 Presentation

6. Reconsidering the Role of Consistency in Plan Implementation, Zoning Practice 2021-02
7. Guiding Plan Implementation with Degree of Change, American Planning Association Planning Advisory Service Memo, July/August 2021

**RICHLAND COUNTY
ADMINISTRATION**

2020 Hampton Street, Suite 4069
Columbia, SC 29204
803-576-2050



Agenda Briefing

Prepared by:	Chris Eversmann, PE		Title:	Deputy Director
Department:	Public Works	Division:	Solid Waste & Recycling	
Date Prepared:	October 27, 2021	Meeting Date:	November 18, 2021	
Legal Review	Elizabeth McLean via email		Date:	November 09, 2021
Budget/Finance Review	Stacey Hamm via email		Date:	November 10, 2021
Approved for consideration:	Assistant County Administrator	John M. Thompson, Ph.D., MBA, CPM, SCCEM		
Committee	Development & Services			
Subject:	Richland County Code of Ordinances, Chapter 12			

STAFF’S RECOMMENDED ACTION:

Staff recommends the approval of the re-write of the Richland County Code of Ordinances, Chapter 12, renamed “Solid Waste, Recycling, and Public Sanitation.”

Request for Council Reconsideration: Yes

FIDUCIARY:

Are funds allocated in the department’s current fiscal year budget?	<input type="checkbox"/>	Yes	<input checked="" type="checkbox"/>	No
If no, is a budget amendment necessary?	<input type="checkbox"/>	Yes	<input checked="" type="checkbox"/>	No

ADDITIONAL FISCAL/BUDGETARY MATTERS TO CONSIDER:

This re-write of Chapter 12 of the Richland County Code of Ordinances will generally be revenue / cost neutral in the short term (six-months to one-year). However, it may have positive fiscal impacts in the mid-to-long term (two-years and beyond):

- Place realistic limits on yard waste, bulk items, and white good collected at curbside;
- Define Municipal Solid Waste (MSW) Management program elements and their revenue source;

These improvements will help contain costs of future County MSWM Program as well as ensure that millage and fees are appropriately set.

COUNTY ATTORNEY’S OFFICE FEEDBACK/POSSIBLE AREA(S) OF LEGAL EXPOSURE:

None.

REGULATORY COMPLIANCE:

This proposed ordinance is consistent with provisions of the South Carolina Solid Waste Policy and Management Act of 1991.

MOTION OF ORIGIN:

There is no associated Council motion of origin.

Council Member	
Meeting	
Date	

STRATEGIC & GENERATIVE DISCUSSION:

This Ordinance is completely restructured and rewritten in an effort to:

- Address / define current County Solid Waste Management (MSWM) Programs;
- Update terminology;
- Reflect / codify best practices;
- Address / define the Solid Waste Fund and revenue sources;
- Eliminate unnecessary redundancy with other Ordinance Chapters;
- Establish and document procedures for the annual calculation of uniform fee for the Residential / Small Business Curbside Collection Program;
- Encourage the best practice for yard waste to be bagged, boxed, or bundled;
- Provide a comprehensive, updated Definitions Section;
- Add a description of the County’s Recycling Program;
- Maintain the 1.8 multiplier factor between standard and enhanced curbside collection program levels of service.

The re-written Ordinance is contained in Attachment ‘A’ to this briefing. A Summary of Changes chart is included in Attachment ‘B’, and the current ordinance is included in Attachment ‘C’ to this briefing.

ADDITIONAL COMMENTS FOR CONSIDERATION:

Some minor edits and corrections from the original submission in July have also been made:

- Bagging, bundling, and boxing of yard waste is encouraged (not required);
- Added a statement prohibiting the placement of yard waste piles within the traveled way of the road;
- Added hyphens to “Drop-Off Center”;
- Changed 90-gallon roll cart references to 96-gallon;
- Corrected enhanced service multiplier on the calculation form (Attachment B) from 2.0 to 1.8 (as is stated in the body of the ordinance);
- Added a note on the calculation form that clarified that “Bid price” is the original bid price as adjusted annually by the CPI.

ATTACHMENTS:

1. Draft ordinance with attachments
2. Summary of changes
3. Current ordinance

CHAPTER 12: SOLID WASTE, RECYCLING, AND PUBLIC SANITATION

ARTICLE I. ADMINISTRATION

Sec. 12-1. In General.

Richland County shall manage the solid waste stream on behalf of its citizens in order to preserve and protect public health and welfare and to promote a suitable quality of life for residents and visitors. It shall perform these missions with appropriate staff, equipment, programs, and facilities and in accordance with applicable Federal and State Laws and Regulations. The task of solid waste management shall be discharged by the Director of Public Works.

Sec. 12-2. Definitions.

Any definitions contained herein shall apply unless specifically stated otherwise. In addition to the definitions contained in this chapter, the articles of this chapter shall adopt by reference the definition of terms (to the extent they are not inconsistent with definitions specifically contained herein) defined in the South Carolina Solid Waste Policy and Management Act of 1991, South Carolina Code Section 44-96-10, *et seq.* and in any regulations promulgated pursuant thereto. Any term not specifically defined will be construed pursuant to its plain and ordinary meaning. When not inconsistent with the context, words used in the present tense include the future, words used in the plural include the singular, and words used in the singular include the plural. The word "shall" is always mandatory and not merely discretionary.

-A-

Agricultural operation: Raising, harvesting, or storing crops or feed, breeding or managing livestock, including the preparation of the products raised thereon for human use and disposed of by marketing or other means. It includes, but is not limited to, agriculture, grazing, horticulture, forestry, and dairy farming.

Apartment: Any building containing more than four (4) contiguous dwelling units or any group of buildings or mobile homes located on a single parcel that contains a total of six (6) or more dwelling units regardless of ownership of the dwelling units.

-B-

Bulk Waste ("Bulk Items"): Large appliances, air conditioners, furniture, mattresses, box springs, yard furniture, large toys, grills, push mowers, bicycles, and playground equipment. The following items are not considered bulk waste: Gym / exercise equipment, pianos, organs, pool tables, electronics, riding mowers, automotive equipment, fencing, decks, swimming pools (any size except small form plastic pools), animal shelters, demolition debris, building debris and any other item of such weight that two adults cannot easily lift.

Bulk Waste Container (a.k.a. – “Roll Off container”): A manufactured container suitable for emptying by mechanical equipment.

-C-

Class Three Waste: Non-hazardous commercial and industrial wastes that are permitted by SCDHEC to be disposed of in a Class Three landfill. See also: Municipal Solid Waste (MSW) and Garbage.

Class Two Waste: The waste streams listed in Appendix I, Acceptable Waste For Class Two Landfills, of SC Regulation 61-107.19, Solid Waste Management: Solid Waste Landfills and Structural Fill. The list will be posted at each County disposal facility. See also: Construction and Demolition (C&D) Waste.

Code: The Richland County, South Carolina Code of Ordinances.

Collection Area: A quasi-official subdivided area of the County for the purpose of solid waste management program administration.

Commercial Establishment: Any hotel, apartment, rooming house, business, industrial, public or semi-public establishment of any nature. See also: Apartment.

Commercial Waste: Trash and garbage generated by apartments, operation of stores, offices, restaurants and other places of business and industrial establishments (excluding industrial waste as defined herein).

Construction and Demolition (C&D) debris: Any discarded solid wastes resulting from construction, remodeling, repair, and demolition of structures, and road construction. The wastes include, but are not limited to, bricks, concrete, other masonry materials, lumber, road spoils, and paving materials, but do not include solid waste from agricultural operations or Garbage.

Contaminant / Contamination: Generally applied in the context of recycling. Items, to include plastic bags, garbage, or items not approved for the County’s Recycling Program, intermingled with items intended for pickup. The presence of this contamination may preclude pickup, causing an interruption of efficient collection operations. See also: “Non-compliant Pile / Roll Cart”, “Mixed Pile”, and “Mixed Waste.”

County: Richland County, South Carolina.

County Administrator: The Richland County Administrator.

County Council: The governing body of Richland County, South Carolina.

Curbside: The area within the right-of-way or easement immediately adjacent to a public road, highway, street, etc. For purposes of this ordinance chapter, curbside will be considered as the area within six (6) feet of the edge of the public road, highway, street, etc., unless deemed otherwise by the Director. Curbside shall not extend past the road right-of-way or easement except in those cases where the road right-of-way or easement ends at the edge of the traveled way of the road.

Curbside Collector: (a.k.a. – Collections Contractor) The person that has entered into a contract with the County to provide specified solid waste curbside collection services. The solid wastes eligible for curbside service from dwelling units and small businesses are: garbage, household waste, yard waste, recyclables, bulk items, and white goods as defined herein.

-D-

Debris: Includes, but is not limited to, miscellaneous equipment, yard toys, furniture, packaging items, shipping containers, waste tires, construction and demolition (C&D) waste, bricks, blocks, concrete, asphalt, metals, lumber, trees, tree limbs, tree stumps, brush or parts thereof, or stumps, and/or building materials or solid waste of any description that are deemed by the Director or designee to be a nuisance, potentially deleterious to public health, public sanitation and/or public safety.

Department: The Richland County Department of Public Works.

DHEC: The South Carolina Department of Health and Environmental Control.

Director: The Richland County Director of Public Works.

Disposal: The discharge, deposition, injection, dumping, spilling, or placing of any solid waste into or on any land or water, whether intentional or unintentional, so that the substance or any constituent thereof may enter the environment or be emitted into the air or discharged into any waters, including groundwater.

Disposal Facility: All contiguous land, structures, other appurtenances and improvements on the land used for treating, storing, or disposing of solid waste pursuant to a solid waste disposal permit issued by DHEC. A facility may consist of several treatment, storage, or disposal operational units, including, but not limited to, one or more landfills, surface impoundments, or combination thereof.

Domicile: A residential dwelling to include single and multi-family configurations.

Dumpster: A type of movable waste container designed to be brought and taken away by a special collection vehicle, or to a bin that a specially designed garbage truck lifts, empties into its hopper, and lowers, on the spot. The word is a generic trademark of Dumpster, an American brand name for a specific design.

Dwelling unit: One or more habitable rooms which are intended to be occupied by one (1) family with facilities for living, sleeping, cooking, and eating and from which the County would collect solid waste; excludes commercial, industrial and manufacturing establishments.

-G-

Garbage: All accumulations of animal, fruit or vegetable matter that attend the preparation, use, cooking and dealing in, or storage of meats, fish, fowl, fruit, vegetables and any other matter of any nature whatsoever which is subject to decay, putrefaction and the generation of noxious and offensive smells or odors, or which during and after decay may serve as breeding or feeding material for flies and/or germ-carrying insects or vermin; bottles, cans or food containers which due to their ability to retain water can serve as a breeding place for mosquitoes and other water-breeding insects.

-H-

Hazardous waste: Those wastes that are defined as hazardous in Section 44-56-20 of the South Carolina Hazardous Waste Management Act.

Household: One or more people who occupy a dwelling unit as their usual place of residence.

Household Hazardous Waste: Any commonly used household hazardous material that is not regulated as hazardous waste when disposed of. This includes, but is not limited to, insecticides, pesticides, petroleum-based paints, lubricants, fertilizers, cleaning agents and polishing compounds. For purposes of this definition, household hazardous waste does not include gasoline or motor oil.

Household Quantities: Quantities of solid waste reasonably generated in the course of typical daily domestic activities from a dwelling unit. Household quantities typically would fit into the assigned roll cart.

-I-

Illegal Dump: A solid waste or debris pile of any size that was placed in an unauthorized location for an unauthorized purpose.

Illegal Pile: A non-compliant pile of solid waste that has not been made compliant for collection over a 15-day period of time and is, therefore, in violation of this ordinance and subject to enforcement action.

Industrial waste: Solid waste generated from industrial or manufacturing processes including, but not limited to, factories and treatment plants.

Intergovernmental Agreement (IGA): An agreement for services between the County and another governmental entity (often contained herein) whether Federal, State, or local and any department, division, unit or subdivision thereof.

-L-

Legal residence: A residential dwelling unit that is occupied by the owner of the dwelling unit, thus designated their legal residence by the county Tax Assessor. Owners may designate only one legal residence in the state.

Litter: Waste products that have been discarded, intentionally or unintentionally, without consent, at an unsuitable location. Includes items blown or thrown from a vehicle or property.

-M-

Materials Recovery Facility (MRF): A specialized facility that receives, separates and prepares recyclable materials for marketing to end-user manufacturers.

Mixed Pile: A solid waste pile, placed at curbside by the homeowner for the purpose of collection as part of the Residential / Small Business Curbside Collection Program, but which intermingles incompatible waste types and, therefore, cannot be efficiently collected for transportation and disposal. See also "Non-compliant Pile."

Mixed Waste: The intermingling of incompatible waste types (such as yard waste and garbage).

Municipal Solid Waste (MSW): Everyday items that are used and then throw away, such as product packaging, grass clippings, furniture, clothing, bottles, food scraps, newspapers, appliances, paint, and batteries. See also "Garbage."

Municipal Solid Waste Management (MSWM): A broad term that describes various policies, procedures, programs, and services that are directly or indirectly related to the safe and efficient management of the Solid Waste Stream on behalf of a Community.

-N-

Non-compliant Pile / Roll Cart: A solid waste pile or Roll Cart, placed at curbside by the homeowner for the purpose of collection as part of the Residential / Small Business Curbside Collection Program, but which does not comply with applicable standards contained herein.

-R-

Recovered Material: Those solid wastes which have known use, reuse, or recycling potential; can be feasibly used, reused, or recycled; and have been diverted or removed from the solid waste stream.

Recyclable Material (Recyclables): Those wastes which are capable of being recycled and which would otherwise be processed or disposed of as solid waste. For purposes of this ordinance chapter, only those recyclables specifically listed by the county will be collected for recycling.

Residential / Small Business Curbside Collection Program: An MSWM Program, administered by the County, by which various types of solid waste (garbage, yard waste, recycling, bulk items, and white goods) are picked up by Curbside Collection contractors from single family residences and some small businesses for transportation to an appropriate disposal facility.

Residential Property: Property which contains residential dwelling units other than those defined in this section as apartments.

Roll Cart: A container, mounted on wheels, which is issued to citizens by the County for the storage of garbage or recyclables between pick up by Collection Contractors.

Roll Cart Fee: An individual fee charged for the delivery of a roll cart (garbage or recycling) for a new, or newly re-activated, service in the Residential / Small Business Curbside Collection Program. The fee is for the delivery, handling, and management of the Roll Cart; not for its purchase.

-S-

Sanitary landfill: The method of disposing of solid waste in an SCDHEC Permitted Disposal Facility by the placement of an earth cover thereon which meets the regulations promulgated by that Agency.

Scavenging: Rummaging through, taking or gathering items from County owned or privately owned solid waste management facilities or solid waste containers, including, but not limited to, bags, roll carts, bins, or roll-offs, or dumpsters of solid waste (which also includes recyclables).

Small Business: Any business entity registered with the South Carolina Secretary of State that produces no more garbage and household type waste during any county-defined solid waste collection cycle than will fill two (2) 90-gallon roll carts and has only one location inside the County. A small business becomes an “eligible small business” when a request for curbside collection service has been made and the initial Solid Waste Service Initiation Fee and Roll Cart Fee have both been paid.

Solid Waste: Garbage, household waste, debris, commercial waste, industrial waste, yard waste, white goods, ashes, rubbish, paper, junk, building materials, glass or plastic bottles, other glass, cans and any other discarded or abandoned material, including solid, liquid, semisolid or contained gaseous matter.

Solid Waste Service Fee (a.k.a. – Residential / Small Business Curbside Collection Program Fee): The annual charge established by County Council for all single family households and eligible small businesses to fund the Residential / Small Business Curbside Collection Program in the Unincorporated Area of the County.

Solid Waste Service Initiation Fee: The initial curbside collection service fee established by County Council for new households or small businesses or to re-establish service for existing single family households and small businesses where service was discontinued and Roll Carts have been removed in the Unincorporated Area of the County. Computed on a *per diem, pro rata* basis and payable before service is commenced.

Solid Waste Stream: The entire life cycle flow of the garbage produced – from putting out the garbage and recycling for pickup to landfilling, energy production, and the reuse of recycled materials.

Special Waste: Items of solid waste permitted in the solid waste stream for disposal, but not collected as part of the Residential / Small Business Curbside Collection Program such as carpet or C&D Debris.

-V-

Vehicle: Any device capable of being moved upon a public highway or road and in, upon or by which any person or property is or may be transported or drawn upon a public highway or road.

-W-

White Goods: Large appliances, usually electrical or natural gas powered, that are used domestically such as refrigerators and washing machines (often white in color).

-Y-

Yard waste: Any and all accumulations of grass, leaves, pine straw, small trees, branches, limbs, brush, shrubs, vines and other similar items generated by the typical maintenance of lawns, shrubs, gardens, and trees from residential properties or eligible small business properties. Includes branches, sticks, and limbs less than four (4) inches in diameter and less than four (4) feet in length.

Sec. 12-3. Enforcement.

- (a) Appointed Solid Waste & Recycling Code Enforcement Officers (hereinafter “Refuse Control Officers”) shall have the authority to enforce all the provisions of this chapter and may issue warning letters, warning tickets, and citations for violations of those provisions. The violator may either appear in the designated magistrate's court of the County on a date determined by the court to answer to the charged violation(s) of the appropriate

article and section of this chapter or may pay the fine and associated court costs at the magistrate court office prior to the court hearing.

- (b) If any solid waste improperly or illegally disposed of in violation of this chapter can be identified as having last belonged to, been in the possession of, sent to, or received by, or to have been the property of any person prior to its being disposed of as prohibited herein, such identification shall be presumed to be *prima facie* evidence that such person disposed of or caused to be disposed of such solid waste in violation of this chapter.
- (c) Solid waste placed at curbside for collection shall be considered property of Richland County unless reclaimed by the generator of the waste. Solid waste delivered to any county owned solid waste management facility shall be considered property of Richland County. It shall be unlawful for anyone to take solid waste belonging to Richland County without prior written authorization of Richland County.
- (d) Proof of means used for proper disposal of solid wastes at businesses and commercial enterprises shall be presented to a County Refuse Control Officer when requested. This includes, but is not limited to, businesses engaged in lawn maintenance, landscaping, tree trimming / removal, and transporting of any solid waste in Richland County.
- (e) Refuse Control Officers shall use Form S-438 when issuing citations unless approved otherwise in writing by the County Administrator. These Officers may, when they deem appropriate, issue a warning letter or a warning tickets for violations of this chapter. The warning ticket shall be of a design and content approved by the County Administrator.

Sec. 12-4. Penalties.

Any person who violates any provision of this chapter shall be deemed guilty of a misdemeanor and, upon conviction, shall be imprisoned for not more than thirty (30) days or fined not more than one thousand, ninety-two and 50/100 (\$1,092.50) dollars, or both. Each day's continuing violation constitutes a separate and distinct offense, unless otherwise specified.

Sec. 12-5. Applicability.

Provisions of this Ordinance shall apply to all Unincorporated areas within the County as well as Municipalities that subscribe to County Solid Waste Management Programs through Intergovernmental Agreement (IGA).

Sec. 12-6. Reserved for Future Use.

Sec. 12-7. Reserved for Future Use.

ARTICLE II. FINANCE

Sec. 12-8. In General.

Richland County shall assess such taxes and fees necessary to manage, administer, and enforce in an equitable and effective manner, a Municipal Solid Waste Management (MSWM) Program as described herein.

Sec. 12-9. Solid Waste Fund.

Richland County shall maintain a Solid Waste Fund for the purpose of paying for a Municipal Solid Waste Management (MSWM) Program, and associated support activities. The Fund shall be maintained through the collection of various fees, taxes, and other revenues such as grants. A fund balance equal to half of the average annual operating costs of the Solid Waste & Recycling Division over the past three-year period shall be the financial goal. Bond revenue for solid waste related capital projects shall be otherwise accounted for and not considered as part of the Solid Waste Fund. Current and future Host County Fee payments for the siting of solid waste facilities within the County shall be directed to the Solid Waste Fund.

Sec. 12-10. Millage.

Richland County shall levy a countywide millage, to include all municipalities therein, for the purpose of raising revenue to generally cover the cost of:

- Countywide-generated residential Municipal Solid Waste (MSW) disposal in a Class Three Landfill
- Administration of a Countywide Solid Waste Management Program
- Countywide-generated residential disposal of C&D Debris and Yardwaste in an appropriate, SCDHEC permitted Landfill (this does NOT include Contractor-generated waste from residential construction, or tree removal / pruning / trimming)
- Operation of County Drop-Off and Recycling Centers
- Processing of recyclable materials generated by the County Residential / Small Business Curbside Collection Program and Special Recycling Events

This charge shall appear on County Real and Personal Property Tax Notices.

Sec. 12-11. Fees.

A schedule of solid waste related fees charged by Richland County is contained in Attachment 'A' to this Chapter. These fees shall be reviewed and established on an annual basis in order to cover the cost of associated solid waste services. These fees shall generally cover the cost of:

- The Residential / Small Business Curbside Collection Program

Disposal of C&D Debris and Yardwaste in a County Operated Landfill (generated by non-residential customers – businesses and governmental entities)
Processing of other specialized recycling material such as Electronic Waste, Tires, or Mattresses

The fee for the Residential / Small Business Curbside Collection Program shall appear on County Real Property Tax Notices. All other fees will be collected or invoiced at the point of sale.

Sec. 12-12. Grants.

The Director of Public Works shall participate in applicable grant programs, either recurring or individual, administered by SCDHEC, or other entities, for the purpose of mitigating local costs and projects associated with MSW Management and solid waste reduction and recycling on behalf of Richland County.

Sec. 12-13. Partial Year Assessments for the Residential / Small Business Curbside Collection Program.

- (a) All new service Residential / Small Business Curbside Collection Program customers (new residence or newly activated service) shall be charged a Partial Year Fee for the initial, partial year of curbside collection service received at the designated service level.
- (b) Partial year service fees for new residences shall be computed on a *pro rata* basis and paid along with the Roll Cart Fee following the issuance of the Certificate of Occupancy (CO).
- (c) Thereafter, annual fees will be charged on the Real Property Tax Notice. It shall be the duty of the Auditor to include the assessment with the annual property tax notices.

Sec. 12-14. Annual schedule of fees and assessments.

The Director of Public Works shall, on an annual basis and concurrent with the Budget Process, review and update a Master Schedule of all solid waste fees for the purpose of ensuring adequate revenue for associated, fee-based solid waste management programs established herein. This schedule shall be reviewed and approved by County Council annually.

Sec. 12-15. Determination of assessments; inclusion in tax notice.

- (a) The Director of Public Works shall maintain and reconcile, on at least an annual basis, a complete list of all Residential / Small Business Curbside Collection Program customers and their designated program level of service. This list shall serve as the basis for monthly contractor payment and annual tax notice issuance by the Auditor. The levels of service and their associated multipliers follow:

- Standard (S) curbside placement / collection of MSW and Recycling (1.0 multiplier);
- Backyard (B) placement / collection of MSW and Recycling (1.8 multiplier);
- Disability – Backyard (DB) placement / collection of MSW and Recycling (1.0 multiplier).

(b) These levels of service and their associated multipliers of the uniform fee shall be applied by the Auditor to Annual Real Property Tax Notices.

Sec. 12-16. Reserved for Future Use.

Sec. 12-17. Reserved for Future Use.

DRAFT

ARTICLE III. RESIDENTIAL / SMALL BUSINESS CURBSIDE COLLECTION PROGRAM

Sec. 12-18. In General.

The County shall provide a program of regular collection of Municipal Solid Waste (MSW) from single family residences as well as from eligible small businesses and local entities such as churches and neighborhood facilities within the unincorporated County. This service may be extended to like customers within small municipalities based on Intergovernmental Agreement (IGA) and assessment of program fees. No solid waste of any kind, or roll cart, shall be placed in or near a stormwater drainage course so as to impede the flow thereof. All Roll Carts, piles, and bulk items placed at curbside with the intention of pickup as part of the Residential / Small Business Curbside Collection Program are subject to inspection by County Solid Waste Staff or their agents for compliance with standards contained herein.

Sec. 12-19. Conditions for Residential / Small Business Curbside Collection Program.

Solid Waste collection shall be provided under the following conditions:

- Unincorporated areas of the County, or
- Small Municipalities covered by an IGA for solid waste services, and
- Residential, Single family homes, or
- Residential, Duplexes, Triplexes, or Quadraplexes, or
- Small / home-based businesses located within residential areas, or
- Ancillary facilities located within residential areas such as recreation centers or Churches that generate small volumes of solid waste, or
- Other facilities located within residential areas that generate small volumes of solid waste and, in the judgment of the Director of Public Works, would practically benefit from participation in this program.

Sec. 12-20. Garbage.

- (a) Garbage shall only be collected from residential and small businesses in residential areas by Collection Contractors who are employed by the County.
- (b) Garbage shall be collected in the unincorporated portion of the County by roll cart service under the following conditions:
 - 1) One (1) Roll Cart shall be issued to each single family residential household / small business in the unincorporated area of the County. These roll carts shall remain the property of the County for use by the household to which they are issued. Residents who damage roll carts issued to them shall pay for repairing or replacement of the carts. Carts that are damaged as a result of mishandling by collection contractors will be repaired at County's expense.

- (c) Eligible Small Business entities participating in this program may receive up to two (2) roll carts if requested and paid for.
- (d) Roll Carts shall be placed at curbside of the nearest public road, no later than 7:00 a.m. on the day of collection. Roll Carts shall be removed from the curbside by the residents no later than 7:30 p.m. on the designated day of collection.
- (e) For residential collection, small quantities of garbage in excess of the capacity of the roll cart will be collected if neatly placed in tied plastic bags and placed at curbside along with the roll cart.

Sec. 12-21. Yard waste.

- (a) Yard waste shall only be collected from residential and small businesses in residential areas by Collection Contractors who are employed by the County.
- (b) Yard waste shall be collected in the unincorporated portion of the County under the following conditions:
 - 1) Yard waste (Sticks, hedge clippings, and small brush) shall be neatly stacked and placed in order to facilitate efficient pick up. A volume roughly equivalent to two (2) roll carts (192 gallons / or a pile measuring approximately six feet (6') in length, three feet (3') in width, and two feet (2') in height) / or six, 30-gallon yard waste bags) shall be placed within six (6) feet of curbside of the nearest public road and shall be collected on a designated day. Yard waste shall not be placed within the traveled way of the road. Bagging, boxing, or bundling of yard waste is encouraged.
 - 2) Larger tree branches and heavy brush which do not exceed four (4) inches in diameter shall be cut in lengths not exceeding four (4) feet and stacked in a neat, compact pile in front of the residence adjacent to the curb, but such piles shall not extend into the streets.
 - 3) Exclusions: Tree trunks, branches and limbs having a length greater than four (4) feet and diameter greater than four (4) inches are not deemed yard waste, thus are not eligible for curbside collection. Waste generated from either a tree removal (including the stump) or de-limbing of a tree greater than four (4) inches in diameter at the tree base at ground level is not considered yard waste, thus is not eligible for curbside collection. Re-sizing waste from a tree removal, from a stump removal or from de-limbing an ineligible tree to make it meet the above dimensions does not make it eligible for curbside collection. Waste generated from clearing a lot or cutting shrubbery back to the stump or trunk is not considered yard waste, thus is not eligible for curbside collection.

- (c) Dirt, sand, and mulch, other than those small residual quantities incidental to yard waste collection, shall not be accepted for curbside collection.

Sec. 12-22. Recycling.

- (a) Recycling shall only be collected from residential and small businesses in residential areas by Collection Contractors who are employed by the County.
- (b) Recycling shall be collected in the entire unincorporated portion of the County by roll cart service under the following conditions:
 - 1) One (1) Roll Cart shall be issued to each single family residential household / small business in the unincorporated area of the County. These roll carts shall remain the property of the County for use by the household to which they are issued. Residents who damage roll carts issued to them shall pay for repairing or replacement of the carts. Carts that are damaged as a result of mishandling by collection contractors will be repaired at County's expense.
- (c) Roll carts shall be placed at curbside of the nearest public road, no later than 7:00 a.m. on the day of collection. Roll Carts shall be removed from the curbside by the residents no later than 7:30 p.m. on the designated day of collection.
- (d) Authorized recyclable materials previously containing food or beverages shall be properly prepared by the resident prior to placement in the recycling roll cart. Aerosol cans shall be excluded from the recycling stream. Cardboard shall be broken down / flattened for efficient handling and collection. Recycling shall not be mixed with garbage or other contaminants. Recyclable materials shall not be placed in bags.
- (e) Collection Contractors may refuse to collect curbside recycling if the material is found to be contaminated by non-recyclables. Collectors may attach information to the Roll Cart explaining why the material was not collected. The resident shall remove the non-recyclable material identified as contamination before the next scheduled recycling collection day in order to be serviced.
- (f) The Director of Public Works shall, on an annual basis, review the official list of commodities eligible for recycling based on market conditions and recommend additions or deletions to the County Administrator. The Director of Public Information shall lead and manage the public information campaign necessary to this program.

Sec. 12-23. Bulk Items (a.k.a. "Brown Goods").

Residential / Small Business curbside collection customers may request, at no extra charge, the pickup and disposal of Bulk Items such as indoor and outdoor furniture, large yard toys,

mattresses, etc by requesting an appointment for pickup. Bulk Items shall only be placed at curbside following a confirmed, scheduled appointment for pickup and shall not remain at curbside indefinitely. Limit of four items per appointment request.

Sec. 12-24. White Goods.

White Goods shall be collected and managed in the same manner as Bulk Items. All large appliances, such as refrigerators, shall have doors removed prior to placement at curbside.

Sec. 12-25. Enhanced (“Backyard”) Service.

- (a) An enhanced level of service (a.k.a. – “Backyard Service”) shall be made available to neighborhoods that request it and have established Homeowners’ Association (HOA) covenants supporting same as well as to individual homes in which the occupants cannot physically place their garbage or recycling roll carts at curbside for standard pickup.
- (b) Neighborhoods desiring a higher level of service may request backyard pick-up pursuant to the following conditions:
 - 1) The subdivision must have a duly organized, active Homeowners Association (HOA) and such request shall be made by said association.
 - 2) At the time that the HOA requests the higher level of service, said association shall provide either a certified true copy of the results of a certified ballot mailed to each homeowner and tallied by a certified public accountant (CPA), or a certified true copy of the minutes of the meeting where the decision was made by majority vote to request said higher level of service. Said minutes shall be signed and attested by the President and Secretary of the HOA; the association must also certify that all homeowners were notified of the meeting at least ten (10) days in advance and must furnish a copy of the notice.
 - 3) At the time that the HOA makes the request, said association shall clearly define the geographic boundaries of the area encompassed in the request, including tax map sheet references.
 - 4) All requests for an enhanced level of service (backyard pick-up) shall be made to the Director of Public Works and approved by the County Administrator.
 - 5) Under no circumstances shall the county provide the higher level of roll cart service (backyard pick-up) to any subdivision which does not have deed restrictions which prohibit curbside pick-up.
- (c) Disabled citizens may receive enhanced (“backyard”) service for roll cart (garbage and recycling) service collection at no extra charge. This special exception may be granted

when the General Manager of Solid Waste & Recycling determines that there is no capable adult readily available who is physically capable of rolling the cart to and from the curb. Application for this consideration must be in the form of a letter from the attending physician and needs to be updated annually.

Sec. 12-26. Uniform Fee Structure.

The Fee Structure used to generate revenue for the Residential / Small Business Curbside Collection Program shall be normalized and uniform throughout all areas served (Unincorporated County and Small Municipalities through IGAs) such that variations in collection area locations, collection contractor bids, or development density or do not cause undue financial burden to individual customers. The Director of Public Works shall, on an annual basis, update the calculation of the fee in advance of annual distribution of real property tax notices. A multiplier to the uniform fee for basic service shall be applied for neighborhood Enhanced (“Backyard”) Service. A sample calculation is contained in Attachment ‘B’ to this Chapter.

Sec. 12-27. Small Business (Quasi-Residential) Service.

(a) Though the intent of the Residential / Small Business Curbside Collection Program is to primarily serve single family residential customers, there are others for whom providing this service is appropriate, convenient, and efficient. Such quasi-residential customers are generally referred to as “eligible small businesses” (even though they might not technically be a “small business”, *per se*) and may include:

- Duplex through Quadraplex residential customers;
- Other residential customers besides Apartments;
- Neighborhood pavilions or recreation centers;
- Small, home-based businesses;
- Small local government facilities such as fire / EMS stations;
- Churches.

(b) Additionally, in order to participate in this program, such facilities must:

- Be physically located along an established residential collection route;
- Generate quantities and types of solid waste consistent with typical single family residences;
- Pay all associated solid waste fees and taxes;
- Be approved by the Director of Public Works for participation in the program.

Sec. 12-28. Roll Carts.

Roll Carts of approximately 96-gallon capacity shall be used in the collection of solid waste when deemed efficient and effective. Roll Carts shall be purchased, owned, delivered, and collected by the County or its designated agent. Fees may be charged for initial Roll Cart delivery or

replacement. A fee for repair, replacement and delivery may be charged to the home owner in the event of damage or destruction due to negligence or theft. Roll Carts shall be kept clean and free of accumulated waste and shall be treated with an effective insecticide by the user thereof, if necessary, to prevent nuisance.

Sec. 12-29. Items ineligible for Residential / Small Business Curbside Collection Service.

- (a) Dead animals. Dead animals shall not be collected. Dead household pets shall be collected by the County Department of Animal Care if placed in plastic bags at curbside and if that Department is notified. Proper disposal of all other dead animals shall be the responsibility of property owners.
- (b) Building materials. The County shall not be responsible for collecting or hauling discarded building material, dirt, rock, or industrial and hazardous waste.

Sec. 12-30. Exemption from roll cart service and fees for disabled homeowners.

- (a) An exemption from roll cart service and fees for disabled homeowners in the unincorporated areas of the county is available. Such handicapped homeowners shall apply for said exemption to the General Manager of Solid Waste & Recycling. Such applicant must be handicapped and housebound and must live next to a relative or caretaker who shall agree to assume responsibility for the handicapped homeowner's garbage disposal. Application for this consideration must be in the form of a letter from the attending physician and needs to be updated annually.
- (b) The Director of Public Works shall recommend approval or denial of the handicapped homeowner's application for exemption from roll cart service and fees. Final approval or denial of exemption from Roll Cart service and fees shall be made by the County Administrator.

ARTICLE IV. DROP-OFF CENTERS AND SPECIAL COLLECTION EVENTS

Sec. 12-33. In General.

The Director of Public Works may maintain additional solid waste facilities and conduct such special events for the purpose of augmenting the efficient collection of various types of Solid Waste and recyclable materials from County residential customers. These facilities may collect materials that are permitted in the waste stream for disposal or recycling, but not included for collection at curbside. These facilities shall not receive garbage. These facilities shall not receive any waste generated outside of the County. Only County residents are authorized to use County Operated Drop-Off Centers.

Sec. 12-34. Construction & Demolition (C&D) Debris.

Drop-Off Centers may accept for disposal or recycling Construction & Demolition (C&D) Debris generated by County Residents, performing home improvement projects on their Residential Property. The Director of Public Works may prescribe quantity limitations based on efficiency and facility limitations.

Sec. 12-35. Yard waste and landscaping debris.

Drop-Off Centers may accept for disposal, Yard Waste and Landscaping Debris generated by County Residents, performing yard maintenance at their Residential Property. The Director of Public Works may prescribe quantity limitations based on efficiency and facility limitations.

Sec. 12-36. Recycling.

Drop-Off Centers may accept for recycling, various items, generated by County Residents at their domiciles. The Director of Public Works may prescribe commodity and quantity limitations based on efficiency and facility limitations.

Sec. 12-37. Bulk Items.

Drop-Off Centers may accept for disposal, Bulk Items generated by County Residents at their domiciles. The Director of Public Works may prescribe quantity limitations based on efficiency and facility limitations.

Sec. 12-38. White Goods.

Drop-Off Centers may accept for disposal, White Goods generated by County Residents at their Residential Property. The Director of Public Works may prescribe quantity limitations based on efficiency and facility limitations.

Sec. 12-39. Special Collection Events.

The Director of Public Works may conduct on occasion, either on an individual basis or in partnership with municipalities or neighboring counties, Special Collection Events to promote the proper collection and disposal or recycling of items such as paint, household hazardous waste, sensitive documents for shredding, tires, electronic waste (eWaste), and scrap metal / white goods. The Director of Public Works may prescribe commodity and quantity limitations based on efficiency and facility limitations.

Sec. 12-40. Community “Clean Sweep” Events.

The Director of Public Works may conduct a program to support volunteer citizens efforts at the neighborhood level to clean up and beautify their communities.

Sec. 12-41. Reserved for Future Use.

ARTICLE V. RECYCLING

Sec. 12-42. In General.

- (a) The County shall, consistent with State Law, conduct a program of residential recycling in order to:
- Conserve Natural Resources and Landfill Space;
 - Promote economic development and security;
 - Protect the environment;
 - Conserve energy
- (b) The County shall also promote and encourage commercial and business recycling. Participation in recycling programs is encouraged and voluntary.

Sec. 12-43. Residential Recycling.

Residential recycling will primarily be promoted through the Residential / Small Business Curbside Collection Program and may be supplemented through collections at Special Collection Events and Drop Off Centers.

Sec. 12-44. Commercial and Business Recycling.

Commercial and Business Recycling will primarily be promoted through education and voluntary reporting.

Sec. 12-45. Commodities.

The Director of Public Works shall, on an annual basis, and in consultation with the General Manager of Solid Waste & Recycling, recommend to the County Administrator, a list of commodities to be included in the Residential / Small Business Curbside Collection Program. This recommendation shall be based on forecasts of recycling commodities' market conditions. The County Director of Public Information shall promote and publicize current information regarding commodities for recycling.

Sec. 12-46. Recovered Materials.

Materials collected through all County Recycling Programs are County property. The County shall ensure the services of a Materials Recovery Facility (MRF) in order to process recovered materials

for recycling. Any revenue generated from the sale of recovered materials shall be deposited into the Solid Waste Fund.

Sec. 12-47. Reporting.

The County shall account for and report recycling activity in a form and manner consistent with State and Federal law.

Sec. 12-48. Reserved for Future Use.

Sec. 12-49. Reserved for Future Use.

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ARTICLE VI. TRANSPORTATION AND DISPOSAL OF SOLID WASTE

Sec. 12-50. In General.

The transportation and disposal of solid waste shall be conducted by authorized personnel and in accordance with all applicable State and Federal Laws.

Sec. 12-51. Transportation of Solid Waste.

- (a) It shall be unlawful for any person to haul, convey or cause to be conveyed any refuse upon or along the public streets and roadways except when the material transported is adequately secured in such a manner as to prevent it from falling, leaking, or being blown from transporting vehicles. The owner or driver of the offending vehicle shall be personally responsible for any violation of this section.
- (b) It shall be a violation of this article for any person not authorized by the County to collect and haul any refuse other than that arising from his or her own accumulation within any area of the County in which solid waste collection service is provided by the County.

Sec. 12-52. Use of County operated solid waste management facilities.

Only County residents or specifically authorized agents of the County (*i.e.* – Curbside Collection Contractors) are authorized to use County operated solid waste management facilities, including landfills, as determined by the Director of Public Works. Such solid waste management facilities shall, under non-emergent conditions, only accept solid waste that is generated within the County. Fees may be charged in a consistent, uniform, and equitable manner.

Sec. 12-53. Garbage.

Garbage shall only be disposed of in an appropriate Class Three Landfill permitted by the South Carolina Department of Health and Environmental Control (SCDHEC).

Sec. 12-54. Construction & Demolition (C&D) Debris.

C&D Debris shall only be disposed of in an appropriate Class Two Landfill permitted by the South Carolina Department of Health and Environmental Control (SCDHEC).

Sec. 12-55. Other Common Waste Types.

Other commonly generated waste types, such as Electronic Waste (e-waste), Tires, Mattresses, or “Household Quantities” of Hazardous Waste shall be accepted and disposed of (or recycled) by the County in appropriate manners at permitted facilities.

Sec. 12-56. Reserved for Future Use.

Sec. 12-57. Reserved for Future Use.

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ARTICLE VIII. ENFORCEMENT

Sec. 12-58. In General.

The Director of Public Works shall maintain a Refuse Control Section composed of duly appointed Codes Enforcement Officers who shall enforce the provisions of this Chapter.

Sec. 12-59. Littering.

It shall be unlawful for any person to discharge litter, in any quantity, from their person, vehicle, property, or any other conveyance.

Sec. 12-60. Illegal Dumping.

- (a) It shall be unlawful for any person to dump, allow another person to dump, or cause to be dumped any garbage, debris, household trash, litter, junk, appliances, equipment, cans, bottles, paper, trees, tree limbs, tree stumps, brush or parts thereof, or any other solid waste, anywhere in the unincorporated area of the county, except at an SCDHEC approved landfill. Failure of the owner to sufficiently limit access to the property where dumping is occurring shall be considered to be allowing another person to dump, thus would be unlawful.
- (b) The above provisions shall not apply to the dumping on private property, with the owner's written permission of sand, dirt, and stone for use as a fill to raise the elevation of land; provided, the same is not maintained in an unsightly condition and, further provided, the owner of the property on which such material is dumped agrees to level such dumped material with appropriate grading equipment to ensure compliance with best management practices for stormwater management.

Sec. 12-61. Covering vehicle loads.

It shall be unlawful for vehicles of any kind, transporting solid waste in any quantity, to fail in ensuring that said waste is contained therein by maintaining an adequate cover and containment throughout transit.

Sec. 12-62. Debris on Lots.

- (a) Declaration of nuisance. Debris allowed to accumulate and remain on any lot or parcel of land in a developed residential area within the county may be deemed and declared a nuisance in the judgement of the County Director of Public Works. For the purpose of this action, "residential area" is defined as property zoned for a residential use, platted for residential use with a plat having been begun, installation of utilities having been begun and construction of residential units being commenced.

- (b) Duty of owner, etc, to remove. It shall be the duty of any owner, lessee, occupant, agent, or representative of the owner of any lot or parcel of land in a developed residential area within the county to remove such debris as often as may be necessary to prevent the accumulation of such debris.
- (c) Notice to owner, etc, to remove. Whenever the Director of Public Works shall find that debris has been allowed to accumulate and remain upon any lot or parcel of land in a developed residential area within the county in such a manner as to constitute a nuisance, he may serve written notice upon the owner, or the occupant of the premises, or upon the agent or representative of the owner of such land having control thereof to comply with the provisions of this section. It shall be sufficient notification to deliver the notice to the person to whom it is addressed or to deposit a copy of such in the United States mail, properly stamped, certified, and directed to the person to whom the notice is addressed, or to post a copy of the notice upon such premises.
- (d) Failure to comply with notice. If the person to whom the notice is directed, under the provisions of the preceding subsection fails, or neglects to cause such debris to be removed from any such premises within ten (10) days after such notice has been served or deposited in the United States mail, or posted upon premises, such person shall be deemed guilty of a misdemeanor and subject to the penalty provisions of this chapter.
- (e) Removal by County. In the event any property is determined to be a nuisance, and twenty (20) days has elapsed after such notice has been served, deposited in the United States mail, or posted upon the premises, then the Department of Public Works or its duly authorized agent or representative may enter upon any such lands and abate such nuisance by removing the debris, and the cost of doing so may become a charge to the property owner, or may be recovered by the county through judgment proceedings initiated in a court of competent jurisdiction.

Sec. 12-63. Scavenging.

It shall be unlawful for any person to rummage through, take or gather items from County-owned or privately owned solid waste management facilities or any County-owned or privately owned solid waste management containers, including, but not limited to, bags, roll carts for garbage or recycling, bins, roll-off containers, or dumpsters.

Sec. 12-64. Evictions.

The placement of household goods and contents from a lawful eviction process, may, if necessary, be addressed in the same manner of the provision of Debris on a Lot (Sec. 12-62. above). Debris resulting from the lawful eviction process is assumed to be a mixed pile and therefore ineligible for collection under the Residential / Small Business Curbside Collection Program.

Sec. 12-65. Collected Solid Waste is County Property.

Once picked up for collection from the Residential / Business Curbside Collection Program, or disposed of in any County Solid Waste Management Facility, all Solid Waste is County Property whose disposition is the responsibility of the County.

Sec. 12-66. Penalties.

- (a) If any of the matter or material dumped in violation of this Chapter can be identified as having last belonged to, been in the possession of, sent to, or received by, or to have been the property of any person, firm, or corporation prior to its being dumped as prohibited herein, such identification shall be presumed to be *prima facie* evidence that such owner dumped or caused to be dumped such matter or material in violation of this Chapter.
- (b) Appointed Refuse Control Officers shall have the authority to enforce all the provisions of this chapter and shall issue summons to violators of any provision to appear in the Magistrate's Court of the County to answer to the charge of violation of the appropriate section of this chapter.
- (c) Any person who violates the provisions of this Chapter shall be deemed guilty of a misdemeanor and, upon conviction, shall be imprisoned for not more than thirty (30) days or fined not more than one thousand, ninety-two and 50/100 (\$1,092.50) dollars, or both. Each day's continuing violation shall constitute a separate and distinct offense, unless otherwise specified.

Sec. 12-67. Miscellaneous Enforcement Provisions.

- (a) If a non-compliant solid waste pile or roll cart, placed at curbside as part of the Residential / Small Business Curbside Collection Program, is not, in whole, brought into compliance for collection within a 15-day period following notification of non-compliance by the County, it shall be deemed to be an Illegal Pile and considered Illegal Dumping.
- (b) Preparation and storage of residential and/or small business solid waste for collection. It shall be the duty of the occupant or owner of any residential premises, or the owner or operator of any small business, to store all garbage properly, pending collection and disposal. Residential excess garbage beyond that which can be placed in the roll cart shall be neatly placed in sealed plastic bags alongside carts on designated collection days.
- (c) All garbage receptacles except single-use paper or plastic bags and cardboard boxes shall be kept clean and free of accumulated waste and shall be treated with an effective insecticide, if necessary, to prevent nuisance.

- (d) Proof of means used for disposal of solid wastes by businesses and commercial enterprises shall be presented to the Refuse Control Officers when requested by said Officer.
- (e) Each property owner shall prevent the continued, excessive and unsightly accumulation of refuse upon the property occupied by him (or her) or on a public thoroughfare adjoining his or her property.
- (f) It shall be a violation of this article to place or cause to be placed in any dumpster, solid waste receptacle, or bulk container for collection any acid, explosive material, flammable liquids or dangerous or corrosive material of any kind, or any other hazardous waste.
- (g) No person other than the owner thereof, his or her agents or employees, or employees of contractors of the county for the collection of solid waste shall tamper or meddle with any garbage container or the contents thereof, or remove the contents of the container from the location where the same shall have been placed by the owner thereof or his agents.
- (h) Property owners shall be prohibited from receiving for deposit in their refuse containers any type refuse that originates outside their designated collection area.
- (i) Property owners shall be responsible for policing any strewn refuse resulting from broken bags, garbage not properly prepared for collection or from any other cause other than contractor mishandling.
- (j) It shall be unlawful for a Resident / Small Business Owner to repeatedly leave Roll Carts at curbside in residential areas beyond the prescribed daily period for collection.

ARTICLE IX. CONSTRUCTION, MODIFICATION, EXPANSION, AND/OR OPERATION OF SOLID WASTE MANAGEMENT FACILITIES, BENEFICIAL LANDFILLS, AND COMPOSTING FACILITIES

Sec. 12-68. In General.

All solid waste management facilities, beneficial landfills, and composting facilities shall adhere to all Federal and State rules and regulations, and all local zoning land use and other applicable local ordinances.

Attachments.

Attachment A – Annual Solid Waste Fee Schedule (Sample)

Attachment B – Residential / Small Business Curbside Collection Program Uniform Fee Calculation Worksheet (Sample)

Department of Public Works (DPW)

Solid Waste & Recycling Division (SWR)

FY-2X Annual Solid Waste Master Fee Schedule (Sample)

Updated: 22-Jun-21

Residential / Small Business Curbside Collection Fee (Standard Level of Service) *	\$ 323.70	Per Roll Cart Serviced	Annually
Residential / Small Business Curbside Collection Fee (Enhanced Level of Service) *	\$ 582.66	Per Roll Cart Serviced	Annually
Residential / Small Business Curbside Collection Fee (Enhanced Level of Service / Disability) *	\$ 323.70	Per Roll Cart Serviced	Annually
Construction & Demolition (C&D) Debris	\$ 24.00	Per ton	
Yard Waste / Land Clearing Debris	\$ 24.00	Per ton	
Bulk Items / Brown Goods	\$ 24.00	Per ton	
Roll Cart Fee	\$ 68.00	Per Roll Cart Serviced	
White Goods / Scrap Metal	\$ 24.00	Per ton	
Waste Tire	\$ 15.00	Per ton	Or \$1.50 each
Mattress / Box Springs	\$ 24.00	Per ton	
Electronic Waste (Broken Televisions or Monitors)	\$ 0.72	Per pound	
Electronic Waste (Intact Televisions or Monitors)	\$ 0.33	Per pound	
Electronic Waste (All other ewaste)	\$ 0.20	Per pound	

Notes - * Initial Solid Waste Service Initiation Fee shall be calculated on a pro rata, per diem basis.

(ATTACHMENT 'A')

Department of Public Works (DPW)
Solid Waste & Recycling Division (SWR)

FY-2X Annual Residential / Small Business Curbside Collection Program Uniform Fee Calculation Worksheet (Sample)

Updated: 27-Oct-21

Collection Area	# Customer Roll Carts	Bid Price / Roll Cart (\$) *	Total Monthly Cost (\$)	Comments
1	18,348	\$ 20.00	\$ 366,960.00	
2	10,350	\$ 22.13	\$ 229,045.50	Includes the Town of Blythewood
3	15,678	\$ 18.50	\$ 290,043.00	
4	17,716	\$ 19.23	\$ 340,678.68	
5A	8,627	\$ 21.60	\$ 186,343.20	
5B	1,689	\$ 19.78	\$ 33,408.42	
6	10,529	\$ 19.61	\$ 206,473.69	
7	5,877	\$ 20.48	\$ 120,360.96	
Total	88,814		\$ 1,773,313.45	
Total Monthly Program Cost		\$ 1,773,313.45		
		X 12		
Total Annual Program Cost		\$ 21,279,761.40		
Annual Cost Per Roll Cart Serviced		$\frac{\$ 21,279,761.40}{88,814}$	\$ 239.60	
Monthly Cost Per Roll Cart Serviced		$\frac{\$ 239.60}{12}$	\$ 19.97	
Enhanced (Backyard) Level of Service Multiplier		\$ 19.97		
		X 1.8		
		\$ 35.94		(Signature)
Annual Cost (Standard Level of Service)		\$ 239.60		Certified True and Correct:
Annual Cost (Enhanced Level of Service)		\$ 431.28		County Administrator
				(Insert certification date)

* Note - "Bid Price" is the original bid price as adjusted annually through the application of the CPI through the life of the contract.

(ATTACHMENT 'B')

Department of Public Works (DPW)

Solid Waste & Recycling Division

Richland County Code of Ordinances, Chapter 12 Re-write

Summary of Changes

Updated: 7/13/21

Existing Ordinance			New Ordinance
Article	Section	Title	Comment
I		In General	
	12-1	Dumping within rights-of-way prohibited	Sec 12-60
	12-2	Litter Control	Sec 12-59
	12-3	Scavenging through greenboxes	Sec 12-63
	12-4	Debris on lots	Sec 12-62
	12-5	Penalties	Sec 12-66
	12-6	County landfills not accept garbage, refuse and other waste material generated outside county	Sec 12-52
	12-7	Reserved	NA
	12-8	Reserved	NA
	12-9	Reserved	NA
	12-10	Reserved	NA
II		Collection and Disposal	
	12-11	Applicability	Sec 12-19
	12-12	Definitions	Sec 12-2
	12-13	Administration and enforcement	Sec 12-3
	12-14	General conditions for granting contracts for residential and small business solid waste collection	Redundant - Removed
	12-15	Conditions for residential and small business solid waste collection - Garbage	Sec 12-20
	12-16	Conditions for residential and small business solid waste collection - Yard trash and other household articles	Sec 12-21
	12-17	Additional levels of residential solid waste collection	Sec 12-25
	12-18	Preparation and storage of residential and/or small business solid waste for collection	Sec 12-18
	12-18.1	Exemption from roll cart service and fees for handicapped homeowners	Sec 12-30
	12-19	Transportation of refuse	Sec 12-51
	12-20	Items not covered in residential or small business solid waste collection service	Sec 12-29
	12-21	Unlawful disposal generally	Sec 12-58
	12-22	Collected refuse is county property	Sec 12-65
	12-23	Assessment for residential solid waste collection and small business solid waste collection	Sec 12-13
	12-24	Determination of assessments; inclusion in tax notice	Sec 12-15
	12-25	Lien; hearing required to raise lien amount of charge	Obsolete - Removed
	12-26	County landfill fees	Sec 12-11
	12-27	Corrugated cardboard banned from all landfills	Obsolete - Removed
	12-28	Out-of-county waste banned from all county landfills	Sec 12-52

12-29	Reserved	NA
12-30	Reserved	NA
12-31	Reserved	NA
12-32	Reserved	NA
12-33	Reserved	NA
12-34	Reserved	NA
12-35	Reserved	NA
12-36	Reserved	NA
12-37	Reserved	NA
12-38	Reserved	NA
12-39	Reserved	NA
12-40	Reserved	NA

III	Construction, Modification, Expansion, and/or Operation of Solid Waste Management Facilities, Benefical...		
	12-41	Federal, state and local law	Sec 12-68
	12-42	Reserved	NA
	12-43	Reserved	NA
	12-44	Reserved	NA
	12-45	Reserved	NA
	12-46	Reserved	NA
	12-47	Reserved	NA

CHAPTER 12: GARBAGE, TRASH AND REFUSE*

*Editor's note--At the discretion of the editor, Ord. No. 954-82, effective Jan. 1, 1984, has been included as having superseded §§ 12-2, 12-4, and all of Art. II, formerly comprising §§ 12-11--12-21. Ord. No. 954-82 had been saved from repeal by § 1-10(7); it was not specifically amendatory. The provisions codified as old §§ 12-2, 12-4 and 12-11--12-21 derived from Code 1976, §§ 8-2001--8-2013 and Ord. No. 649-80, effective June 6, 1979.

Cross reference(s)---Dumping on private property, § 2-199; hazardous chemicals, Ch. 13; health, Ch. 14; sewers and sewage disposal; weeds and rank vegetation, § 18-4; § 24-61 et seq.

State law reference(s)--Garbage collection and disposal in counties, S.C. Code 1976, § 44-55-1010 et seq; solid waste collection and disposal by counties, S.C. Code 1976, § 44-55-1210 et seq.

ARTICLE I. IN GENERAL

Sec. 12-1. Dumping within rights-of-way prohibited.

It shall be unlawful for any person to dump, throw, drop, leave, or in any way deposit any garbage, ashes, rubbish, paper, trash, litter, refuse, building materials, glass bottles, glass or cans on any property belonging to another on or along any street, road, highway, curb, sidewalk, or public right-of-way, except as required by the authorized and franchised garbage collector for that district; nor shall any person throw or deposit any refuse in any stream or other body of water within the boundaries of the county.

(Code 1976, § 11-4001; Ord. No. 389-77, § 1, 4-20-77)

Cross reference(s)--See also § 12-21.

State law reference(s)--Similar provisions, S.C. Code 1976, § 16-11-700.

Sec. 12-2. Litter control.

(a) Responsibility of driver. When litter is thrown from a vehicle, the driver shall be held responsible regardless of who throws the litter out of the vehicle.

(b) Procedures. The following procedures shall be followed by refuse control officers when citing violators of this provision of this section:

(1) In accordance with South Carolina Code 1976, section 16-11-710, the county refuse control officers shall hereby be authorized to accept a cash bond in lieu of requiring an immediate court appearance by a person who has been charged in a violation of ordinances and laws relating to litter control. Checks shall be accepted instead of cash.

(2) Refuse control officers shall use Form S-438 when issuing citations.

(3) In cases where bail is accepted by arresting officers, the violator's copy of the summons (blue) shall serve as the receipt for the offender. Bail monies shall be properly secured during nonworking hours by the refuse control officer. Prior to the trial, the arresting officer shall turn the bail bond over to the magistrate who signs the receipt portion of the summons for the arresting officer. Strict accountability shall be required in accordance with established procedures of the county's finance department (Ordinance No. 233-1015-75, Sections 1 and 2).

(Ord. No. 954-82, § 11, 1-1-84)

Sec. 12-3. Scavenging through greenboxes.

It shall be unlawful for any person to rummage through, remove, or salvage items from or otherwise scavenge from or tamper with any county-owned greenbox, solid waste container or the area located around green boxes and containers located within the unincorporated area of the county.

(Code 1976, § 11-1003; Ord. No. 794-81, §§ I, II, 4-2-81; Ord. No. 999-82, § I, 12-1-82; Ord. No. 1907-89, § IV, 9-5-89; Ord. No. 006-02HR, § I, 3-19-02)

Sec. 12-4. Debris on lots.

(a) Definition. For purpose of this section, the term "debris" means refuse, rubbish, trash, garbage, offal, junk, spilth, waste, litter, and/or building materials that are determined to be deleterious to good health and public sanitation.

(b) Declaration of nuisance. Debris allowed to accumulate and remain on any lot or parcel of land in a developed residential area within the county may be deemed and declared a nuisance in the judgement of the county public works director. For the purpose of this action, "residential area" is defined as property zoned for a residential use, platted for residential use with a plat having been begun, installation of utilities having been begun and construction of residential units being commenced.

(c) Duty of owner, etc., to remove. It shall be the duty of any owner, lessee, occupant, agent, or representative of the owner of any lot or parcel of land in a developed residential area within the county to remove such debris as often as may be necessary to prevent the accumulation of such debris.

(d) Notice to owner, etc., to remove. Whenever the county public works director shall find that debris has been allowed to accumulate and remain upon any lot or parcel of land in a developed residential area within the county in such a manner as to constitute a nuisance, s/he may serve written notice upon the owner, or the occupant of the premises, or upon the agent or representative of the owner of such land having control thereof to comply with the provisions of this section. It shall be sufficient notification to deliver the notice to the person to whom it is addressed or to deposit a copy of such in the United States mail, properly stamped, certified, and directed to the person to whom the notice is addressed, or to post a copy of the notice upon such premises.

(e) Failure to comply with notice. If the person to whom the notice is directed, under the provisions of the preceding subsection fails, or neglects to cause such debris to be removed from any such premises within ten (10) days after such notice has been served or deposited in the United States mail, or posted upon premises, such person shall be deemed guilty of a misdemeanor and subject to the penalty provisions of this chapter.

(f) Removal by county. In the event any property is determined to be a nuisance, and twenty (20) days has elapsed after such notice has been served, deposited in the United States mail, or posted upon the premises, then the department of public works or its duly authorized agent or representative may enter upon any such lands and abate such nuisance by removing the debris, and the cost of doing so may become a lien upon the property

affected, or may be recovered by the county through judgment proceedings initiated in a court of competent jurisdiction.

(g) Work may be done by county upon request. Upon the written request by the owner or the person in control of any lot or parcel of land covered by this section, and the payment to the county for the services, the department of public services may enter upon any such lands and remove the debris therefrom, the charge and cost of such service to be paid into the county treasury.

(Ord. No. 1130-84, §§ 1-7, 3-6-84; Ord. No. 1611-87, §§ 1-5, 5-5-87; Ord. No. 1843-89, §§ I-III, 3-7-89; Ord. No. 2086-91, §§ I, II, 4-16-91; Ord. No. 051-02HR, § II, 9-17-02)

Sec. 12-5. Penalties.

(a) If any of the matter or material dumped in violation of this chapter can be identified as having last belonged to, been in the possession of, sent to, or received by, or to have been the property of any person, firm, or corporation prior to its being dumped as prohibited herein, such identification shall be presumed to be prima facie evidence that such owner dumped or caused to be dumped such matter or material in violation of this chapter.

(b) Appointed refuse control officers shall have the authority to enforce all the provisions of this chapter and shall issue summons to violators of any provision to appear in the magistrate's court of the county to answer to the charge of violation of the appropriate section of this chapter.

(c) Any person who violates the provisions of this chapter shall be deemed guilty of a misdemeanor and, upon conviction, shall be imprisoned for not more than thirty (30) days or fined not more than five hundred (\$500.00) dollars, or both. Each day's continuing violation shall constitute a separate and distinct offense, unless otherwise specified.

(Ord. No. 954-82, §§ 12-1, 13-1, 13-2, 1-1-84; Ord. No. 023-01HR, § I, 4-17-01; Ord. No. 051-02HR, § II, 9-17-02)

Sec. 12-6. County landfills not to accept garbage, refuse and other waste material generated outside county.

(a) The Richland County Landfill shall not accept garbage, refuse or other waste material which is generated outside of the county.

(b) Before being allowed to dump garbage, refuse, or other waste material in the county landfill, the person dumping said material shall sign a statement authenticating that said material was generated within the county.

(c) Any and each false statement signed by a person dumping material referred to in subsection (b) of this section shall constitute a violation of this chapter.

(d) The term "generated," as used in this section, shall mean the point of origin of garbage, refuse, or other waste material. Sludge from waste treatment plants located outside of the county which treat waste generated in the county may be accepted to the extent that the sludge is generated in the county.

(e) Any dispute as to the point of origin of garbage, refuse, or other waste material shall be decided by the director of public works and utilities.

(Ord. No. 1703-88, § 2, 1-5-88; Ord. No. 1736-99, §§ I-III, 4-19-88; Ord. No. 051-02HR, § II, 9-17-02)

Secs. 12-7--12-10. Reserved.

ARTICLE II. COLLECTION AND DISPOSAL

Sec. 12-11. Applicability.

This article shall apply to the preparation, storage, collection, transportation and disposal of all refuse in the area under jurisdiction of the county council as presently or hereafter established. It shall prescribe rules and regulations relating to collection and disposal of solid waste; prescribing rules and regulations for hauling garbage, refuse and other waste material within and through the county; providing for the proper disposal of solid waste; prohibiting littering and illegal dumping within the unincorporated area of the county, and providing penalties for violation thereof. This article provides for the assessment of service charges to finance the cost of solid waste collection.

(Ord. No. 954-82, § 2, 1-1-84; Ord. No. 093- 05HR, § 1, 12-6-05)

Sec. 12-12. Definitions.

For the purpose of this article, the following words and phrases shall have the meanings respectively ascribed to them in this section. When not inconsistent with the context, words used in the present tense include the future, words in the plural number include the singular number and words in the singular number include the plural number. The word "shall" is always mandatory and not merely discretionary.

Apartment: Any building containing more than four (4) contiguous dwelling units or any group of buildings or mobile homes located on a single lot which contains a total of six (6) or more dwelling units.

Bulk container: A manufacturing container suitable for emptying by mechanical equipment and approved by the director of public works.

Code: The Code of Richland County, South Carolina.

Commercial establishment: Any hotel, apartment, rooming house, business, industrial, public or semi-public establishment of any nature.

Commercial refuse: Trash and garbage generated by apartments, operation of stores, offices, restaurants and other places of business and industrial establishments (excluding industrial waste as defined herein).

Contractor: The person or persons, partnership, or corporation which has entered into a contract with the county to perform solid waste collection.

County: Richland County, South Carolina.

County administrator: The county administrator or his designated agent.

Disposal facility: Any facility or location where any treatment, utilization, processing or disposition of solid waste occurs.

Dwelling unit: One or more habitable rooms which are intended to be occupied by one (1) family with facilities for living, sleeping, cooking and eating and from which the county would collect refuse; excludes commercial, industrial and manufacturing establishments.

Franchise collector: The person or persons, partnership or corporation which has entered into a franchise agreement with the county to perform solid waste collection.

Garbage: All accumulations of animal, fruit or vegetable matter that attend the preparation, use, cooking and dealing in, or storage of meats, fish, fowl, fruit, vegetables and any other matter of any nature whatsoever which is subject to decay, putrefaction and the generation of noxious and offensive smells or odors, or which during and after decay may serve as breeding or feeding material for flies and/or germ-carrying insects or vermin; bottles, cans or food containers which due to their ability to retain water can serve as a breeding place for mosquitoes and other water-breeding insects.

Garden and yard trash: Any and all accumulations of grass, leaves, small trees and branches (not exceeding four (4) inches in diameter), shrubs, vines and other similar items generated by the maintenance of lawns, shrubs, gardens and trees from residential properties.

Hazardous materials: Wastes that are defined as hazardous by state law and the state department of health and environmental control regulations.

Health officer: The county health officer or his authorized deputy, agent or representative or other person as the county council may designate in lieu of such health officer.

Household trash: Any and all accumulations of materials from the operation of a home which are not included within the definition of garbage. Household trash shall include all bulky appliances, furniture, boxes and yard toys.

Industrial waste: Any and all debris and waste products generated by canning, manufacturing, food processing (excluding restaurants), land clearing, building construction or alteration and public works type construction projects whether performed by a governmental agency or by contract.

Refuse: Includes both garbage and trash as defined in this section.

Residential property: Property which contains residential dwelling units other than those defined in this section as apartments.

Residential refuse: Refuse generated by residential property as defined in this section.

Roll cart: Garbage containers, mounted on wheels, which are issued to citizens by the county. Containers are used to store garbage between collections by franchise collectors.

Sanitary landfill: The method of disposing of refuse by placing an earth cover thereon which meets the regulations of the state department of health and environmental control.

Small business: Any business entity registered with the Secretary of State that produces no more solid waste during any County defined solid waste collection cycle than will fill two (2) County-issued roll carts.

Special material: These are bulky materials or other special wastes that are not stored in roll carts and cannot be picked up by a normally used collection vehicle.

Trash: Unless specifically provided to the contrary, shall include and mean household trash and garden and yard trash as defined herein.

(Ord. No. 954-82, § 3, 1-1-84; Ord. No. 093- 05HR, § I, 12-6-05)

Sec. 12-13. Administration and enforcement.

(a) The director of public works shall be responsible for the administration and enforcement of the provisions of this article. He or she may request assistance from the various departments and other officials of the county as may be necessary for the orderly implementation of this article. Regulations promulgated to carry out this article shall be subject to prior review and approval of county council.

(b) Proof of means used for disposal of solid wastes by businesses and commercial enterprises shall be presented to the refuse control officers when requested by them. (Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 093- 05HR, § I, 12-6-05)

Sec. 12-14. General conditions for granting contracts for residential and small business solid waste collection.

(a) The entire unincorporated area of the county shall be designated as a roll cart service area and shall be divided into eight (8) service areas with these areas to be plainly outlined on a map of the county. Such maps shall be made a part of the contract with the collectors and shall be available for public inspection..

(b) Contracts shall be obtained as follows:

(1) After the initial awarding of the service areas, the option to bid on any or all of the service areas shall be open to all contractors, or subcontractors, who are garbage collectors for the county, or said areas may be awarded through open, competitive bidding.

(2) If all service areas are not successfully awarded through the above method, areas shall be awarded pursuant to the Richland County Code of Ordinances, Chapter 2, Article X, Division 2, Competitive purchasing policy. Anyone submitting a bid or proposal must meet all qualifications and criteria set forth for collectors.

(3) A lone bid or proposal for a specific service area shall not warrant automatic award of the franchise to the lone bidder or proposer.

(4) Should any contractor, or subcontractor, be found to be involved in collusion, in any way, through his or her own acts or those of any agent, said contractor or subcontractor, shall be disqualified from bidding or proposing.

(5) Successful contractors shall offer to purchase existing solid waste collection vehicles from current contractors within the respective service areas who were unsuccessful in renewing or renegotiating a contract. The value of the equipment will be determined by an independent appraiser.

(6) Successful contractors will be encouraged to hire employees of current contractors, within the respective service area, who were unsuccessful in renewing or renegotiating a contract.

(7) a. In the event that a contractor shall lose his contract through the expiration of his or her contract through the expiration of the contract or otherwise, or in the event that he or she subcontracts his or her area, then county council may, at its option, do any of the following:

1. Contract with the subcontractor without competitive bidding, pursuant to section 2-612(c)(3) and (10);

2. Open the area to competitive bidding by the contractors authorized to operate in Richland County; or

3. Open the area to competitive public bidding.

b. In the event that a contractor is a partnership, corporation, or entity other than an individual, and such contractor anticipates a sale or transfer of the ownership and/or management of the business to a third party, then the county administrator shall, at his discretion, give written approval or denial of the assignment of the contractor's contract rights under the contractor's franchise to the third party. Written approval of the county administrator shall be obtained prior to the third party's assumption of the contractor's duties in the service area.

c. In the event that a contractor who is a partnership, corporation, or entity other than an individual fails to obtain the prior written approval of the county administrator as required by section 12-14(b)(7)b. above, the county may competitively bid such contractor's service area.

(c) Monthly payments shall be made by the director of finance to the contractors. The contractors shall be allowed to petition county council for payment increase, based upon significant change of circumstances in the cost of delivering collection services.

(d) Collectors shall not be permitted to change boundaries of collection areas or to enter into agreements with subcontractors without prior written approval of the county administrator.

(e) All collectors under contract with the county shall continue service to customers as outlined in the contract.

(f) All bonds, insurance and other contractual obligations shall be adhered to by all contractors. Such contract requirements shall be reviewed and/or evaluated on a routine basis, and if, at any time, a collector is found to be in violation of any contract requirement, the collector shall be given fifteen (15) days to correct the violation. Should the collector fail to show compliance with the contract after the fifteen-day grace period, he or she shall automatically forfeit his or her franchise.

(g) The county administrator shall make available to the contractors any information gathered by the county which might assist the collector in submitting his or her cost and/or bid.

(h) Contractors shall not be required to pay the standard landfill dumping fees for residential solid waste or for small business solid waste delivered to the Richland County Landfill.

(i) Contracts with the franchise shall be for a period not to exceed five (5) years.

(j) Any contract may be extended at the option of county council and the contractor for a period not to exceed five (5) years, notwithstanding any contract language to the contrary. Any subcontractor who has assumed the duties and responsibilities of another contractor may, at the option of county council, be substituted as the original contractor of the service area.

(Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 1859-89, § I, 4-18-89; Ord. No. 1917-89, § I, 10-3-89; Ord. No. 093-05HR, § I, 12-6-05)

Sec. 12-15. Conditions for residential and small business solid waste collection--Garbage.

(a) Garbage shall be collected only by collectors who are franchised by the county.

(b) Garbage shall be collected in the entire unincorporated portion of the county by roll cart service under the following conditions:

(1) One (1) roll cart shall be issued to each household in the unincorporated area of the county. The roll carts remain the property of the county for use by the household to which they are issued. Residents who damage roll carts issued to them shall pay for repairing the carts or purchase replacement carts from the county. Carts that are damaged through normal use as a result of being emptied by contractors will be repaired at county's expense. Collection will be suspended at any location at which a roll cart is missing or at which a roll cart is damaged to such an extent as to interfere with normal collection methods.

(2) A small business may request up to two (2) county-issued roll-carts for use in scheduled solid waste collection by the franchise collector. The roll carts remain the property of the county for use by the small business to which they are issued. Anyone who damages a roll cart that is issued to them shall pay for repairing the carts or purchase replacement carts from the county. Carts that are damaged through normal use as a result of being emptied by contractors will be repaired at county's expense. Collection will be suspended at any location at which a roll cart is missing or at which a roll cart is damaged to such an extent as to interfere with normal collection methods.

(3) Except as described in section 12-17(b) and (c), *infra*, roll carts shall be placed at curbside of the nearest public road, no later than 7:00 a.m. on the day of collection. Carts shall be removed from the curbside by the residents no later than 7:30 p.m. on the day of collection.

(4) For residential collection, garbage in excess of the capacity of the roll cart will be collected if placed in plastic bags and placed at curbside along with the roll cart.

(Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 093- 05HR, § I, 12-6-05)

Sec. 12-16. Conditions for residential and small business solid waste collection--Yard trash and other household articles.

(a) Refuse shall be collected only by collectors who are franchised by the county.

(b) Yard trash and other household articles shall be collected in the entire unincorporated portion of the county under the following conditions:

(1) Yard trash, including all bagged or boxed trash and the equivalent of two (2) roll carts of loose trash, placed at curbside of the nearest public road, shall be collected once each week. This article does not intend to require that yard trash be bagged, boxed or bundled; however, such practice will be encouraged.

(2) Yard trash and other household/business articles not suitable for placement in a roll cart, plastic bag or trash container sack may be placed for collection as follows:

a. Tree branches and heavy brush which do not exceed four (4) inches in diameter shall be cut in lengths not exceeding four (4) feet in length and stacked in a compact pile in front of the residence adjacent to the curb, but such piles shall not extend into the streets;

b. Sticks, hedge clippings, small brush and leaves shall be placed in neat piles at curbside.

(3) Within one (1) week of each month, contractors shall remove all household/business furnishings, appliances, large yard toys and other large household/business articles, when placed in front of the residence or business at the nearest public road. All large appliances shall have doors removed prior to placement at the curb.

(Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 093- 05HR, § I, 12-6-05)

Sec. 12-17. Additional levels of residential solid waste collection.

(a) Citizens living more than three hundred (300) feet from a public road may use either roll carts or other suitable containers to place solid waste awaiting collection. If a roll cart is not used by the property owner, payment for the cart will not be assessed.

(b) Handicapped citizens may receive backyard service for garbage collection. This special exception may be granted when the appropriate county official determines that there is no person living in the house who is physically capable of rolling the cart to and from the curb. In such instances, the cart will be dumped only once per week, on the second day of collection (Thursday or Friday). Provided, however, that yard trash will be collected only from the nearest public road, as set forth hereinabove.

(c) Subdivisions desiring a higher level of service may request backyard pick-up pursuant to the following conditions:

(1) The subdivision must have a duly organized homeowners' association and such request shall be made by said association.

(2) At the time that the homeowners' association requests the higher level of service, said association shall provide either a certified true copy of the results of a certified ballot mailed to each homeowner and tallied by a certified public accountant, or a certified true copy of the minutes of the meeting where the decision was made by majority vote to request said higher level of service. Said minutes shall be signed and attested by the president and secretary of the homeowners' association; the association must also certify that all homeowners were notified of the meeting at least ten (10) days in advance and must furnish a copy of the notice.

(3) At the time that the homeowners' association makes the request, said association shall clearly define the geographic boundaries of the area encompassed in the request, including tax map sheet references.

(4) The cost of the higher level of roll cart service (backyard pick-up) shall be placed on the tax bills of all residents in the subdivision, however, said cost shall not exceed 1.8 times the basic curb service charge. In addition to the garbage collection charge, the county shall be entitled to collect the total cost of administering this program, which shall be divided among the individual homeowners on an equitable basis by the finance department annually.

(5) All requests for the higher level of service (backyard pick-up) shall be made to and approved by the county administrator.

(6) Under no circumstances shall the county provide the higher level of roll cart service (backyard pick-up) to any subdivision which does not have deed restrictions which prohibit curbside pick-up.

(Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 1567-86, § 1, 12-30-86; Ord. No. 093-05HR, § 1, 12-6-05)

Sec. 12-18. Preparation and storage of residential and/or small business solid waste for collection.

(a) It shall be the duty of the occupant or owner of any residential premises, or the owner or operator of any small business, to store all refuse properly, including garbage and

trash, pending collection and disposal. Residential excess garbage beyond that which can be placed in the roll cart shall be placed in plastic bags alongside carts on collection days.

(b) All garbage receptacles except single-use paper or plastic bags and cardboard boxes shall be kept clean and free of accumulated waste and shall be treated with an effective insecticide, if necessary, to prevent nuisance.

(c) Each owner shall prevent the continued, excessive and unsightly accumulation of refuse upon the property occupied by him (or her) or a public thoroughfare adjoining his or her property. Unlicensed automobiles and other vehicles shall not be permitted to be kept except at appropriate commercial establishments. Removal and disposal of unlicensed vehicles shall be the responsibility of property owners where such vehicles are located.

(d) It shall be a violation of this article to place or cause to be placed in any refuse can or bulk container for collection any acid, explosive material, inflammable liquids or dangerous or corrosive material of any kind, or any other hazardous waste.

(e) No person other than the owner thereof, his or her agents or employees, or employees of contractors of the county for the collection of refuse shall tamper or meddle with any garbage container or the contents thereof, or remove the contents of the container from the location where the same shall have been placed by the owner thereof or his agents.

(f) Property owners shall be prohibited from receiving for deposit in their refuse containers any type refuse that originates outside their designated collection area.

(g) Property owners shall be responsible for policing any strewn refuse resulting from broken bags, garbage not properly prepared for collection or from any other cause other than contractor mishandling.

(Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 093- 05HR, § I, 12-6-05)

Sec. 12-18.1. Exemption from roll cart service and fees for handicapped homeowners.

There is hereby provided an exemption from roll cart service and fees for handicapped homeowners in the unincorporated areas of the county. Such handicapped homeowners shall apply for said exemption at the solid waste division of the public works department. Such applicant must be handicapped and housebound and must live next to a relative or caretaker who shall agree to assume responsibility for the handicapped homeowner's garbage disposal.

The director of public works shall recommend approval or denial of the handicapped homeowners application for exemption from roll cart service and fees. Final approval or denial of exemption from roll cart service and fees shall be made by the county administrator.

(Ord. No. 1926-89, § I, 11-7-89; Ord. No. 093- 05HR, § I, 12-6-05)

Sec. 12-19. Transportation of refuse.

(a) It shall be unlawful for any person to haul, convey or cause to be conveyed any refuse upon or along the public streets and roadways except when the material transported is adequately secured in such a manner as to prevent it from falling, leaking or being blown from transporting vehicles. The owner or driver of the offending vehicle shall be personally responsible for any violation of this section.

(b) It shall be a violation of this article for any person not authorized by the county to collect and haul any refuse other than that arising from his or her own accumulation within any area of the county in which refuse collection service is maintained by the county.
(Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 093- 05HR, § I, 12-6-05)

Sec. 12-20. Items not covered in residential or small business solid waste collection service.

(a) Dead animals. Dead animals, other than household pets, shall not be collected. Dead household pets shall be collected by the county animal care department if placed in plastic bags at curbside and if that department is notified. All other dead animals shall be the responsibility of property owners.

(b) Building materials. The county shall not be responsible for collecting or hauling discarded building material, dirt, rock or industrial and hazardous waste.
(Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 093- 05HR, § I, 12-6-05)

Sec. 12-21. Unlawful disposal generally.

(a) It shall be unlawful for any person, firm, or corporation to dump or cause to be dumped any garbage, trash, litter, junk, appliances, equipment, cans, bottles, paper, trees, tree limbs, tree stumps, brush or parts thereof, anywhere in the unincorporated area of the county except at approved sanitary landfills.

(b) The above provisions shall not apply to the dumping on private property, with the owner's written permission, of sand, dirt, broken brick, blocks, or broken pavement or other suitable material for use as a fill to raise the elevation of land; provided, the same is not maintained in an unsightly condition and, further provided, the owner of the property on which such material is dumped agrees to level such dumped material with appropriate grading equipment.

(Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 006- 02HR, § II, 3-19-02; Ord. No. 093-05HR, § I, 12- 6-05)

Sec. 12-22. Collected refuse is county property.

All refuse collected by county forces or collectors under contract with the county shall be disposed of and/or delivered to such places and used for such purposes as may be ordered by the county.

(Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 093- 05HR, § I, 12-6-05)

Sec. 12-23. Assessment for residential solid waste collection and small business solid waste collection.

(a) Residential. Owners of residential property in the unincorporated area of the county, as currently or may hereinafter exist, shall be assessed a service charge for the purpose of financing the collection of solid waste. The assessment for solid waste collection shall reflect a level of service and benefit provided to the owner and shall be determined by the county council. The procedures for collecting the assessment for solid waste collection for new houses shall be as follows:

(1) Before issuing a certificate of occupancy pursuant to section 6-57 of this Code, the director, solid waste management department shall collect from the applicant an amount of money equivalent to the pro rata portion of solid waste assessment for the year in which the applicant is seeking the certificate.

(2) Beginning with the first calendar year after which the certificate of occupancy pursuant to section 6-57 of this Code applied for, the assessment for such services shall be collected through a uniform service charge added to the annual real property tax bill. Furthermore, all penalties applicable to delinquent payment of property taxes shall apply to the uniform service charge for solid waste collection.

(b) Businesses and commercial enterprises. Businesses and commercial enterprises (other than small businesses) shall not be provided garbage collection service by the county; therefore, they shall not be assessed a charge. These activities shall be responsible for the disposal of their garbage, refuse and industrial waste.

(c) Small businesses. Owners of small business in the unincorporated area of the county, as currently or may hereinafter exist, shall be assessed a service charge two (2) times the residential rate per roll-cart for the purpose of financing the collection of solid waste.

(Ord. No. 1517-86, § 1, 8-5-86; Ord. No. 1849-89, § I, 3-21-89; Ord. No. 1918-89, § I, 10-3-89; Ord. No. 020-95HR, § I, 3-21-95; Ord. No. 093-05HR, § I, 12-6-05)

Sec. 12-24. Determination of assessments; inclusion in tax notice.

The county council shall annually determine the assessments to be levied for garbage services, based upon, among other things, the level of services provided the property, the amount of funds required to finance solid waste collection, and the benefit received by the property and advise the auditor of the assessment to be collected. It shall be the duty of the auditor to include the assessment with the annual property tax notices. The county director of finance shall establish a solid waste collection fund and all receipts collected by the treasurer from the assessments for the purpose of solid waste collection shall be credited to the fund.

(Ord. No. 954-82, § 4-3, 1-1-84; Ord. No. 093-05HR, § I, 12-6-05)

Sec. 12-25. Lien; hearing required to raise lien amount of charge.

(a) If the notice or notices prescribed by subsection (b) shall have been given and the hearing required pursuant thereto shall have been held, all solid waste collection service charges imposed by the county pursuant to this article and not paid when due and payable shall constitute a lien upon the real estate to which the solid waste collection service concerned relates so long as the charges remain unpaid. It is the intention of the county that in addition to such other rights and remedies as may be available to the governing body in law or in equity for the collection of such charges, the lien may be enforced by the governing body in the same manner and fashion as the lien of property taxes on real estate.

(b) Prior to the furnishing of any solid waste collection service for which the prescribed service charge shall, pursuant to subsection (a), become a lien on the property affected and prior to any subsequent increase in any solid waste collection service charge, county council shall hold a hearing on the proposed charges providing property owners an opportunity, if desired, to appear and be heard in person or by counsel before the county

council. Not less than ten (10) days' published notice of this public hearing shall be given in a newspaper of general circulation in the county. Such notice shall state the time and place of the public hearing and shall notify property owners of the nature and quantum of the proposed service charges. Following such hearing, action shall be taken by the county council and published notice of its decision shall be given in a newspaper of general circulation in the county, not less than ten (10) days prior to the effective date of the charges. This notice shall set forth the charges being imposed in such a manner as to notify property owners thereof. Any property owner aggrieved by the action of the county council may proceed by appeal in the court of common pleas for the county, to have such court review the action taken by the county council at which time the court will determine the validity and reasonableness of the solid waste service charge. Solid waste collection service charges not intended to become liens in the case of nonpayment may be imposed and subsequently increased upon any user without such notice and hearing. The appeal provided for herein shall be pursuant to the provisions of chapter 7 of Title 18, of the South Carolina Code of Laws, 1976, providing for appeals to the court of common pleas. (Ord. No. 954-82, §§ 4-4, 4-5, 1-1-84; Ord. No. 093-05HR, § I, 12-6-05)

Sec. 12-26. County landfill fees.

The following fees shall be charged for all materials dumped in a county landfill:

- (a) Normal garbage and trash: Twenty four dollars (\$24.00) per ton.
- (b) Tires: Thirty dollars (\$30.00) per ton.
- (c) DHEC-controlled waste: Thirty dollars (\$30.00) per ton.
- (d) Baled nylon filament: Twenty dollars (\$20.00) per ton.
- (e) Waste containing nylon filament: One hundred dollars (\$100.00) per ton.

(Ord. No. 1703-88, § 1, 1-5-88; Ord. No. 1906-89, § 1, 9-5-89; Ord. No. 2023-90, § I, 9-4-90; Ord. No. 2144-91, § I, 10-15-91; Ord. No. 018-95HR, § I, 3-21-95; Ord. No. 093-05HR, § I, 12-6-05)

Sec. 12-27. Corrugated cardboard banned from all landfills.

(a) Corrugated cardboard shall be banned from all county operated landfills located in the unincorporated areas of Richland County. This ban does not apply to any construction and demolition landfill.

(b) The manager of the solid waste division of the public works department and/or his or her designees, are hereby authorized to implement such programs and procedures as deemed necessary to further implement this program; to inspect all loads designated for any county operated landfill located in the unincorporated areas of the county to insure compliance with this section; to inspect such loads for corrugated cardboard content; and to impose such surcharges as set forth herein for violations of this section.

(c) The manager of the solid waste division of the public works department and/or his or her designees, shall issue a warning for any first occurrence where a load is found to consist of more than ten percent (10%) corrugated cardboard. Upon a second occurrence, the Director and/or his or her designees, shall impose a charge of forty eight dollars (\$48.00) per ton for loads that consist of more than ten percent (10%) corrugated cardboard. This amount will be the entire tipping fee charged for such loads. For any third

or subsequent occurrence, a charge of seventy two dollars (\$72.00) per ton shall be collected.

(d) The manager of the solid waste division of the public works department and/or his or her designees, shall be authorized to establish recycling centers throughout the county to accept corrugated cardboard and other recyclable materials.

(Ord. No. 024-95HR, § I, 5-2-95; Ord. No. 093-05HR, § I, 12-6-05)

Sec. 12-28. Out-of-county waste banned from all county landfills.

(a) All solid and other wastes generated from outside the boundaries of the county are banned from being dumped in any county operated landfill.

(b) The manager of the solid waste division of the public works department and/or his or her designees, are hereby authorized to implement such programs and procedures as deemed necessary to further implement this ban; to inspect all loads designated for the county landfill(s) for any violations thereof; and to issue warrants according to law for any violations of this section.

(c) Any residential and/or small business solid waste collector found in violation of this section by the county council shall forfeit their contract with the county.

(d) The manager of the solid waste division of the public works department may seek an injunction to enforce the provisions of this section.

(e) Violations of this section shall be deemed to be a misdemeanor, and any shall subject the violator to a fine not exceeding one thousand dollars (\$1,000.00), imprisonment not exceeding thirty (30) days, or both.

(Ord. No. 045-95HR, § I, 6-6-95; Ord. No. 093-05HR, § I, 12-6-05)

Sec. 12-29--12-40. Reserved.

ARTICLE III. CONSTRUCTION, MODIFICATION, EXPANSION, AND/OR OPERATION OF SOLID WASTE MANAGEMENT FACILITIES, BENEFICIAL LANDFILLS, AND COMPOSTING FACILITIES

Editor's note--Nonamendatory Ord. No. 065-94, §§ III--VIII, adopted Sept. 6, 1994, has been included herein as a new Art. III, §§ 12-41--12-46, at the discretion of the editor.

Cross reference(s)--Hazardous materials, § 13-1 et seq.; zoning, Chapter 26.

Sec. 12-41. Federal, state and local law.

All solid waste management facilities, beneficial landfills, and composting facilities shall adhere to all federal and state rules and regulations, and all local zoning land use and other applicable local ordinances.

(Ord. No. 008-09HR, § I, 3-4-08)

Sections 12-42 – 12-47. Reserved.



Agenda Briefing Addendum

Prepared by:	Christopher S. Eversmann, PE	Title:	Deputy Director
Department:	Public Works	Division:	
Contributor:	John Ansell	Title:	Solid Waste & Recycling General Manager
Date Prepared:	December 1, 2021	Meeting Date:	December 16, 2021
Approved for Consideration:	Assistant County Administrator	John M. Thompson, Ph.D., MBA, CPM, SCCEM	
Committee:	Development & Services		
Agenda Item:	Chapter 12 Re-write		

COUNCIL INQUIRY # 1:

Some items are repeated and/or possibly need to be “lumped” in a general category to address the entire program (e.g. Sec. 20-20, 20-22, 20-28, 12-30).

Reply:

In this re-write of Chapter 12, Staff members attempted to retain some of the ordinance organization and language where deemed appropriate. Though there are some common aspects between program elements (such as curbside collection of Garbage and Recycling), we believe that the organization of the re-written ordinance is appropriate, logical, and facilitates easy reference. Combining established sections may undermine this.

Please see the response below to Council Inquiry # 5 regarding combining “Enforcement” Articles / Sections.

Otherwise, Staff recommends that this wording and organization remain.

COUNCIL INQUIRY # 2:

Highlighted a portion of section 12-2, paragraph B referencing bulk waste: “...and any such other item of such weight that two adults cannot easily lift (?)”

For example, how do you get rid of those items?

Reply:

Bulk items that are too large for pickup by the curbside program can be disposed of free-of-charge at the Richland County C&D Landfill or the Lower Richland Drop-Off Center.

Though this wording is somewhat subjective, we believe that it communicates a reasonable size / weight limitation and can be practically applied in the field.

Staff recommends that this wording remain.

COUNCIL INQUIRY # 3:

Highlighted a portion of section 12-3 Enforcement, sub-paragraph (b): "...can be identified as having last belonged to, been in possession of, sent to..."

I could give to someone for disposal and it inadvertently gets "littered" but not intentionally; especially due to penalty of jail/time

Reply:

This wording is identical to that in the current ordinance (Section 12-5, (a)). As a matter of practice, this provision is typically applied to the illegal dumping of garbage. Also, intention is difficult to prove, so it is not included in cases brought before a Magistrate. This standard is applied to a vast majority of illegal dumping prosecutions which we bring before Magistrates. Without it, we believe that we would be severely limited in our enforcement ability and effectiveness. We strongly recommend against any alteration or elimination.

Staff recommends that this wording remain.

COUNCIL INQUIRY # 4:

Highlighted a portion of section 12-3 Enforcement, sub-paragraph (c): "Solid waste placed at curbside for collection shall be considered property of the County..."

Can this hold up legally? If I toss furniture, [illegible], or ?, it's considered "abandoned at the curb, so how is it Richland County property?

Reply:

This reflects re-wording of Section 12-3 in the current ordinance whose intention is to establish a definite time when ownership of solid waste transitions from the disposer to the collector (*i.e.* – the County) and to prohibit scavenging. The title of Section 12-22 of the current ordinance also suggests this intent.

Items placed at curbside are presumed to be there for collection and are treated as solid waste.

Though some customers might not object to their solid waste and bulk items being inspected and taken by others, this is not universal.

Staff recommends that this wording remain.

COUNCIL INQUIRY # 5:

Highlighted a portion of section 12-3 Enforcement, sub-paragraph (e) referencing Refuse Control Officers

See page 44, 12-66

Reply:

If so directed, Staff can incorporate Sections 12-3 (“Enforcement”) and 12-4 (“Penalties”) into Article VIII (“Enforcement”) and does not recommend against that action.

COUNCIL INQUIRY # 6:

Highlighted a portion section 12-13 Partial Year Assessments for the Residential / Small Business Curbside Collection Program: “Partial Year Fee” sub-section (b) “computed on a pro rata basis...”

What if you get a CO, but it’s For Sale and not sold for six months +/-, why do I pay?

Reply:

The issuance of a Certificate of Occupancy (CO) has been the established standard for the commencement of curbside collection service fees for many years. It is a set, irrefutable date that is both standard and well-established. Variance from this would place an unmanageable burden on Staff members to try and determine on a case-by-case basis the date of move-in and when actual, continuous occupancy commenced. This standard is accepted by the development community and has not been the source of complaints.

Staff recommends that this wording remain.

COUNCIL INQUIRY # 7:

Highlighted a portion of Section 12-15 Determination of assessments; inclusion in tax notice, sub-paragraph (a): “...multiplier...”

How is it determined and why?

Reply:

The 1.8 multiplier is a previously established carry over from the current ordinance (please see Section 12-17, (c), (4)). This connection between standard and enhanced service-levels acts as a “check-and-balance” to ensure that these well-defined, established service levels maintain connectivity and that one service level does not inappropriately undermine or subsidize the other.

Staff recommends that this wording remain.

COUNCIL INQUIRY # 8:

Highlighted a portion of Section 12-20 Garbage, sub-paragraph (c): “...if requested and paid for...”

Are they also charged more for pickup of two carts vs residential carts?

Reply:

Charges are based on the number of garbage roll carts issued and serviced. A service location with two roll carts will pay twice the amount of that with a single roll cart.

COUNCIL INQUIRY # 9:

Highlighted a portion of Section 12-20 Garbage, sub-paragraph (d): "...removed from curbside..."

In rural areas, many carts remain near/at the road

Reply:

This is reflected in the existing ordinance (Please see Section 12-15, (b), (3)). From current practice, in rural areas, removal of roll carts from roadside suffices for compliance with this provision.

Staff recommends that this wording remain.

COUNCIL INQUIRY # 10:

Highlighted a portion of section 12-20 Garbage, sub-paragraph (e): "...small quantities..."

Pg. 44, 12-67, (b) does not limit to this

Reply:

This wording reflects current practice and is generally a carry forward of Section 12-15, (b), (4) of the current ordinance. Staff is of the opinion that the subjectivity of words such as "small" and "neatly" is outweighed by their practical understanding and application in the field.

Staff recommends that this wording remain.

COUNCIL INQUIRY # 11:

Highlighted a portion of section 12-21 Yard Waste, sub-paragraph (b), section 1: "...shall be collected on a designated day..."

How do we know what day that is?

Reply:

Collection days for the various waste types are well-established and vary by Collection Areas. They are available through the Solid Waste Mobile App, the County web site, or through inquiry of Ombudsman or Solid Waste Staff. This wording sets the requirement that collection days be established and not vary.

Staff recommends that this wording remain.

COUNCIL INQUIRY # 12:

Highlighted a portion of section 12-21 Yard Waste, sub-paragraph (b), section 3: "...Waste generated from clearing a lot or cutting shrubbery..."

Why not?

Reply:

Section 12-21 of the proposed ordinance expands upon Section 12-16 of the current ordinance. It represents an effort to better define the intent of the curbside collection program (maintenance of residential properties) as opposed to lot clearing, tree removal, or extensive landscaping projects performed by contractors.

With that said, the removal of a shrub by a homeowner, as long as it otherwise meets the established length / diameter limitations (4' / 4"), should not be prohibited. We recommend the following:

Section 12-21, (b), (3) – "...Waste generated from clearing a lot ~~or cutting shrubbery...~~"

Otherwise, staff recommends that this wording remain.

COUNCIL INQUIRY # 13:

Highlighted a portion of Section 12-23 Bulk Items: "Limit of four items per appointment request."

Any limits to the number of times you can request this?

Reply:

There is a limit placed on the number of bulk items for a single pickup request, but there is not a limit on the number of requests for pickup that can be submitted.

COUNCIL INQUIRY # 14:

Highlighted a portion of section 12-28 Roll Carts: "...Fee may be charged..."

Repeat; also said later.

Reply:

Please see Section 12-14 of the re-written ordinance. This section requires that all solid waste fees be reviewed, published, and approved by County Council on an annual basis. Use of the word "may" ensures maximum flexibility in the alteration, modification, and other changes to future programs without the need for an ordinance change, but retains Council control of the solid waste revenue process.

COUNCIL INQUIRY # 15:

Highlighted portions of Sections 12-35, 12-36, 12-37, 12-38, 12-39: "...quantity limitations..."

These should all be set out so people know in advance and don't show up with four items and are limited to three.

Reply:

The ordinance establishes broad responsibilities. The intention of these sections are to authorize the Director of Public Works to place quantity limitations based on the physical conditions at specific drop-

off centers and levels of service peculiar to facilities as they exist now and in the future. These limitations are established and posted at the individual locations.

COUNCIL INQUIRY # 16:

Highlighted portions of Sections 12-52: “Fee may”

Fee will. Don’t do for fee.

Reply:

Concur that Section 12-52 is not properly worded. Recommend that following:

Remove – ~~“Fees may be charged in a consistent, uniform, and equitable manner.”~~

Insert – “Fees may be charged. If such fees are established and approved by County Council, they will be applied in a consistent, uniform, and equitable manner.”

An example of this is that fees at Solid Waste Facilities are not charged to private citizens, but are charged to commercial users. Please see response to inquiry # 14 above.

COUNCIL INQUIRY # 17:

Highlighted Sections 12-61

Same as 12-51.

Reply:

These Sections are similar, but not identical. Please see reply to Council Inquiry # 1. Though there is some degree of redundancy, we believe that it is minor and that the benefit of ease-of-reference outweighs this concern. Also, there are no inconsistencies.

Staff recommends that this wording remain.

COUNCIL INQUIRY # 18:

Highlighted portions of Sections 12-62 Debris on Lots, paragraph (a): “residential area”; “residential use”

Not in definitions, define.

You can have over 100 acres and have a pile of recyclable materials you get rid enough when you have enough, is [illegible] only in developments?

Reply:

There is a definition of “Residential Property” in the proposed ordinance, but not “Residential Area.” This is consistent with the current ordinance.

Otherwise, this section is brought forward from Section 12-4 of the current ordinance.

Staff recommends addition of the following definition to Section 12-2 of the proposed ordinance:

Residential Area – Multiple, contiguous Residential Properties zoned as such as well as a neighborhood or a subdivision.

COUNCIL INQUIRY # 19:

Highlighted portions of Sections 12-62 Debris on Lots, paragraph (c): “It shall be sufficient...”

Must be sent to some address if the tax notice is sent.

Reply:

This section is brought forward verbatim from Section 12-4 of the current ordinance. Current staff practice is to use every form of formal (written) communications means possible. Certified letters are often ignored and can, in effect, make enforcement virtually impossible.

Staff recommends that this wording remain.

COUNCIL INQUIRY # 20:

Highlighted portions of Sections 12-62 Debris on Lots, paragraph (d), (e): “...or deposited in the United States mail...”

Omit 10 days of signature; do not post evet.

Reply:

The ten day period is the current standard contained in Section 12-4, (e) of the current ordinance. It is believed that this is an effort to ensure that the property owner has some reasonable time to respond before legal enforcement proceedings begin

Please see response to Council Inquiry # 19 above.

COUNCIL INQUIRY # 21:

Highlighted Sections 12-63 Scavenging

No if by [illegible].

Reply:

This provision, slightly edited to reflect current practices, is brought forward from Section 12-3 of the current ordinance. Please see response to Council Inquiry # 4 above.

Staff recommends that this wording remain.

ADDITIONAL COMMENTS FOR CONSIDERATION:

Staff recommends that, to the maximum extent possible, Council-directed edits to the re-written ordinance be consolidated and executed at a single time (between readings). This will certainly simplify understanding and consideration.

ATTACHMENTS:

1. Comments/Inquiries from Councilmember Malinowski



Agenda Briefing

Prepared by:	Chris Eversmann, PE	Title:	Deputy Director
Department:	Public Works	Division:	Solid Waste & Recycling
Date Prepared:	October 27, 2021	Meeting Date:	November 18, 2021
Legal Review	Elizabeth McLean via email	Date:	November 09, 2021
Budget/Finance Review	Stacey Hamm via email	Date:	November 10, 2021
Approved for consideration:	Assistant County Administrator	John M. Thompson, Ph.D., MBA, CPM, SCCEM	
Committee	Development & Services		
Subject:	Richland County Code of Ordinances, Chapter 12		

STAFF'S RECOMMENDED ACTION:

Staff recommends the approval of the re-write of the Richland County Code of Ordinances, Chapter 12, renamed "Solid Waste, Recycling, and Public Sanitation."

Request for Council Reconsideration: Yes

FIDUCIARY:

Are funds allocated in the department's current fiscal year budget?	<input type="checkbox"/>	Yes	<input checked="" type="checkbox"/>	No
If no, is a budget amendment necessary?	<input type="checkbox"/>	Yes	<input checked="" type="checkbox"/>	No

ADDITIONAL FISCAL/BUDGETARY MATTERS TO CONSIDER:

This re-write of Chapter 12 of the Richland County Code of Ordinances will generally be revenue / cost neutral in the short term (six-months to one-year). However, it may have positive fiscal impacts in the mid-to-long term (two-years and beyond):

- Place realistic limits on yard waste, bulk items, and white good collected at curbside;
- Define Municipal Solid Waste (MSW) Management program elements and their revenue source;

These improvements will help contain costs of future County MSWM Program as well as ensure that millage and fees are appropriately set.

COUNTY ATTORNEY'S OFFICE FEEDBACK/POSSIBLE AREA(S) OF LEGAL EXPOSURE:

None.

REGULATORY COMPLIANCE:

This proposed ordinance is consistent with provisions of the South Carolina Solid Waste Policy and Management Act of 1991.

*ATTACHMENT 1 - P. 19
" 2 - P. 48
" 3 - P. 50 - did one? YES*

MOTION OF ORIGIN:

There is no associated Council motion of origin.

Council Member	
Meeting	
Date	

STRATEGIC & GENERATIVE DISCUSSION:

This Ordinance is completely restructured and rewritten in an effort to:

- Address / define current County Solid Waste Management (MSWM) Programs;
- Update terminology;
- Reflect / codify best practices;
- Address / define the Solid Waste Fund and revenue sources;
- Eliminate unnecessary redundancy with other Ordinance Chapters;
- Establish and document procedures for the annual calculation of uniform fee for the Residential / Small Business Curbside Collection Program;
- Encourage the best practice for yard waste to be bagged, boxed, or bundled;
- Provide a comprehensive, updated Definitions Section;
- Add a description of the County’s Recycling Program;
- Maintain the 1.8 multiplier factor between standard and enhanced curbside collection program levels of service. *(How/why was this figure chosen?)*

The re-written Ordinance is contained in Attachment ‘A’ to this briefing. A Summary of Changes chart is included in Attachment ‘B’, and the current ordinance is included in Attachment ‘C’ to this briefing.

ADDITIONAL COMMENTS FOR CONSIDERATION:

Some minor edits and corrections from the original submission in July have also been made:

- Bagging, bundling, and boxing of yard waste is encouraged (not required);
- Added a statement prohibiting the placement of yard waste piles within the traveled way of the road;
- Added hyphens to “Drop-Off Center”;
- Changed 90-gallon roll cart references to 96-gallon;
- Corrected enhanced service multiplier on the calculation form (Attachment B) from 2.0 to 1.8 (as is stated in the body of the ordinance);
- Added a note on the calculation form that clarified that “Bid price” is the original bid price as adjusted annually by the CPI.

- Some items are repeated + poss. need to be "lumped" in a general category to address entire program, e.g. Sec. 20-20, 20-22, 20-28, 12-30

ATTACHMENTS:

1. Draft ordinance with attachments
2. Summary of changes
3. Current ordinance

CHAPTER 12: SOLID WASTE, RECYCLING, AND PUBLIC SANITATION

ARTICLE I. ADMINISTRATION

Sec. 12-1. In General.

Richland County shall manage the solid waste stream on behalf of its citizens in order to preserve and protect public health and welfare and to promote a suitable quality of life for residents and visitors. It shall perform these missions with appropriate staff, equipment, programs, and facilities and in accordance with applicable Federal and State Laws and Regulations. The task of solid waste management shall be discharged by the Director of Public Works.

Sec. 12-2. Definitions.

Any definitions contained herein shall apply unless specifically stated otherwise. In addition to the definitions contained in this chapter, the articles of this chapter shall adopt by reference the definition of terms (to the extent they are not inconsistent with definitions specifically contained herein) defined in the South Carolina Solid Waste Policy and Management Act of 1991, South Carolina Code Section 44-96-10, *et seq.* and in any regulations promulgated pursuant thereto. Any term not specifically defined will be construed pursuant to its plain and ordinary meaning. When not inconsistent with the context, words used in the present tense include the future, words used in the plural include the singular, and words used in the singular include the plural. The word "shall" is always mandatory and not merely discretionary.

-A-

Agricultural operation: Raising, harvesting, or storing crops or feed, breeding or managing livestock, including the preparation of the products raised thereon for human use and disposed of by marketing or other means. It includes, but is not limited to, agriculture, grazing, horticulture, forestry, and dairy farming.

Apartment: Any building containing more than four (4) contiguous dwelling units or any group of buildings or mobile homes located on a single parcel that contains a total of six (6) or more dwelling units regardless of ownership of the dwelling units.

-B-

Bulk Waste ("Bulk Items"): Large appliances, air conditioners, furniture, mattresses, box springs, yard furniture, large toys, grills, push mowers, bicycles, and playground equipment. The following items are not considered bulk waste: Gym / exercise equipment, pianos, organs, pool tables, electronics, riding mowers, automotive equipment, fencing, decks, swimming pools (any size except small form plastic pools), animal shelters, demolition debris, building debris and any other item of such weight that two adults cannot easily lift. *(?) for good example*

How do you get rid of these items

Bulk Waste Container (a.k.a. – “Roll Off container”): A manufactured container suitable for emptying by mechanical equipment.

-C-

Class Three Waste: Non-hazardous commercial and industrial wastes that are permitted by SCDHEC to be disposed of in a Class Three landfill. See also: Municipal Solid Waste (MSW) and Garbage.

Class Two Waste: The waste streams listed in Appendix I, Acceptable Waste For Class Two Landfills, of SC Regulation 61-107.19, Solid Waste Management: Solid Waste Landfills and Structural Fill. The list will be posted at each County disposal facility. See also: Construction and Demolition (C&D) Waste.

Code: The Richland County, South Carolina Code of Ordinances.

Collection Area: A quasi-official subdivided area of the County for the purpose of solid waste management program administration.

Commercial Establishment: Any hotel, apartment, rooming house, business, industrial, public or semi-public establishment of any nature. See also: Apartment.

Commercial Waste: Trash and garbage generated by apartments, operation of stores, offices, restaurants and other places of business and industrial establishments (excluding industrial waste as defined herein).

Construction and Demolition (C&D) debris: Any discarded solid wastes resulting from construction, remodeling, repair, and demolition of structures, and road construction. The wastes include, but are not limited to, bricks, concrete, other masonry materials, lumber, road spoils, and paving materials, but do not include solid waste from agricultural operations or Garbage.

Contaminant / Contamination: Generally applied in the context of recycling. Items, to include plastic bags, garbage, or items not approved for the County’s Recycling Program, intermingled with items intended for pickup. The presence of this contamination may preclude pickup, causing an interruption of efficient collection operations. See also: “Non-compliant Pile / Roll Cart”, “Mixed Pile”, and “Mixed Waste.”

County: Richland County, South Carolina.

County Administrator: The Richland County Administrator.

County Council: The governing body of Richland County, South Carolina.

Curbside: The area within the right-of-way or easement immediately adjacent to a public road, highway, street, etc. For purposes of this ordinance chapter, curbside will be considered as the area within six (6) feet of the edge of the public road, highway, street, etc., unless deemed otherwise by the Director. Curbside shall not extend past the road right-of-way or easement except in those cases where the road right-of-way or easement ends at the edge of the traveled way of the road.

Curbside Collector: (a.k.a. – Collections Contractor) The person that has entered into a contract with the County to provide specified solid waste curbside collection services. The solid wastes eligible for curbside service from dwelling units and small businesses are: garbage, household waste, yard waste, recyclables, bulk items, and white goods as defined herein.

-D-

Debris: Includes, but is not limited to, miscellaneous equipment, yard toys, furniture, packaging items, shipping containers, waste tires, construction and demolition (C&D) waste, bricks, blocks, concrete, asphalt, metals, lumber, trees, tree limbs, tree stumps, brush or parts thereof, or stumps, and/or building materials or solid waste of any description that are deemed by the Director or designee to be a nuisance, potentially deleterious to public health, public sanitation and/or public safety.

Department: The Richland County Department of Public Works.

DHEC: The South Carolina Department of Health and Environmental Control.

Director: The Richland County Director of Public Works.

Disposal: The discharge, deposition, injection, dumping, spilling, or placing of any solid waste into or on any land or water, whether intentional or unintentional, so that the substance or any constituent thereof may enter the environment or be emitted into the air or discharged into any waters, including groundwater.

Disposal Facility: All contiguous land, structures, other appurtenances and improvements on the land used for treating, storing, or disposing of solid waste pursuant to a solid waste disposal permit issued by DHEC. A facility may consist of several treatment, storage, or disposal operational units, including, but not limited to, one or more landfills, surface impoundments, or combination thereof.

Domicile: A residential dwelling to include single and multi-family configurations.

Dumpster: A type of movable waste container designed to be brought and taken away by a special collection vehicle, or to a bin that a specially designed garbage truck lifts, empties into its hopper, and lowers, on the spot. The word is a generic trademark of Dumpster, an American brand name for a specific design.

Dwelling unit: One or more habitable rooms which are intended to be occupied by one (1) family with facilities for living, sleeping, cooking, and eating and from which the County would collect solid waste; excludes commercial, industrial and manufacturing establishments.

-G-

Garbage: All accumulations of animal, fruit or vegetable matter that attend the preparation, use, cooking and dealing in, or storage of meats, fish, fowl, fruit, vegetables and any other matter of any nature whatsoever which is subject to decay, putrefaction and the generation of noxious and offensive smells or odors, or which during and after decay may serve as breeding or feeding material for flies and/or germ-carrying insects or vermin; bottles, cans or food containers which due to their ability to retain water can serve as a breeding place for mosquitoes and other water-breeding insects.

-H-

Hazardous waste: Those wastes that are defined as hazardous in Section 44-56-20 of the South Carolina Hazardous Waste Management Act.

Household: One or more people who occupy a dwelling unit as their usual place of residence.

Household Hazardous Waste: Any commonly used household hazardous material that is not regulated as hazardous waste when disposed of. This includes, but is not limited to, insecticides, pesticides, petroleum-based paints, lubricants, fertilizers, cleaning agents and polishing compounds. For purposes of this definition, household hazardous waste does not include gasoline or motor oil.

Household Quantities: Quantities of solid waste reasonably generated in the course of typical daily domestic activities from a dwelling unit. Household quantities typically would fit into the assigned roll cart.

-I-

Illegal Dump: A solid waste or debris pile of any size that was placed in an unauthorized location for an unauthorized purpose.

Illegal Pile: A non-compliant pile of solid waste that has not been made compliant for collection over a 15-day period of time and is, therefore, in violation of this ordinance and subject to enforcement action.

Industrial waste: Solid waste generated from industrial or manufacturing processes including, but not limited to, factories and treatment plants.

Intergovernmental Agreement (IGA): An agreement for services between the County and another governmental entity (often contained herein) whether Federal, State, or local and any department, division, unit or subdivision thereof.

-L-

Legal residence: A residential dwelling unit that is occupied by the owner of the dwelling unit, thus designated their legal residence by the county Tax Assessor. Owners may designate only one legal residence in the state.

Litter: Waste products that have been discarded, intentionally or unintentionally, without consent, at an unsuitable location. Includes items blown or thrown from a vehicle or property.

-M-

Materials Recovery Facility (MRF): A specialized facility that receives, separates and prepares recyclable materials for marketing to end-user manufacturers.

Mixed Pile: A solid waste pile, placed at curbside by the homeowner for the purpose of collection as part of the Residential / Small Business Curbside Collection Program, but which intermingles incompatible waste types and, therefore, cannot be efficiently collected for transportation and disposal. See also "Non-compliant Pile."

Mixed Waste: The intermingling of incompatible waste types (such as yard waste and garbage).

Municipal Solid Waste (MSW): Everyday items that are used and then throw away, such as product packaging, grass clippings, furniture, clothing, bottles, food scraps, newspapers, appliances, paint, and batteries. See also "Garbage."

Municipal Solid Waste Management (MSWM): A broad term that describes various policies, procedures, programs, and services that are directly or indirectly related to the safe and efficient management of the Solid Waste Stream on behalf of a Community.

-N-

Non-compliant Pile / Roll Cart: A solid waste pile or Roll Cart, placed at curbside by the homeowner for the purpose of collection as part of the Residential / Small Business Curbside Collection Program, but which does not comply with applicable standards contained herein.

-R-

Recovered Material: Those solid wastes which have known use, reuse, or recycling potential; can be feasibly used, reused, or recycled; and have been diverted or removed from the solid waste stream.

Recyclable Material (Recyclables): Those wastes which are capable of being recycled and which would otherwise be processed or disposed of as solid waste. For purposes of this ordinance chapter, only those recyclables specifically listed by the county will be collected for recycling.

Residential / Small Business Curbside Collection Program: An MSWM Program, administered by the County, by which various types of solid waste (garbage, yard waste, recycling, bulk items, and white goods) are picked up by Curbside Collection contractors from single family residences and some small businesses for transportation to an appropriate disposal facility.

Residential Property: Property which contains residential dwelling units other than those defined in this section as apartments.

Roll Cart: A container, mounted on wheels, which is issued to citizens by the County for the storage of garbage or recyclables between pick up by Collection Contractors.

Roll Cart Fee: An individual fee charged for the delivery of a roll cart (garbage or recycling) for a new, or newly re-activated, service in the Residential / Small Business Curbside Collection Program. The fee is for the delivery, handling, and management of the Roll Cart; not for its purchase.

-S-

Sanitary landfill: The method of disposing of solid waste in an SCDHEC Permitted Disposal Facility by the placement of an earth cover thereon which meets the regulations promulgated by that Agency.

Scavenging: Rummaging through, taking or gathering items from County owned or privately owned solid waste management facilities or solid waste containers, including, but not limited to, bags, roll carts, bins, or roll-offs, or dumpsters of solid waste (which also includes recyclables).

Small Business: Any business entity registered with the South Carolina Secretary of State that produces no more garbage and household type waste during any county-defined solid waste collection cycle than will fill two (2) 90-gallon roll carts and has only one location inside the County. A small business becomes an “eligible small business” when a request for curbside collection service has been made and the initial Solid Waste Service Initiation Fee and Roll Cart Fee have both been paid.

Solid Waste: Garbage, household waste, debris, commercial waste, industrial waste, yard waste, white goods, ashes, rubbish, paper, junk, building materials, glass or plastic bottles, other glass, cans and any other discarded or abandoned material, including solid, liquid, semisolid or contained gaseous matter.

Solid Waste Service Fee (a.k.a. – Residential / Small Business Curbside Collection Program Fee): The annual charge established by County Council for all single family households and eligible small businesses to fund the Residential / Small Business Curbside Collection Program in the Unincorporated Area of the County.

Solid Waste Service Initiation Fee: The initial curbside collection service fee established by County Council for new households or small businesses or to re-establish service for existing single family households and small businesses where service was discontinued and Roll Carts have been removed in the Unincorporated Area of the County. Computed on a *per diem, pro rata* basis and payable before service is commenced.

Solid Waste Stream: The entire life cycle flow of the garbage produced – from putting out the garbage and recycling for pickup to landfilling, energy production, and the reuse of recycled materials.

Special Waste: Items of solid waste permitted in the solid waste stream for disposal, but not collected as part of the Residential / Small Business Curbside Collection Program such as carpet or C&D Debris.

-V-

Vehicle: Any device capable of being moved upon a public highway or road and in, upon or by which any person or property is or may be transported or drawn upon a public highway or road.

-W-

White Goods: Large appliances, usually electrical or natural gas powered, that are used domestically such as refrigerators and washing machines (often white in color).

-Y-

Yard waste: Any and all accumulations of grass, leaves, pine straw, small trees, branches, limbs, brush, shrubs, vines and other similar items generated by the typical maintenance of lawns, shrubs, gardens, and trees from residential properties or eligible small business properties. Includes branches, sticks, and limbs less than four (4) inches in diameter and less than four (4) feet in length.

Sec. 12-3. Enforcement.

- (a) Appointed Solid Waste & Recycling Code Enforcement Officers (hereinafter “Refuse Control Officers”) shall have the authority to enforce all the provisions of this chapter and may issue warning letters, warning tickets, and citations for violations of those provisions. The violator may either appear in the designated magistrate's court of the County on a date determined by the court to answer to the charged violation(s) of the appropriate

article and section of this chapter or may pay the fine and associated court costs at the magistrate court office prior to the court hearing.

9. (b) If any solid waste improperly or illegally disposed of in violation of this chapter can be identified as having last belonged to, been in the possession of, sent to, or received by, or to have been the property of any person prior to its being disposed of as prohibited herein, such identification shall be presumed to be prima facie evidence that such person disposed of or caused to be disposed of such solid waste in violation of this chapter.

(c) Solid waste placed at curbside for collection shall be considered property of Richland County unless reclaimed by the generator of the waste. Solid waste delivered to any county owned solid waste management facility shall be considered property of Richland County. It shall be unlawful for anyone to take solid waste belonging to Richland County without prior written authorization of Richland County.

(d) Proof of means used for proper disposal of solid wastes at businesses and commercial enterprises shall be presented to a County Refuse Control Officer when requested. This includes, but is not limited to, businesses engaged in lawn maintenance, landscaping, tree trimming / removal, and transporting of any solid waste in Richland County.

(e) Refuse Control Officers shall use Form S-438 when issuing citations unless approved otherwise in writing by the County Administrator. These Officers may, when they deem appropriate, issue a warning letter or a warning tickets for violations of this chapter. The warning ticket shall be of a design and content approved by the County Administrator.

Sec. 12-4. Penalties. Same AS 12-6b & combine so reads same

Any person who violates any provision of this chapter shall be deemed guilty of a misdemeanor and, upon conviction, shall be imprisoned for not more than thirty (30) days or fined not more than one thousand, ninety-two and 50/100 (\$1,092.50) dollars, or both. Each day's continuing violation constitutes a separate and distinct offense, unless otherwise specified.

Sec. 12-5. Applicability.

Provisions of this Ordinance shall apply to all Unincorporated areas within the County as well as Municipalities that subscribe to County Solid Waste Management Programs through Intergovernmental Agreement (IGA).

Sec. 12-6. Reserved for Future Use.

Sec. 12-7. Reserved for Future Use.

Disagree -
Should give to someone
for disposal & I
wasn't at the curb
in lettered "but not
intentionally
eg, possibly due
to penalty of
fine

can this hold up legally? If I see furniture, washer or? it's considered "abandoned" @ curb - so how?
is it RC prop?

ARTICLE II. FINANCE

Sec. 12-8. In General.

Richland County shall assess such taxes and fees necessary to manage, administer, and enforce in an equitable and effective manner, a Municipal Solid Waste Management (MSWM) Program as described herein.

Sec. 12-9. Solid Waste Fund.

Richland County shall maintain a Solid Waste Fund for the purpose of paying for a Municipal Solid Waste Management (MSWM) Program, and associated support activities. The Fund shall be maintained through the collection of various fees, taxes, and other revenues such as grants. A fund balance equal to half of the average annual operating costs of the Solid Waste & Recycling Division over the past three-year period shall be the financial goal. Bond revenue for solid waste related capital projects shall be otherwise accounted for and not considered as part of the Solid Waste Fund. Current and future Host County Fee payments for the siting of solid waste facilities within the County shall be directed to the Solid Waste Fund.

Sec. 12-10. Millage.

Richland County shall levy a countywide millage, to include all municipalities therein, for the purpose of raising revenue to generally cover the cost of:

- Countywide-generated residential Municipal Solid Waste (MSW) disposal in a Class Three Landfill
- Administration of a Countywide Solid Waste Management Program
- Countywide-generated residential disposal of C&D Debris and Yardwaste in an appropriate, SCDHEC permitted Landfill (this does NOT include Contractor-generated waste from residential construction, or tree removal / pruning / trimming)
- Operation of County Drop-Off and Recycling Centers
- Processing of recyclable materials generated by the County Residential / Small Business Curbside Collection Program and Special Recycling Events

This charge shall appear on County Real and Personal Property Tax Notices.

Sec. 12-11. Fees.

A schedule of solid waste related fees charged by Richland County is contained in Attachment 'A' to this Chapter. These fees shall be reviewed and established on an annual basis in order to cover the cost of associated solid waste services. These fees shall generally cover the cost of:

- The Residential / Small Business Curbside Collection Program

Disposal of C&D Debris and Yardwaste in a County Operated Landfill (generated by non-residential customers – businesses and governmental entities)
Processing of other specialized recycling material such as Electronic Waste, Tires, or Mattresses

The fee for the Residential / Small Business Curbside Collection Program shall appear on County Real Property Tax Notices. All other fees will be collected or invoiced at the point of sale.

Sec. 12-12. Grants.

The Director of Public Works shall participate in applicable grant programs, either recurring or individual, administered by SCDHEC, or other entities, for the purpose of mitigating local costs and projects associated with MSW Management and solid waste reduction and recycling on behalf of Richland County.

Sec. 12-13. Partial Year Assessments for the Residential / Small Business Curbside Collection Program.

(a) All new service Residential / Small Business Curbside Collection Program customers (new residence or newly activated service) shall be charged a Partial Year Fee for the initial, partial year of curbside collection service received at the designated service level.

(b) Partial year service fees for new residences shall be computed on a pro rata basis and paid along with the Roll Cart Fee following the issuance of the Certificate of Occupancy (CO). *What if you get a CO, it's 4 sale - & not sold for 6 mos +/- why do I pay?*

(c) Thereafter, annual fees will be charged on the Real Property Tax Notice. It shall be the duty of the Auditor to include the assessment with the annual property tax notices.

Sec. 12-14. Annual schedule of fees and assessments.

The Director of Public Works shall, on an annual basis and concurrent with the Budget Process, review and update a Master Schedule of all solid waste fees for the purpose of ensuring adequate revenue for associated, fee-based solid waste management programs established herein. This schedule shall be reviewed and approved by County Council annually.

Sec. 12-15. Determination of assessments; inclusion in tax notice.

(a) The Director of Public Works shall maintain and reconcile, on at least an annual basis, a complete list of all Residential / Small Business Curbside Collection Program customers and their designated program level of service. This list shall serve as the basis for monthly contractor payment and annual tax notice issuance by the Auditor. The levels of service and their associated multipliers follow:

How determined why?

- Standard (S) curbside placement / collection of MSW and Recycling (1.0 multiplier);
- Backyard (B) placement / collection of MSW and Recycling (1.8 multiplier);
- Disability – Backyard (DB) placement / collection of MSW and Recycling (1.0 multiplier).

(b) These levels of service and their associated multipliers of the uniform fee shall be applied by the Auditor to Annual Real Property Tax Notices.

Sec. 12-16. Reserved for Future Use.

Sec. 12-17. Reserved for Future Use.

DRAFT

ARTICLE III. RESIDENTIAL / SMALL BUSINESS CURBSIDE COLLECTION PROGRAM

Sec. 12-18. In General.

The County shall provide a program of regular collection of Municipal Solid Waste (MSW) from single family residences as well as from eligible small businesses and local entities such as churches and neighborhood facilities within the unincorporated County. This service may be extended to like customers within small municipalities based on Intergovernmental Agreement (IGA) and assessment of program fees. No solid waste of any kind, or roll cart, shall be placed in or near a stormwater drainage course so as to impede the flow thereof. All Roll Carts, piles, and bulk items placed at curbside with the intention of pickup as part of the Residential / Small Business Curbside Collection Program are subject to inspection by County Solid Waste Staff or their agents for compliance with standards contained herein.

Sec. 12-19. Conditions for Residential / Small Business Curbside Collection Program.

Solid Waste collection shall be provided under the following conditions:

- Unincorporated areas of the County, or
- Small Municipalities covered by an IGA for solid waste services, and
- Residential, Single family homes, or
- Residential, Duplexes, Triplexes, or Quadraplexes, or
- Small / home-based businesses located within residential areas, or
- Ancillary facilities located within residential areas such as recreation centers or Churches that generate small volumes of solid waste, or
- Other facilities located within residential areas that generate small volumes of solid waste and, in the judgment of the Director of Public Works, would practically benefit from participation in this program.

Sec. 12-20. Garbage.

Sec. 12-22 Recycling says something as a, b, d - do we need to repeat?

- (a) Garbage shall only be collected from residential and small businesses in residential areas by Collection Contractors who are employed by the County.
- (b) Garbage shall be collected in the unincorporated portion of the County by roll cart service under the following conditions:

Sec. 12-22 Recycling
same as 1)

One (1) Roll Cart shall be issued to each single family residential household / small business in the unincorporated area of the County. These roll carts shall remain the property of the County for use by the household to which they are issued. Residents who damage roll carts issued to them shall pay for repairing or replacement of the carts. Carts that are damaged as a result of mishandling by collection contractors will be repaired at County's expense.

- ? (c) Eligible Small Business entities participating in this program may receive up to two (2) roll carts if requested and paid for. ARE THEY ALSO CHARGED MORE FOR PU OF 2 CARTS VS. RESIDENTS W/ 1 CART?
- ? (d) Roll Carts shall be placed at curbside of the nearest public road, no later than 7:00 a.m. on the day of collection. Roll Carts shall be removed from the curbside by the residents no later than 7:30 p.m. on the designated day of collection. P. 44 12-675 doesn't limit to the near/at road *↳ in rural area many carts remain*
- (e) For residential collection, small quantities of garbage in excess of the capacity of the roll cart will be collected if neatly placed in tied plastic bags and placed at curbside along with the roll cart.

Sec. 12-21. Yard waste.

- (a) Yard waste shall only be collected from residential and small businesses in residential areas by Collection Contractors who are employed by the County.
- (b) Yard waste shall be collected in the unincorporated portion of the County under the following conditions:

? HOW DO WE KNOW WHAT DAY THAT IS

- 1) Yard waste (Sticks, hedge clippings, and small brush) shall be neatly stacked and placed in order to facilitate efficient pick up. A volume roughly equivalent to two (2) roll carts (192 gallons / or a pile measuring approximately six feet (6') in length, three feet (3') in width, and two feet (2') in height) / or six, 30-gallon yard waste bags) shall be placed within six (6) feet of curbside of the nearest public road and shall be collected on a designated day. Yard waste shall not be placed within the traveled way of the road. Bagging, boxing, or bundling of yard waste is encouraged.
- 2) Larger tree branches and heavy brush which do not exceed four (4) inches in diameter shall be cut in lengths not exceeding four (4) feet and stacked in a neat, compact pile in front of the residence adjacent to the curb, but such piles shall not extend into the streets.
- 3) Exclusions: Tree trunks, branches and limbs having a length greater than four (4) feet and diameter greater than four (4) inches are not deemed yard waste, thus are not eligible for curbside collection. Waste generated from either a tree removal (including the stump) or de-limbing of a tree greater than four (4) inches in diameter at the tree base at ground level is not considered yard waste, thus is not eligible for curbside collection. Re-sizing waste from a tree removal, from a stump removal or from de-limbing an ineligible tree to make it meet the above dimensions does not make it eligible for curbside collection. Waste generated from clearing a lot or cutting shrubbery back to the stump or trunk is not considered yard waste, thus is not eligible for curbside collection.

WHY? NOT!

- (c) Dirt, sand, and mulch, other than those small residual quantities incidental to yard waste collection, shall not be accepted for curbside collection.

Sec. 12-22. Recycling. ~~Same as Sec. 12-20 Complete~~

Sec. 12-20

- (a) Recycling shall only be collected from residential and small businesses in residential areas by Collection Contractors who are employed by the County.
- (b) Recycling shall be collected in the entire unincorporated portion of the County by roll cart service under the following conditions:
 - 1) One (1) Roll Cart shall be issued to each single family residential household / small business in the unincorporated area of the County. These roll carts shall remain the property of the County for use by the household to which they are issued. Residents who damage roll carts issued to them shall pay for repairing or replacement of the carts. Carts that are damaged as a result of mishandling by collection contractors will be repaired at County's expense.
- (c) Roll carts shall be placed at curbside of the nearest public road, no later than 7:00 a.m. on the day of collection. Roll Carts shall be removed from the curbside by the residents no later than 7:30 p.m. on the designated day of collection.
- (d) Authorized recyclable materials previously containing food or beverages shall be properly prepared by the resident prior to placement in the recycling roll cart. Aerosol cans shall be excluded from the recycling stream. Cardboard shall be broken down / flattened for efficient handling and collection. Recycling shall not be mixed with garbage or other contaminants. Recyclable materials shall not be placed in bags.
- (e) Collection Contractors may refuse to collect curbside recycling if the material is found to be contaminated by non-recyclables. Collectors may attach information to the Roll Cart explaining why the material was not collected. The resident shall remove the non-recyclable material identified as contamination before the next scheduled recycling collection day in order to be serviced.
- (f) The Director of Public Works shall, on an annual basis, review the official list of commodities eligible for recycling based on market conditions and recommend additions or deletions to the County Administrator. The Director of Public Information shall lead and manage the public information campaign necessary to this program.

Sec. 12-23. Bulk Items (a.k.a. "Brown Goods").

Residential / Small Business curbside collection customers may request, at no extra charge, the pickup and disposal of Bulk Items such as indoor and outdoor furniture, large yard toys,

mattresses, etc by requesting an appointment for pickup. Bulk Items shall only be placed at curbside following a confirmed, scheduled appointment for pickup and shall not remain at curbside indefinitely. Limit of four items per appointment request. *Any limit on # of X's you can request this?*

Sec. 12-24. White Goods.

White Goods shall be collected and managed in the same manner as Bulk Items. All large appliances, such as refrigerators, shall have doors removed prior to placement at curbside.

Sec. 12-25. Enhanced ("Backyard") Service.

- (a) An enhanced level of service (a.k.a. – "Backyard Service") shall be made available to neighborhoods that request it and have established Homeowners' Association (HOA) covenants supporting same as well as to individual homes in which the occupants cannot physically place their garbage or recycling roll carts at curbside for standard pickup.
- (b) Neighborhoods desiring a higher level of service may request backyard pick-up pursuant to the following conditions:
 - 1) The subdivision must have a duly organized, active Homeowners Association (HOA) and such request shall be made by said association.
 - 2) At the time that the HOA requests the higher level of service, said association shall provide either a certified true copy of the results of a certified ballot mailed to each homeowner and tallied by a certified public accountant (CPA), or a certified true copy of the minutes of the meeting where the decision was made by majority vote to request said higher level of service. Said minutes shall be signed and attested by the President and Secretary of the HOA; the association must also certify that all homeowners were notified of the meeting at least ten (10) days in advance and must furnish a copy of the notice.
 - 3) At the time that the HOA makes the request, said association shall clearly define the geographic boundaries of the area encompassed in the request, including tax map sheet references.
 - 4) All requests for an enhanced level of service (backyard pick-up) shall be made to the Director of Public Works and approved by the County Administrator.
 - 5) Under no circumstances shall the county provide the higher level of roll cart service (backyard pick-up) to any subdivision which does not have deed restrictions which prohibit curbside pick-up.
- (c) Disabled citizens may receive enhanced ("backyard") service for roll cart (garbage and recycling) service collection at no extra charge. This special exception may be granted

when the General Manager of Solid Waste & Recycling determines that there is no capable adult readily available who is physically capable of rolling the cart to and from the curb. Application for this consideration must be in the form of a letter from the attending physician and needs to be updated annually.

Sec. 12-26. Uniform Fee Structure.

The Fee Structure used to generate revenue for the Residential / Small Business Curbside Collection Program shall be normalized and uniform throughout all areas served (Unincorporated County and Small Municipalities through IGAs) such that variations in collection area locations, collection contractor bids, or development density or do not cause undue financial burden to individual customers. The Director of Public Works shall, on an annual basis, update the calculation of the fee in advance of annual distribution of real property tax notices. A multiplier to the uniform fee for basic service shall be applied for neighborhood Enhanced (“Backyard”) Service. A sample calculation is contained in Attachment ‘B’ to this Chapter.

Sec. 12-27. Small Business (Quasi-Residential) Service.

(a) Though the intent of the Residential / Small Business Curbside Collection Program is to primarily serve single family residential customers, there are others for whom providing this service is appropriate, convenient, and efficient. Such quasi-residential customers are generally referred to as “eligible small businesses” (even though they might not technically be a “small business”, *per se*) and may include:

- Duplex through Quadraplex residential customers;
- Other residential customers besides Apartments;
- Neighborhood pavilions or recreation centers;
- Small, home-based businesses;
- Small local government facilities such as fire / EMS stations;
- Churches.

(b) Additionally, in order to participate in this program, such facilities must:

- Be physically located along an established residential collection route;
- Generate quantities and types of solid waste consistent with typical single family residences;
- Pay all associated solid waste fees and taxes;
- Be approved by the Director of Public Works for participation in the program.

Sec. 12-28. Roll Carts.

Roll Carts of approximately 96-gallon capacity shall be used in the collection of solid waste when deemed efficient and effective. Roll Carts shall be purchased, owned, delivered, and collected by the County or its designated agent. Fees may be charged for initial Roll Cart delivery or

Repeat

replacement. A fee for repair, replacement and delivery may be charged to the home owner in the event of damage or destruction due to negligence or theft. Roll Carts shall be kept clean and free of accumulated waste and shall be treated with an effective insecticide by the user thereof, if necessary, to prevent nuisance.

also include

Sec. 12-29. Items ineligible for Residential / Small Business Curbside Collection Service.

- (a) Dead animals. Dead animals shall not be collected. Dead household pets shall be collected by the County Department of Animal Care if placed in plastic bags at curbside and if that Department is notified. Proper disposal of all other dead animals shall be the responsibility of property owners.
- (b) Building materials. The County shall not be responsible for collecting or hauling discarded building material, dirt, rock, or industrial and hazardous waste.

Sec. 12-30. Exemption from roll cart service and fees for disabled homeowners.

- (a) An exemption from roll cart service and fees for disabled homeowners in the unincorporated areas of the county is available. Such handicapped homeowners shall apply for said exemption to the General Manager of Solid Waste & Recycling. Such applicant must be handicapped and housebound and must live next to a relative or caretaker who shall agree to assume responsibility for the handicapped homeowner's garbage disposal. Application for this consideration must be in the form of a letter from the attending physician and needs to be updated annually.
- (b) The Director of Public Works shall recommend approval or denial of the handicapped homeowner's application for exemption from roll cart service and fees. Final approval or denial of exemption from Roll Cart service and fees shall be made by the County Administrator.

ARTICLE IV. DROP-OFF CENTERS AND SPECIAL COLLECTION EVENTS

Sec. 12-33. In General.

The Director of Public Works may maintain additional solid waste facilities and conduct such special events for the purpose of augmenting the efficient collection of various types of Solid Waste and recyclable materials from County residential customers. These facilities may collect materials that are permitted in the waste stream for disposal or recycling, but not included for collection at curbside. These facilities shall not receive garbage. These facilities shall not receive any waste generated outside of the County. Only County residents are authorized to use County Operated Drop-Off Centers.

Sec. 12-34. Construction & Demolition (C&D) Debris.

Drop-Off Centers may accept for disposal or recycling Construction & Demolition (C&D) Debris generated by County Residents, performing home improvement projects on their Residential Property. The Director of Public Works may prescribe quantity limitations based on efficiency and facility limitations.

Sec. 12-35. Yard waste and landscaping debris.

Drop-Off Centers may accept for disposal, Yard Waste and Landscaping Debris generated by County Residents, performing yard maintenance at their Residential Property. The Director of Public Works may prescribe quantity limitations based on efficiency and facility limitations.

Sec. 12-36. Recycling.

Drop-Off Centers may accept for recycling, various items, generated by County Residents at their domiciles. The Director of Public Works may prescribe commodity and quantity limitations based on efficiency and facility limitations.

Sec. 12-37. Bulk Items.

Drop-Off Centers may accept for disposal, Bulk Items generated by County Residents at their domiciles. The Director of Public Works may prescribe quantity limitations based on efficiency and facility limitations.

Sec. 12-38. White Goods.

These must all be set out so people know in advance & don't show up w/ 4 items & told they're limited to 3

& 12-39 next page

Drop-Off Centers may accept for disposal, White Goods generated by County Residents at their Residential Property. The Director of Public Works may prescribe quantity limitations based on efficiency and facility limitations.

Sec. 12-39. Special Collection Events.

The Director of Public Works may conduct on occasion, either on an individual basis or in partnership with municipalities or neighboring counties, Special Collection Events to promote the proper collection and disposal or recycling of items such as paint, household hazardous waste, sensitive documents for shredding, tires, electronic waste (eWaste), and scrap metal / white goods. The Director of Public Works may prescribe commodity and quantity limitations based on efficiency and facility limitations.

Sec. 12-40. Community "Clean Sweep" Events.

The Director of Public Works may conduct a program to support volunteer citizens efforts at the neighborhood level to clean up and beautify their communities.

Sec. 12-41. Reserved for Future Use.

ARTICLE V. RECYCLING

Sec. 12-42. In General.

- (a) The County shall, consistent with State Law, conduct a program of residential recycling in order to:
- Conserve Natural Resources and Landfill Space;
 - Promote economic development and security;
 - Protect the environment;
 - Conserve energy
- (b) The County shall also promote and encourage commercial and business recycling. Participation in recycling programs is encouraged and voluntary.

Sec. 12-43. Residential Recycling.

Residential recycling will primarily be promoted through the Residential / Small Business Curbside Collection Program and may be supplemented through collections at Special Collection Events and Drop Off Centers.

Sec. 12-44. Commercial and Business Recycling.

Commercial and Business Recycling will primarily be promoted through education and voluntary reporting.

Sec. 12-45. Commodities.

The Director of Public Works shall, on an annual basis, and in consultation with the General Manager of Solid Waste & Recycling, recommend to the County Administrator, a list of commodities to be included in the Residential / Small Business Curbside Collection Program. This recommendation shall be based on forecasts of recycling commodities' market conditions. The County Director of Public Information shall promote and publicize current information regarding commodities for recycling.

Sec. 12-46. Recovered Materials.

Materials collected through all County Recycling Programs are County property. The County shall ensure the services of a Materials Recovery Facility (MRF) in order to process recovered materials

for recycling. Any revenue generated from the sale of recovered materials shall be deposited into the Solid Waste Fund.

Sec. 12-47. Reporting.

The County shall account for and report recycling activity in a form and manner consistent with State and Federal law.

Sec. 12-48. Reserved for Future Use.

Sec. 12-49. Reserved for Future Use.

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ARTICLE VI. TRANSPORTATION AND DISPOSAL OF SOLID WASTE

Sec. 12-50. In General.

The transportation and disposal of solid waste shall be conducted by authorized personnel and in accordance with all applicable State and Federal Laws.

Sec. 12-51. Transportation of Solid Waste.

- (a) It shall be unlawful for any person to haul, convey or cause to be conveyed any refuse upon or along the public streets and roadways except when the material transported is adequately secured in such a manner as to prevent it from falling, leaking, or being blown from transporting vehicles. The owner or driver of the offending vehicle shall be personally responsible for any violation of this section.
- (b) It shall be a violation of this article for any person not authorized by the County to collect and haul any refuse other than that arising from his or her own accumulation within any area of the County in which solid waste collection service is provided by the County.

Sec. 12-52. Use of County operated solid waste management facilities.

Only County residents or specifically authorized agents of the County (*i.e.* – Curbside Collection Contractors) are authorized to use County operated solid waste management facilities, including landfills, as determined by the Director of Public Works. Such solid waste management facilities shall, under non-emergent conditions, only accept solid waste that is generated within the County. Fees ~~may~~ be charged in a consistent, uniform, and equitable manner.

will - Don't do for free

Sec. 12-53. Garbage.

Garbage shall only be disposed of in an appropriate Class Three Landfill permitted by the South Carolina Department of Health and Environmental Control (SCDHEC).

Sec. 12-54. Construction & Demolition (C&D) Debris.

C&D Debris shall only be disposed of in an appropriate Class Two Landfill permitted by the South Carolina Department of Health and Environmental Control (SCDHEC).

Sec. 12-55. Other Common Waste Types.

Other commonly generated waste types, such as Electronic Waste (e-waste), Tires, Mattresses, or “Household Quantities” of Hazardous Waste shall be accepted and disposed of (or recycled) by the County in appropriate manners at permitted facilities.

Sec. 12-56. Reserved for Future Use.

Sec. 12-57. Reserved for Future Use.

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ARTICLE VIII. ENFORCEMENT

Sec. 12-58. In General.

The Director of Public Works shall maintain a Refuse Control Section composed of duly appointed Codes Enforcement Officers who shall enforce the provisions of this Chapter.

Sec. 12-59. Littering.

It shall be unlawful for any person to discharge litter, in any quantity, from their person, vehicle, property, or any other conveyance.

Sec. 12-60. Illegal Dumping.

- (a) It shall be unlawful for any person to dump, allow another person to dump, or cause to be dumped any garbage, debris, household trash, litter, junk, appliances, equipment, cans, bottles, paper, trees, tree limbs, tree stumps, brush or parts thereof, or any other solid waste, anywhere in the unincorporated area of the county, except at an SCDHEC approved landfill. Failure of the owner to sufficiently limit access to the property where dumping is occurring shall be considered to be allowing another person to dump, thus would be unlawful.
- (b) The above provisions shall not apply to the dumping on private property, with the owner's written permission of sand, dirt, and stone for use as a fill to raise the elevation of land; provided, the same is not maintained in an unsightly condition and, further provided, the owner of the property on which such material is dumped agrees to level such dumped material with appropriate grading equipment to ensure compliance with best management practices for stormwater management.

Sec. 12-61. Covering vehicle loads.

It shall be unlawful for vehicles of any kind, transporting solid waste in any quantity, to fail in ensuring that said waste is contained therein by maintaining an adequate cover and containment throughout transit.

same as 12-51

Sec. 12-62. Debris on Lots.

- (a) Declaration of nuisance. Debris allowed to accumulate and remain on any lot or parcel of land in a developed residential area within the county may be deemed and declared a nuisance in the judgement of the County Director of Public Works. For the purpose of this action, "residential area" is defined as property zoned for a residential use, platted for residential use with a plat having been begun, installation of utilities having been begun and construction of residential units being commenced.

not in definition

?

(2) You can own 100 acres & have a pile of recyclable materials. If you'll get rid of when you have enough - is it a viol? Only in developments

(1) Define

(b) Duty of owner, etc, to remove. It shall be the duty of any owner, lessee, occupant, agent, or representative of the owner of any lot or parcel of land in a developed residential area within the county to remove such debris as often as may be necessary to prevent the accumulation of such debris.

(c) Notice to owner, etc, to remove. Whenever the Director of Public Works shall find that debris has been allowed to accumulate and remain upon any lot or parcel of land in a developed residential area within the county in such a manner as to constitute a nuisance, he may serve written notice upon the owner, or the occupant of the premises, or upon the agent or representative of the owner of such land having control thereof to comply with the provisions of this section. It shall be sufficient notification to deliver the notice to the person to whom it is addressed or to deposit a copy of such in the United States mail, properly stamped, certified, and directed to the person to whom the notice is addressed, or to post a copy of the notice upon such premises.

(d) Failure to comply with notice. If the person to whom the notice is directed, under the provisions of the preceding subsection fails, or neglects to cause such debris to be removed from any such premises within ten (10) days after such notice has been served or deposited in the United States mail, or posted upon premises, such person shall be deemed guilty of a misdemeanor and subject to the penalty provisions of this chapter.

(e) Removal by County. In the event any property is determined to be a nuisance, and twenty (20) days has elapsed after such notice has been served, deposited in the United States mail, or posted upon the premises, then the Department of Public Works or its duly authorized agent or representative may enter upon any such lands and abate such nuisance by removing the debris, and the cost of doing so may become a charge to the property owner, or may be recovered by the county through judgment proceedings initiated in a court of competent jurisdiction.

Sec. 12-63. Scavenging.

It shall be unlawful for any person to rummage through, take or gather items from County-owned or privately owned solid waste management facilities or any County-owned or privately owned solid waste management containers, including, but not limited to, bags, roll carts for garbage or recycling, bins, roll-off containers, or dumpsters.

Sec. 12-64. Evictions.

The placement of household goods and contents from a lawful eviction process, may, if necessary, be addressed in the same manner ^{AS} of the provision of Debris on a Lot (Sec. 12-62. above). Debris resulting from the lawful eviction process is assumed to be a mixed pile and therefore ineligible for collection under the Residential / Small Business Curbside Collection Program.

Must be sent to same address as tax notice is sent.

omit 10 days of signature - DO NOT POST EVER

to no court

certified

Sec. 12-65. Collected Solid Waste is County Property.

Once picked up for collection from the Residential / Business Curbside Collection Program, or disposed of in any County Solid Waste Management Facility, all Solid Waste is County Property whose disposition is the responsibility of the County.

Sec. 12-66. Penalties. — see 12-4

- (a) If any of the matter or material dumped in violation of this Chapter can be identified as having last belonged to, been in the possession of, sent to, or received by, or to have been the property of any person, firm, or corporation prior to its being dumped as prohibited herein, such identification shall be presumed to be *prima facie* evidence that such owner dumped or caused to be dumped such matter or material in violation of this Chapter.
- (b) Appointed Refuse Control Officers shall have the authority to enforce all the provisions of this chapter and shall issue summons to violators of any provision to appear in the Magistrate's Court of the County to answer to the charge of violation of the appropriate section of this chapter.
- (c) Any person who violates the provisions of this Chapter shall be deemed guilty of a misdemeanor and, upon conviction, shall be imprisoned for not more than thirty (30) days or fined not more than one thousand, ninety-two and 50/100 (\$1,092.50) dollars, or both. Each day's continuing violation shall constitute a separate and distinct offense, unless otherwise specified.

Sec. 12-67. Miscellaneous Enforcement Provisions.

- (a) If a non-compliant solid waste pile or roll cart, placed at curbside as part of the Residential / Small Business Curbside Collection Program, is not, in whole, brought into compliance for collection within a 15-day period following notification of non-compliance by the County, it shall be deemed to be an Illegal Pile and considered Illegal Dumping. *Will certified letter be sent to it allow 15?*
- (b) Preparation and storage of residential and/or small business solid waste for collection. It shall be the duty of the occupant or owner of any residential premises, or the owner or operator of any small business, to store all garbage properly, pending collection and disposal. Residential excess garbage beyond that which can be placed in the roll cart shall be neatly placed in sealed plastic bags alongside carts on designated collection days.
- (c) All garbage receptacles except single-use paper or plastic bags and cardboard boxes shall be kept clean and free of accumulated waste and shall be treated with an effective insecticide, if necessary, to prevent nuisance.

- 2 (d) Proof of means used for disposal of solid wastes by businesses and commercial enterprises shall be presented to the Refuse Control Officers when requested by said Officer.
- (e) Each property owner shall prevent the continued, excessive and unsightly accumulation of refuse upon the property occupied by him (or her) or on a public thoroughfare adjoining his or her property.
- (f) It shall be a violation of this article to place or cause to be placed in any dumpster, solid waste receptacle, or bulk container for collection any acid, explosive material, flammable liquids or dangerous or corrosive material of any kind, or any other hazardous waste.
- (g) No person other than the owner thereof, his or her agents or employees, or employees of contractors of the county for the collection of solid waste shall tamper or meddle with any garbage container or the contents thereof, or remove the contents of the container from the location where the same shall have been placed by the owner thereof or his agents.
- (h) Property owners shall be prohibited from receiving for deposit in their refuse containers any type refuse that originates outside their designated collection area.
- (i) Property owners shall be responsible for policing any strewn refuse resulting from broken bags, garbage not properly prepared for collection or from any other cause other than contractor mishandling.
- inserted previously* (j) It shall be unlawful for a Resident / Small Business Owner to repeatedly leave Roll Carts at curbside in residential areas beyond the prescribed daily period for collection.

ARTICLE IX. CONSTRUCTION, MODIFICATION, EXPANSION, AND/OR OPERATION OF SOLID WASTE MANAGEMENT FACILITIES, BENEFICIAL LANDFILLS, AND COMPOSTING FACILITIES

Sec. 12-68. In General.

All solid waste management facilities, beneficial landfills, and composting facilities shall adhere to all Federal and State rules and regulations, and all local zoning land use and other applicable local ordinances.

Attachments.

Attachment A – Annual Solid Waste Fee Schedule (Sample)

Attachment B – Residential / Small Business Curbside Collection Program Uniform Fee Calculation Worksheet (Sample)

Department of Public Works (DPW)
 Solid Waste & Recycling Division (SWR)
 FY-2X Annual Solid Waste Master Fee Schedule (Sample)
 Updated: 22-Jun-21

see p 47

Residential / Small Business Curbside Collection Fee (Standard Level of Service) *	\$ 323.70	Per Roll Cart Serviced	Annually
Residential / Small Business Curbside Collection Fee (Enhanced Level of Service) *	\$ 582.66	Per Roll Cart Serviced	Annually
Residential / Small Business Curbside Collection Fee (Enhanced Level of Service / Disability) *	\$ 323.70	Per Roll Cart Serviced	Annually
Construction & Demolition (C&D) Debris	\$ 24.00	Per ton	
Yard Waste / Land Clearing Debris	\$ 24.00	Per ton	
Bulk Items / Brown Goods	\$ 24.00	Per ton	
Roll Cart Fee	\$ 68.00	Per Roll Cart Serviced	
White Goods / Scrap Metal	\$ 24.00	Per ton	
Waste Tire	\$ 15.00	Per ton	Or \$1.50 each
Mattress / Box Springs	\$ 24.00	Per ton	
Electronic Waste (Broken Televisions or Monitors)	\$ 0.72	Per pound	
Electronic Waste (Intact Televisions or Monitors)	\$ 0.33	Per pound	
Electronic Waste (All other ewaste)	\$ 0.20	Per pound	

Notes - * Initial Solid Waste Service Initiation Fee shall be calculated on a pro rata, per diem basis.

(ATTACHMENT 'A')

**Department of Public Works (DPW)
Solid Waste & Recycling Division (SWR)**

FY-2X Annual Residential / Small Business Curbside Collection Program Uniform Fee Calculation Worksheet (Sample)

Updated: 27-Oct-21

Collection Area	# Customer Roll Carts	Bid Price / Roll Cart (\$)*	Total Monthly Cost (\$)	Comments
1	18,348	20.00	366,960.00	
2	10,350	22.13	229,045.50	Includes the Town of Blythewood
3	15,678	18.50	290,043.00	
4	17,716	19.23	340,678.68	
5A	8,627	21.60	186,343.20	
5B	1,689	19.78	33,408.42	
6	10,529	19.61	206,473.69	
7	5,877	20.48	120,360.96	
Total	88,814		\$ 1,773,313.45	

Total Monthly Program Cost \$ 1,773,313.45

Total Annual Program Cost \$ 21,279,761.40
X 12

Annual Cost Per Roll Cart Serviced \$ 21,279,761.40 \$ 239.60 \$ 239.60
88,814

Monthly Cost Per Roll Cart Serviced \$ 239.60 \$ 19.97 \$ 19.97
12

Enhanced (Backyard) Level of Service Multiplier

\$ 19.97
X 1.8

\$ 35.94

Annual Cost (Standard Level of Service)

\$ 239.60

Annual Cost (Enhanced Level of Service)

\$ 431.28

* Note - "Bid Price" is the original bid price as adjusted annually through the application of the CPI through the life of the contract.

(Signature)
Certified True and Correct:
County Administrator
(Insert certification date)

(ATTACHMENT 'B')

Department of Public Works (DPW)

Solid Waste & Recycling Division

Richland County Code of Ordinances, Chapter 12 Re-write

Summary of Changes

Updated: 7/13/21

Existing Ordinance			New Ordinance
Article	Section	Title	Comment
I		In General	
	12-1	Dumping within rights-of-way prohibited	Sec 12-60
	12-2	Litter Control	Sec 12-59
	12-3	Scavenging through greenboxes	Sec 12-63
	12-4	Debris on lots	Sec 12-62
	12-5	Penalties	Sec 12-66
	12-6	County landfills not accept garbage, refuse and other waste material generated outside county	Sec 12-52
	12-7	Reserved	NA
	12-8	Reserved	NA
	12-9	Reserved	NA
	12-10	Reserved	NA
II		Collection and Disposal	
	12-11	Applicability	Sec 12-19
	12-12	Definitions	Sec 12-2
	12-13	Administration and enforcement	Sec 12-3
	12-14	General conditions for granting contracts for residential and small business solid waste collection	Redundant - Removed
	12-15	Conditions for residential and small business solid waste collection - Garbage	Sec 12-20
	12-16	Conditions for residential and small business solid waste collection - Yard trash and other household articles	Sec 12-21
	12-17	Additional levels of residential solid waste collection	Sec 12-25
	12-18	Preparation and storage of residential and/or small business solid waste for collection	Sec 12-18
	12-18.1	Exemption from roll cart service and fees for handicapped homeowners	Sec 12-30
	12-19	Transportation of refuse	Sec 12-51
	12-20	Items not covered in residential or small business solid waste collection service	Sec 12-29
	12-21	Unlawful disposal generally	Sec 12-58
	12-22	Collected refuse is county property	Sec 12-65
	12-23	Assessment for residential solid waste collection and small business solid waste collection	Sec 12-13
	12-24	Determination of assessments; inclusion in tax notice	Sec 12-15
	12-25	Lien; hearing required to raise lien amount of charge	Obsolete - Removed
	12-26	County landfill fees	Sec 12-11
	12-27	Corrugated cardboard banned from all landfills	Obsolete - Removed
	12-28	Out-of-county waste banned from all county landfills	Sec 12-52

12-29	Reserved	NA
12-30	Reserved	NA
12-31	Reserved	NA
12-32	Reserved	NA
12-33	Reserved	NA
12-34	Reserved	NA
12-35	Reserved	NA
12-36	Reserved	NA
12-37	Reserved	NA
12-38	Reserved	NA
12-39	Reserved	NA
12-40	Reserved	NA

III	Construction, Modification, Expansion, and/or Operation of Solid Waste Management Facilities, Benefical...		
	12-41	Federal, state and local law	Sec 12-68
	12-42	Reserved	NA
	12-43	Reserved	NA
	12-44	Reserved	NA
	12-45	Reserved	NA
	12-46	Reserved	NA
	12-47	Reserved	NA



Agenda Briefing

Prepared by:	Quinton Epps		Title:	Division Manager	
Department:	Community Planning & Development		Division:	Conservation	
Date Prepared:	December 02, 2021		Meeting Date:	December 16, 2021	
Legal Review	Elizabeth McLean via email			Date:	December 09, 2021
Budget/Finance Review	Stacey Hamm via email			Date:	December 08, 2021
Approved for consideration:	Assistant County Administrator		Aric A Jensen, AICP		
Committee	Development & Services				
Subject:	Lower Richland Tourism Plan presentation and adoption into the Lower Richland Master Plan				

STAFF'S RECOMMENDED ACTION:

Richland County Conservation Commission (RCCC) requests County Council's (Council) adoption of the Lower Richland Tourism Plan (LRTP - Attachment 1) for inclusion in the Lower Richland Master Plan and the overall Richland County Comprehensive Plan for the purposes of promoting conservation of Richland County's natural, cultural, and historic resources through sustainable economic development.

Request for Council Reconsideration: Yes

FIDUCIARY:

Are funds allocated in the department's current fiscal year budget?	<input type="checkbox"/>	Yes	<input checked="" type="checkbox"/>	No
If no, is a budget amendment necessary?	<input type="checkbox"/>	Yes	<input checked="" type="checkbox"/>	No

ADDITIONAL FISCAL/BUDGETARY MATTERS TO CONSIDER:

Once Council has adopted the LRTP its implementation will become a long-term goal within the Lower Richland Master Plan and the overall Richland County Comprehensive Plan. The LRTP can then be funded partially by RCCC, Neighborhood Improvement, grants, donations, and other funds as they come available and are approved through the budgetary process.

COUNTY ATTORNEY'S OFFICE FEEDBACK/POSSIBLE AREA(S) OF LEGAL EXPOSURE:

None.

REGULATORY COMPLIANCE:

None applicable

MOTION OF ORIGIN:

Move to invite the Richland County Conservation Commission to present the Lower Richland Tourism plan to Council.

Council Member	Chakisse Newton, District 10 and Cheryl English, District 11
Meeting	Regular Session County Council Meeting
Date	November 16, 2021

STRATEGIC & GENERATIVE DISCUSSION:

The RCCC provided funds for the development of the LRTP by Asakura Robinson in 2017 and the plan was completed and approved by the RCCC in June 2018. Since June 2018 no actions have been taken due to a lack of Council support at the time and an unclear implementation strategy. The LRTP must be included in the Lower Richland Master Plan and the Comprehensive Plan by resolution of the Planning Commission because Section 6-29-520 (b) of the South Carolina Code of Ordinances 1976, as amended (South Carolina Government Comprehensive Planning Enabling Act of 1994, as amended), requires recommendations for amendments to the Comprehensive Plan must be by resolution of the Planning Commission.

Nearly 160,000 Congaree National Park (CNP) visitors spend approximately \$7.8 million per year within a 60-mile radius (Attachment 2). The LRTP focuses on engaging Lower Richland residents in the tourism economy by providing opportunities for CNP visitors to stay longer in Lower Richland and encouraging development of local tourism related businesses. These goals would be accomplished in the following ways:

- 1) Hiring a specialized contractor to find local interested individuals to develop identified and yet-to-be identified tourism experiences in Lower Richland
- 2) Providing access to small business training and other resources to aid in small business start-ups
- 3) Developing camping, cabins, trails and other opportunities on county owned property to encourage longer stays in Lower Richland and more opportunities for CNP visitors to spend funds in the area to enhance private entrepreneurial efforts
- 4) Developing Private-Public-Partnerships or concessions on county owned property to engage local interested residents

The LRTP seeks to utilize the existing natural, cultural and heritage resources in the Lower Richland area to promote tourism while ensuring local residents are the drivers of these initiatives, entrepreneurs, partners and builders of local businesses reaping the dollars from longer stays and increased visitation. Additionally, when local residents benefit from the area resources this promotes the wise use and conservation of these resources. The Lower Richland area is largely underserved, rural and economically depressed for the region. The LRTP is a vision for a sustainable, inclusive tourism economy in Lower Richland that builds on and strengthens local nature, culture, heritage, and economic assets. Other communities around the country have taken advantage of national parks and other park visitor spending in surrounding areas to create and enhance local businesses in significant ways. Examples include Damascus, Virginia which is near the Virginia Creeper Trail. Over half of the businesses surveyed in the Damascus area said that more than 61% of their income is from trail use (Attachment 3). Damascus is a small rural town which can serve as a model for how existing assets such as parks and trails can be utilized to stimulate local economies in a positive, sustainable way. This LRTP is designed to utilize existing resources such as the CNP and county owned properties already designated for public access such as the Mill Creek and Cabin Branch properties to enhance the local economy by providing more resources in the Lower Richland area and increasing visitor stays. Getting CNP visitors to spend just 15% of the \$7.8 million, already spent somewhere else, in Lower Richland would generate over \$1 million dollars in revenue for local residents around the CNP.

The cornerstone of this project is the combination of the Small Business Incubator component and the county properties. The county properties will provide opportunities for visitor spending and increasing

visitor stay times in Lower Richland as well as on-site concession opportunities for camping, cabins and trails. Meanwhile the incubator will catalyze local business opportunities related to tourism among interested Lower Richland residents.

ADDITIONAL COMMENTS FOR CONSIDERATION:

None

ATTACHMENTS:

1. Lower Richland Tourism Plan
2. Natural Resource Report NPS/NRSS/EQD/NRR-2018/1616
3. Final-Report_Impact-of-Trails_Fall2011Studio_VT



LOWER RICHLAND TOURISM PLAN

JUNE 2018



a sakura robinson



CLIENT

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DEDICATION TO SC HOUSE REP. JOE NEAL

The Lower Richland Tourism Plan is dedicated to the memory of SC House Representative Joe Neal, who represented Lower Richland in the State Legislature for many years and was a major contributor to this planning effort. His leadership on many of the issues embodied in this plan, including conservation, agriculture, and economic development, will stand as a monument to his deep care for the people of Lower Richland.



EXECUTIVE SUMMARY

The Lower Richland Tourism Plan is a vision for a sustainable, inclusive tourism economy in Lower Richland that builds on and strengthens local nature and heritage assets.

Lower Richland has an incredible wealth of natural and heritage resources. The region's history and culture are deeply intertwined with the Congaree bottomlands along the Congaree River, which are a world-class natural environment that features the Congaree National Park and large amounts of additional preserved bottomland habitat on private and county-owned properties. The Wateree River and Cook's Mountain represent additional opportunities to connect Piedmont and Lowcountry resources for visitors and residents of the Lower Richland area.

Meanwhile, Lower Richland residents and organizations maintain a deep interest in and knowledge of local history and heritage. Local historians have worked to uncover histories of African-American communities and inventories of local historic assets. As the newly-opened National Museum of African American History and Culture and the Harriet Tubman Underground Railroad Visitor Center demonstrate, there is a deep interest nationwide in ensuring that stories of African-American enslavement, resistance, community, resilience, and progress can be shared and interpreted by visitors and residents of communities across the U.S. Lower Richland's historic resources and deep-rooted community present an ideal opportunity for telling the story of the African-American experience locally, but these resources must be connected, interpreted, and available to visitors in order to truly capture the power of the history that has shaped today's community.

This plan seeks to bring these natural and heritage resources to the forefront, while ensuring that Lower Richland residents are in the driver's seat -- meaning they are the

builders of local businesses that reap the dollars from increased visitation; they are the force and leadership behind the interpretation of local historical sites and heritage resources; and they are beneficiaries of increased open space, access to the natural environment and community services that also benefit visitors to the area. The measure of success for this effort is not simply increasing visitation to Lower Richland, but creating the connections to ensure increased tourism will help the local community thrive.

An Urgent, Sustainable, and Inclusive Vision for Lower Richland Tourism

This plan builds on and supports several other ongoing planning initiatives, but most notably the Richland Renaissance, a multifaceted plan that seeks to leverage county-owned assets to improve the quality of life for county residents. The plan also comes at a time of incredible opportunity for Lower Richland to build its tourism market. In 2017, Congaree National Park attracted more visitors than in any previous year; over 160,000 people came to Lower Richland to visit this natural asset. Yet there are few services for these tourists either at the park or in the Lower Richland area. The large amount of designated wilderness area within the national park restricts its ability to provide more than basic boardwalks, limited paddling opportunities, and primitive camping facilities. Lower Richland contains no lodging options and few retail, restaurant, and dry goods options for residents or visitors. This situation offers immediate openings for recreational and tourism options that can complement the national park's offerings, and for new, locally-owned businesses to serve existing visitors as well as the increased visitation generated by new tourism options in the area.

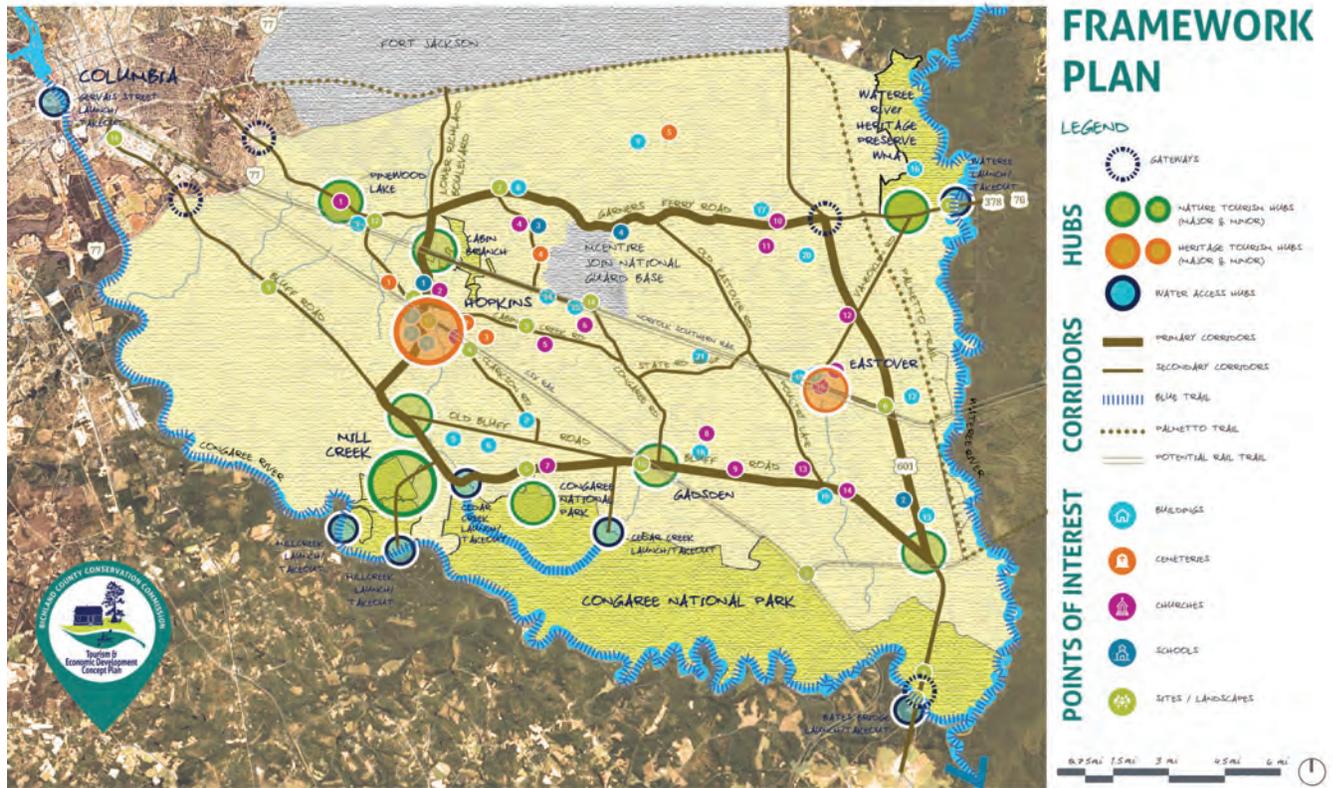
Opportunity to grow local tourism also stems from two new publicly-owned assets in the area: Richland County recently acquired two large conservation sites in the Lower Richland area, the Cabin Branch and Mill Creek tracts.



The Lower Richland Tourism Plan provides a comprehensive framework for a sustainable tourism economy built around existing natural and cultural heritage.

Cabin Branch is a 680-acre tract located on a number of former agricultural tracts just below the intersection of Garner’s Ferry Road and Lower Richland Boulevard. Mill Creek is a 2555-acre tract located directly on the Congaree River, close to the Congaree National Park, with access from Old Bluff Road. The county intends these tracts to serve multiple functions: as mitigation banks for stream and wetland restoration and conservation, as well as for the development of recreation, lodging, and sustainable tourism-oriented uses. Mill Creek, in particular, presents a major opportunity to showcase the Congaree bottomlands in an environment that can incorporate more creative and wide-ranging tourism uses than Congaree National Park and that can complement the amenities available at the national park, driving more tourism to both sites. Both the Cabin Branch and

Mill Creek sites are featured throughout this plan document, although the plan covers all of Lower Richland and includes many hubs, corridors, and natural and heritage assets in addition to these county-owned properties. Richland County and its residents are united in advancing the idea that tourism must be sustainable, meaning that it must leverage, support, and enhance local natural and heritage assets rather than harming these assets through overuse or highly intensive development. The plan also takes as a core principle the idea that tourism assets, and the economic opportunity they generate, must be inclusive and provide economic, recreational, and quality-of-life benefits for Lower Richland residents as well as enhancing visitation. Both of these ideas are explored further in the “Key Themes” section below.



Framework Plan

The Framework Plan responds to the basic dictates of tourism planning: visitors need to have clear destinations that offer programming and resources to connect them to additional sites of interest; they need clear branding, wayfinding, and connections to be able to fully find and access local heritage and nature assets; and they need resources such as lodging, food, and retail that can serve their needs. The Framework Plan recommends overall infrastructure such as a shared, branded identity to attract visitors, a wayfinding system of signage to direct them once they arrive, and mobility improvements to alleviate potential traffic impacts and accommodate bicyclists as well as motorists.

The Framework Plan also responds to the desire of Lower Richland residents to clearly define and establish a path for tourism development that is located in the heart of the community, but still preserves large portions of the area for rural and agricultural uses rather than placing development haphazardly across

the region. The Framework Plan map therefore identifies certain places that can serve as hubs for tourism development. These hubs serve as primary tourism destinations and include:

- Mill Creek:* Mill Creek is the primary hub for nature tourism (in addition to Congaree National Park). It features a nature center, elevated boardwalks and canopy walk trails, lodging options including RV and river lodging, paddling opportunities on the Congaree and Goose Pond, and more.
- Hopkins Village Green:* The Hopkins Village Green is proposed as the primary hub for heritage tourism. It features a branch of the Richland Library which will function as a supportive asset for a heritage center and a small business incubator and will include a community porch and event venue. The Village Green also features a commercial kitchen, a simple structure to house a farmers' market, and a band shell that can be used for local events and festivals.



Places of Lower Richland (clockwise from top left): View of the Congaree River from the Mill Creek tract; Eastover; Gadsden Park Community Center; Cabin Branch tract; Hopkins

- Gadsden:** Gadsden is the “gateway to Congaree National Park.” Much like park gateway communities across the country, Gadsden will house lodging, restaurant, and retail resources that will be utilized by visitors and community members alike. Careful design standards as established through a proposed new zoning district will help define the character of development to fit the rural character of the community.
 - Eastover:** Eastover serves as the historic commercial center of the Lower Richland area; its existing historic commercial corridor is ideal for historic preservation and adaptive reuse of existing buildings into restaurants, community-serving retail, and specialty retail such as antique stores. Connecting residents and small business owners with tax credits and tax abatement opportunities can help move opportunities forward in this corridor.
 - Cabin Branch:** Cabin Branch offers opportunities for hiking and biking trails that allow visitors and residents to experience agricultural lands; as one of the first sites that tourists will encounter as they drive out of Columbia and down Lower Richland Boulevard, it also offers an opportunity to site initial kiosks, maps, and other local tourism wayfinding elements that can be used to orient visitors to the region.
- The hubs provide connections to the many and diverse other sites of interest in Lower Richland. Existing recreational assets including Congaree National Park, Pinewood Lake Park, and the Wateree River Heritage Preserve Wildlife Management Area; heritage assets like the Harriet Barber House, Kensington Mansion, and numerous historic churches; and, many other sites of interest will be tied into the tourism framework through shared wayfinding, mapping, and clear mobility networks.

Key Themes

The plan carries forward several key themes related to its existing conditions analysis and recommendations. These themes were identified through site analysis, research, and deep community and stakeholder engagement that included hundreds of local participants in community meetings and interviews with almost 200 stakeholders who are engaged in numerous sectors of Lower Richland.

Theme 1:

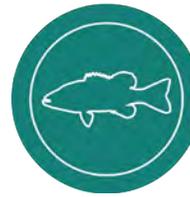
Lower Richland needs to develop tourism infrastructure - a shared identity for branding and wayfinding, a system of key hubs and corridors, and provision of essential services to enable targeted, thoughtful tourism growth. Tourism functions best when there are clear, accessible core destinations that offer concentrated attractions, as well as clear wayfinding systems, maps, and guides that help them explore the rest of the region. Tourists also need access to resources including lodging and retail options - few of which are available in Lower Richland today. Creating a clear network of tourism assets will help visitors clearly understand and appreciate the story of Lower Richland, and will focus development in certain areas in order to ensure that new development does not overwhelm the prized rural character of the community.

Theme 2:

Residents of Lower Richland must benefit and participate in the economic growth and new amenities that result from this plan. The plan does not envision tourism as an end goal in itself - rather, the goal of increasing tourism is to increase quality of life, economic opportunity, and environmental benefits for the entire Lower Richland community.

Theme 3:

A successful tourism plan for Lower Richland is a three-legged stool that involves nature tourism, heritage tourism, and small business development. A stool with only two legs will not stand - and all three of these areas are crucial to achieve residents' vision of a sustainable, inclusive future that builds on the local community's strengths and assets.



NATURE
TOURISM

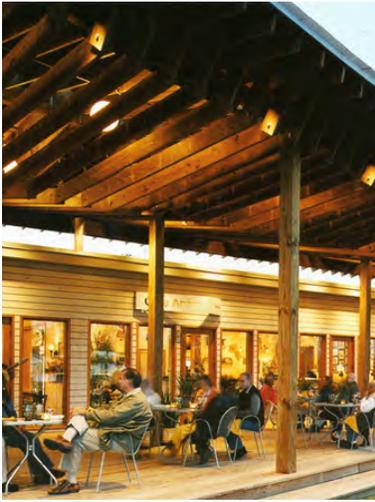


HERITAGE
TOURISM



SMALL BUSINESS
DEVELOPMENT

- Nature tourism capitalizes on the world-class environmental assets of the Congaree bottomlands and existing attractions like the Congaree National Park, and envisions the county-owned Mill Creek site as offering a diversity of complementary uses to the national park that can attract visitors and local residents alike.
- Heritage tourism celebrates the history and landscape of Lower Richland and enables visitors to access a core Heritage Center before traveling across the landscape to visit agricultural and historic sites of interest.
- Small business development reflects the need for Lower Richland residents to take the lead in building businesses and creating wealth within the growing tourism economy. The lack of businesses in Lower Richland today is a problem but also an opportunity; there is space for local businesses rooted in community tradition, knowledge, and resources. A Small Business Incubator will assist Lower Richland residents to understand the opportunities for tourism-serving businesses, take incremental steps that minimize risk and maximize reward, and access education, financing, and resources that will enable them to grow successful and sustainable businesses.



Lower Richland Heritage Center precedent



Mill Creek Nature Center precedent



Small Business Incubator precedent

Major Projects

Each of the plan’s three core pillars of nature tourism, heritage tourism, and small business development feature a “major project” that will help support the Lower Richland community to grow the tourism economy. These major projects include:

- Mill Creek Nature Center:* Mill Creek Nature Center will be located at Mill Creek and will serve as a visitor center for that site that provides educational programming and recreation; an administrative facility for the lodging uses on the site; and a hub that will connect visitors to the other nature and heritage assets of Lower Richland by providing maps and tours. It should also incorporate a cafe or quick-serve restaurant that can serve visitors and local residents.
- Hopkins Heritage Center:* Co-located in the same building with a proposed branch of the Richland Library and the proposed Small Business Incubator, the Heritage Center offers oral histories, exhibits, special library collections, and video tours of Lower Richland heritage assets. It also offers maps and tours of heritage resources throughout the area, including historic buildings, churches, historic sites, cemeteries, and other heritage resources.
- Small Business Incubator:* Co-located with the Richland Library branch and the Heritage Center at the Hopkins Village Green, the Small Business Incubator includes meeting spaces and computer labs that will offer coordinated trainings by local university partners, agricultural specialists, lodging specialists, and more, and will bring in bankers, investors, and others for networking activities with local business owners. It also includes separate facilities (also on the Village Green site) for a Farmers’ Market and a Lower Richland Commercial Kitchen.

Implementing the Plan

The *Major Projects* are significant but by no means the only way of implementing this plan. In the Recommendations chapter, this plan offers numerous other specific recommendations to grow the “three-legged stool” of nature tourism, heritage tourism, and small business development that defines a successful tourism economy for Lower Richland. These recommendations include projects, programs, and policies that can help move forward the *Framework Plan* and *Key Themes*, and can leverage the proposed major projects to craft a strategy for long-term success.

The Implementation chapter includes a comprehensive matrix which organizes the many recommendations by theme and time frame, along with resources, needs, and potential partners.

The Plan is conceived to be implemented in phases over time, as resources become available. However, it is critical that the plan maintain momentum, and the best way to achieve this is through incremental steps that show that the county and stakeholders are making progress and residents are positively impacted at each step.

The following offers a summary of the immediate next steps to help maintain momentum on implementing the plan over the next two years especially in regard to the *Major Projects*.

As the *Major Projects* in particular will require the most resources over time, the following next steps provide a means of acting on these ambitious initiatives through incremental efforts intended to build interest and support in the short term.

Short-term Recommendations (2018 - 2020)

General Recommendations

1. Form a committee of local resident stakeholders to oversee the development of a brand identity for Lower Richland Tourism.
2. Work with a branding consultant to develop the brand identity and website for Lower Richland tourism in collaboration with a committee of local resident stakeholders.
3. Conduct a feasibility study for all proposed Mobility Improvements in coordination with Richland County Planning Department, Richland County Public Works Department, as well as the Richland County Conservation Commission.
4. Coordinate with the Richland County Recreation Commission to ensure that all upcoming park and trail projects in Lower Richland County are aligned with the goals of this plan.
5. Investigate the available and underutilized right-of-way adjacent to the both the CSX and Norfolk Southern rail lines as feasible for potential rail trail segments.
6. Coordinate with Palmetto Conservation Foundation on ways to improve the conditions, access, and connectivity along the Palmetto Trail through Lower Richland.
7. Work with the Richland County Planning Department to apply appropriate zoning designations throughout Lower Richland in order to permit the proposed uses and character of development.
8. Develop and promote a range of interpretive trails to connect Lower Richland nature and heritage sites.

Lower Richland Heritage Center

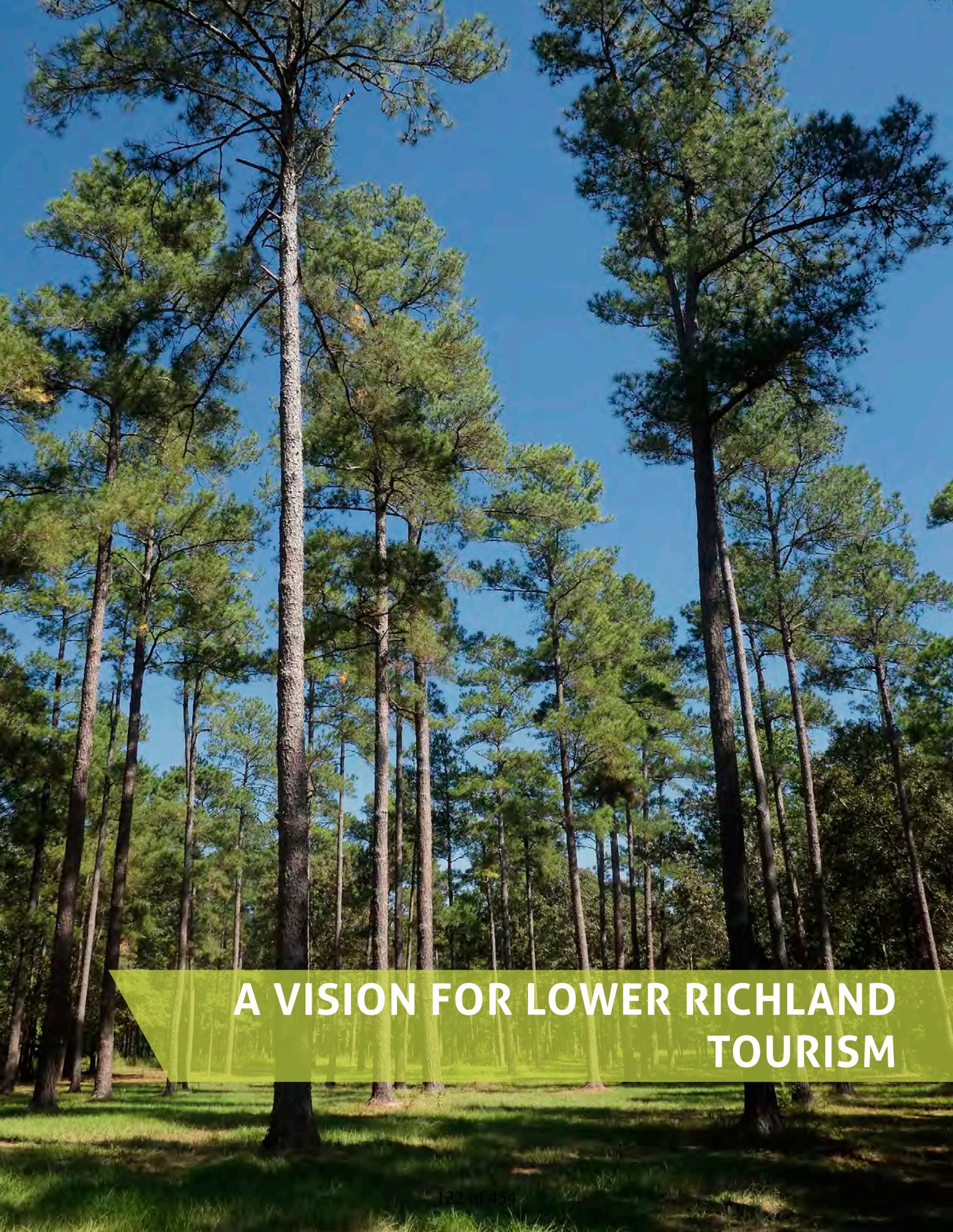
1. Explore and establish a partnership with the Richland Library System to help develop Heritage Center vision, archival collections, and temporary cultural programs.
2. Launch an oral history initiative in collaboration with the Richland Library System.
3. Create a Lower Richland Heritage advisory committee comprised of representatives of existing heritage organizations and local scholars to advise on Heritage Center projects and associated programs.
4. Explore potential sites for the Heritage Center in collaboration with the other Richland County Renaissance Plan initiatives.
5. Consolidate support for Lower Richland to be included in the existing South Carolina National Heritage Corridor (SCNHC) and advocate for this legislation.

Mill Creek Nature Center

1. Develop design scope and identify sources of funding for full park and Nature Center development.
2. Introduce the project to all potential public and private funders and clarify opportunities and interest for funding various aspects of the project.
3. Work with key stakeholders including National Park Service, Richland County Recreation Commission, South Carolina Department of Natural Resources, Friends of Congaree Swamp, and others to host event-based programs such as tours and environmental education to introduce the property to local residents and begin to activate the site.

Small Business Incubator

1. Formalize an agreement with a partner institution such as the Richland Library System or Clemson University Cooperative Extension to establish and operate a small business incubator program in Lower Richland in a dedicated space and begin to offer educational resources to local residents prior to an established program.
2. Formalize agreements with a variety of other project partners to offer educational, networking, and financial support to emerging entrepreneurs.
3. Identify potential temporary locations for the Small Business Incubator that could be utilized until a more permanent space can be identified and developed.



A VISION FOR LOWER RICHLAND TOURISM

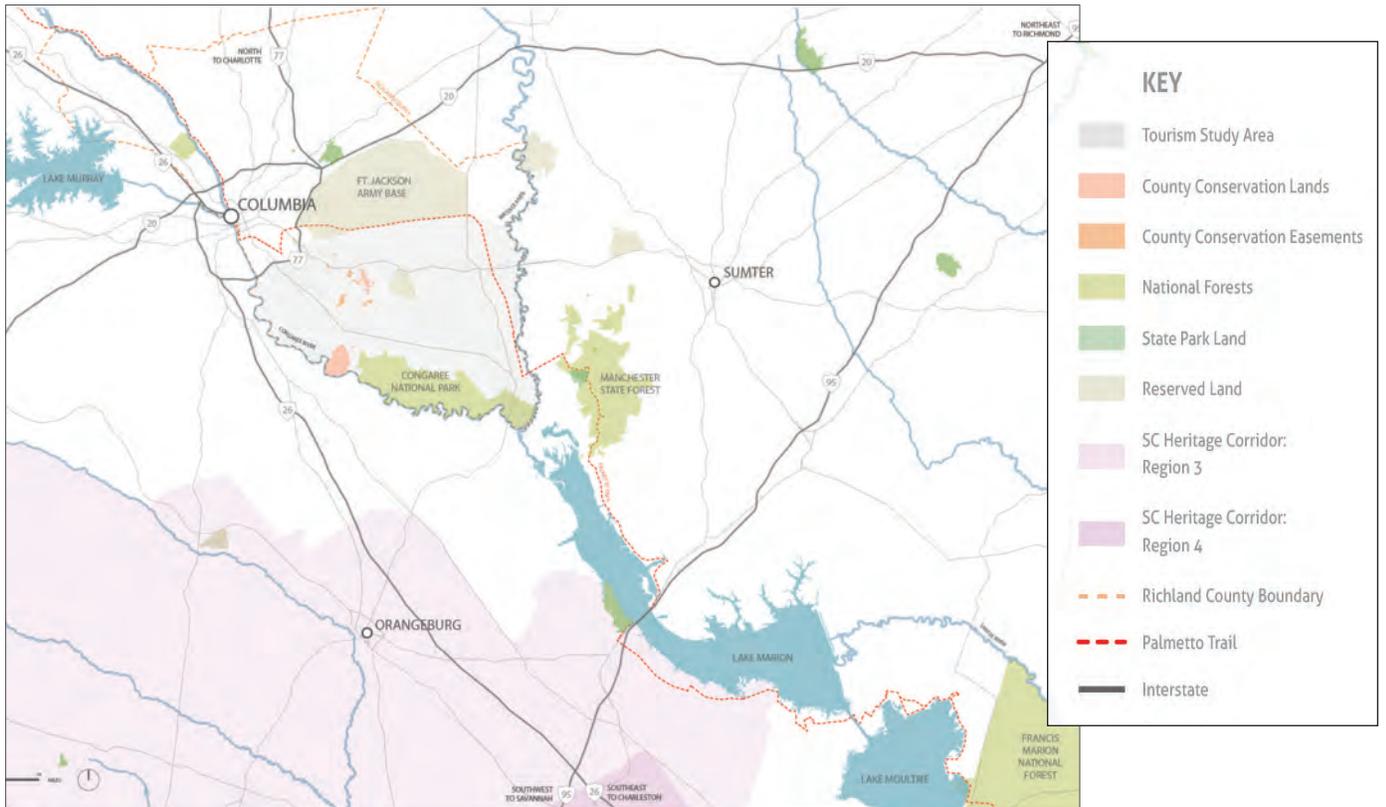
The Need for a Tourism Plan

Lower Richland, as a community, is working to determine what kind of future development will best benefit local residents and preserve its incredible wealth of natural and heritage resources. As an historically rural and agricultural area, Lower Richland faces pressure to balance preservation of its landscapes and rural character while still offering economic opportunity, community-serving retail, and high-quality public services to its residents. In addition, current trends are bringing development pressure toward Lower Richland from the urbanized area near Columbia into the more rural regions of the county; local residents want to direct and manage that change and prevent sprawling development from taking over the area. In this context, the Richland County Conservation Commission asked a consultant team comprised of Asakura Robinson Company and Fermata, Inc. to explore opportunities for Lower Richland tourism based on the natural and heritage resources of the area. The consultants were asked to explore opportunities for tourism to provide economic development focused on local residents and businesses, leverage publicly-owned land to promote tourism opportunities, and provide a balanced strategy for development of local tourism assets that could also support the needs of the local population.

One core asset that Lower Richland tourism must build on is the area's world-class natural resources. Lower Richland is geographically bounded by the Congaree and Wateree Rivers, and represents the transition between South Carolina's Piedmont and Lowcountry regions. The Congaree bottomlands, over 26,000 acres of which are preserved within the Congaree National Park, are opportunities to view a unique habitat and ecology, and to see incredible natural phenomena like the annual "synchronous" firefly swarms that light up the bottomland forests by blinking at the same time during the early summer. Heritage assets, and their ability to tell

the story of Lower Richland through an interpretive network, are another important asset for bringing tourism that highlights the region's real character and importance in South Carolina and U.S. history. Lower Richland residents and organizations maintain a deep interest in and knowledge of local history and heritage. Local historians have worked to advance more inclusive narratives of the area that reveal histories of the African-American community which complement the more widely documented histories of plantation-owning families. As the newly-opened National Museum of African American History and Culture in Washington D.C. and the Harriet Tubman Underground Railroad Visitor Center in Maryland demonstrate, there is a deep interest in ensuring stories of African-American enslavement, resistance, community, resilience, and progress can be shared and interpreted by visitors and residents of communities across the U.S., and expand our understanding of how American culture has been shaped. Lower Richland's historic resources and deep-rooted community present an ideal opportunity for telling the story of the African-American experience locally, but these resources must be connected, interpreted, and available to visitors in order to truly capture the power of the history that has shaped today's community.

In order to expand Lower Richland's markets for nature and heritage tourism, and ensure that visitors' dollars flow to the local community, this plan evaluates growth opportunities in both nature and heritage tourism that build upon local capacity and highlight local resources. The plan makes recommendations for programs, policies, and projects that will create a truly sustainable, and inclusive, Lower Richland tourism economy.



Lower Richland is strategically and uniquely “twice framed”: first by nature, being bounded by the Congaree and Wateree Rivers; and second by regional commerce, being within a short drive time of multiple major transportation corridors. Its culture has been shaped by this condition.



View of the Congaree River from the Mill Creek tract



Mixed hardwood forest within the Cabin Branch tract

An Urgent Vision

This plan builds on and supports several other ongoing planning initiatives, but most notably the Richland Renaissance, a multifaceted plan that seeks to leverage county-owned assets to improve the quality of life for county residents. This plan also comes at a time of incredible opportunity for Lower Richland to build its tourism market. After years of debate about the kind of new development that is appropriate for Lower Richland, there is finally consensus that development which supports nature and heritage-based tourism will best serve the interests of local residents and the broader county. New data from the National Park Service confirms this: In 2017, Congaree National Park attracted more visitors than in any previous year; over 160,000 people came to Lower Richland to visit this natural asset, and recent research by the National Park Service shows that these visitors spent over \$7.3 million in nearby communities.

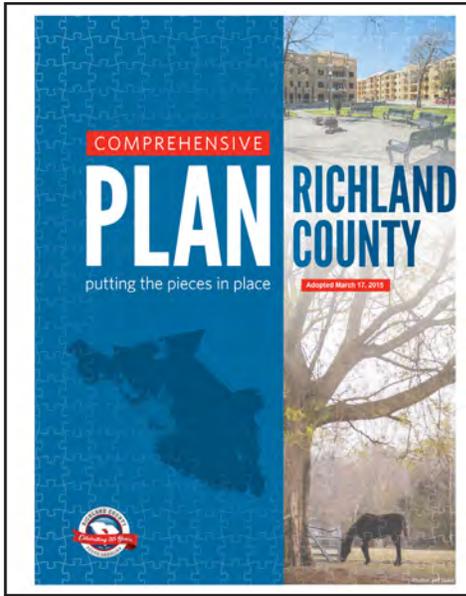
Despite the presence of the park, there are few places in the Lower Richland area for tourists to spend their dollars. The large amount of designated wilderness area within the national park restricts its ability to provide more than basic boardwalks and primitive camping facilities. Lower Richland contains no lodging options and few retail, restaurant, and dry goods options for residents or visitors. This situation offers immediate openings for recreational and tourism options that can complement the national park's offerings, and for new, locally-owned businesses to serve visitors.

Opportunity to grow local tourism also stems from two new publicly-owned assets in the area: Richland County recently acquired two large conservation sites in the Lower Richland area, the Cabin Branch and Mill Creek tracts. Cabin Branch is an approximately 680-acre tract located on a number of former agricultural tracts just below the intersection of Garners Ferry Road and Lower Richland Boulevard, while Mill Creek is a 2,555-acre tract located directly on the Congaree River, close

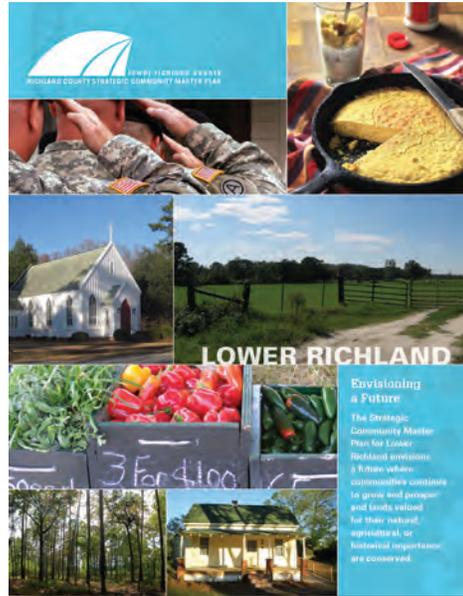


Although Congaree National Park regularly attracts over 100,000 visitors annually, there exists almost no infrastructure in Lower Richland to support tourism; image: The State

to the Congaree National Park, with access from Old Bluff Road. The county intends these tracts to serve multiple functions: as mitigation banks for stream and wetland restoration and conservation, as well as for the development of recreation, lodging, and sustainable tourism-oriented uses. Mill Creek, in particular, presents a major opportunity to showcase the Congaree bottomlands in an environment that can incorporate more creative and wide-ranging tourism uses than Congaree National Park and that can complement the amenities available at the national park, driving more tourism to both sites. Both the Cabin Branch and Mill Creek sites are featured throughout this plan document, although the plan covers all of Lower Richland and includes many hubs, corridors, and natural and heritage assets in addition to these county-owned properties.



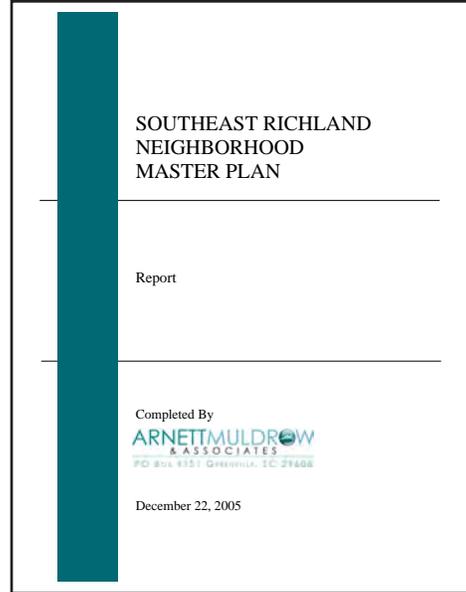
2015



2014



2009



2005

The assets of Lower Richland have been addressed in numerous plans but only one, the Lower Richland County Strategic Community Master Plan (top right), has explicitly addressed tourism as a potential economic driver for the area.

A Sustainable Vision

Lower Richland residents and Richland County officials are united in advancing the idea that tourism must be sustainable, meaning it must leverage, support, and enhance local natural and heritage assets rather than harming these assets through overuse or highly intensive development. Nature and heritage tourism, which require the preservation and enhancement of natural and historical resources, are therefore clear opportunities for positioning Lower Richland for tourism growth. Opportunities in nature tourism are strong, as this is a growing industry nationwide. The following data are from the Outdoor Foundation's 2016 Topline Report.

Most Popular Adult Outdoor Activities By Participation Rate, Ages 25+

1. Running, Jogging and Trail Running (14.9% of adults, 31.6 million participants)
2. Fishing (Fresh, Salt and Fly) (14.6% of adults, 30.9 million participants)
3. Hiking (12.5% of adults, 26.4 million participants)
4. Bicycling (Road, Mountain and BMX) (12.3% of adults, 26.1 million participants)
5. Camping (Car, Backyard, Backpacking, and RV) (11.8% of adults, 25.0 million participants)

Favorite Adult Outdoor Activities By Frequency of Participation, Ages 25+

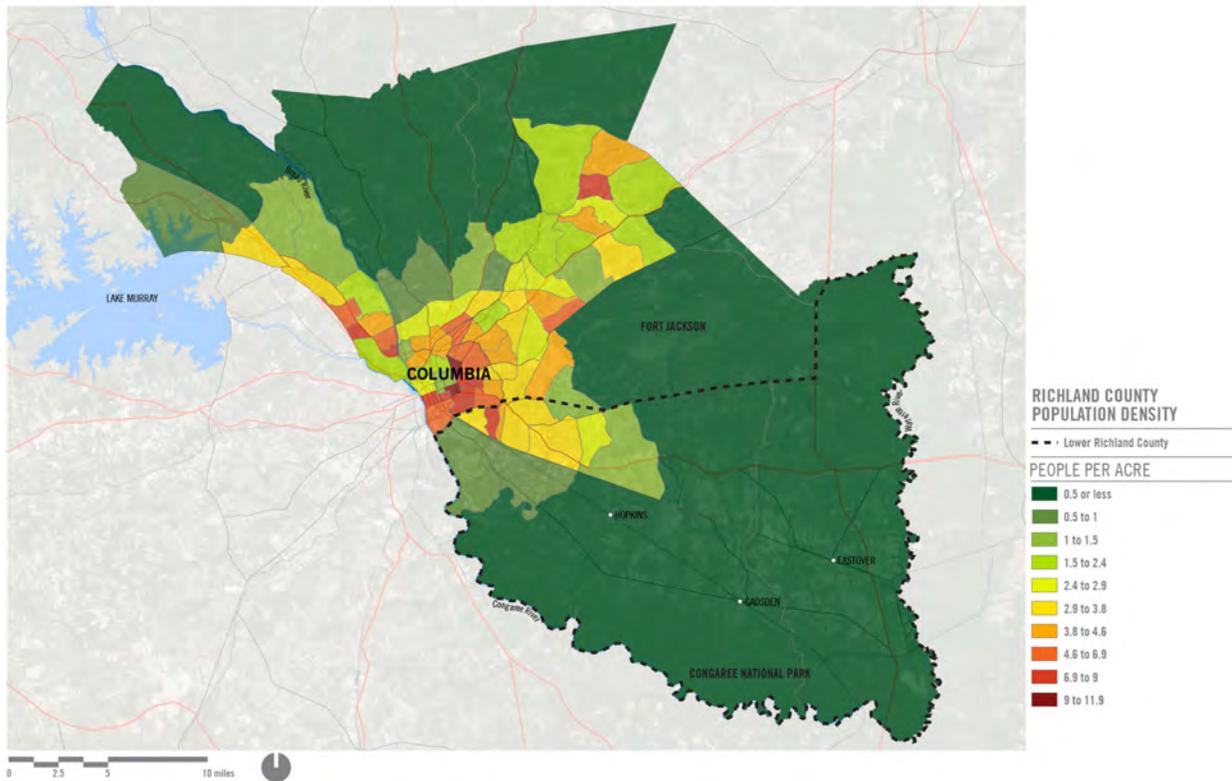
1. Running, Jogging and Trail Running (87.1 average outings per runner, 2.8 billion outings)
2. Bicycling (Road, Mountain and BMX) (54.2 average outings per cyclist, 1.4 billion outings)
3. Fishing (20.1 average outings per fishing participant, 621.5 million outings)
4. Birdwatching (40.6 average outings per birdwatcher, 422.3 million outings)
5. Wildlife Viewing (26.4 average outings per wildlife viewer, 413.4 million outings)

In addition to these highly popular activities, the Lower Richland area can focus on other nature-based recreations that are appropriate for the county's Mill Creek tract and that are showing strong rates of growth nationally.

- Canoeing (9.2 million participants, 1.3% growth)
- Kayaking (4.1 million participants, 5.3% growth)
- Kayak Fishing (2.3 million participants, 17.4% growth)

Heritage tourism is another growth industry that can help preserve, enhance, and share the history of the Lower Richland community with visitors from across South Carolina and across the country. With the appropriate "tourism infrastructure" that includes a central heritage center for interpretation of local history, and an interpretive network that directs visitors to the numerous assets in Lower Richland and helps interpret their meaning, these assets can be major economic drivers within the Lower Richland area. According to *The Economic Impact of Travel on South Carolina Counties, 2015*:

- In 2015, total tax revenue generated by domestic traveler spending in South Carolina reached \$1.8 billion, up 6.8 percent from 2014. On average, each travel dollar spent by domestic travelers in South Carolina produced 14.7 cents in tax receipts for federal, state, and local governments in 2014.
- Domestic traveler spending in South Carolina generated \$714.3 million for the federal government in 2015. This represents 38.9 percent of all domestic travel-generated tax collections in the state. Each dollar spent by domestic travelers in South Carolina produced 5.7 cents for federal tax coffers.



Population density of Richland County

- Spending by domestic travelers in South Carolina also generated \$738.6 million in tax revenue for the state treasury through state sales and excise taxes, and taxes on personal and corporate income. This composed 40.2 percent of all domestic travel-generated tax revenue for 2015 collected in the state. On average, each domestic travel dollar produced 5.9 cents in state tax receipts. Total tax revenue generated by domestic travel for South Carolina state government increased 8.7 percent from 2014.
- Local governments in South Carolina directly benefited from domestic travel as well. During 2015, domestic travel spending generated \$385.7 million in sales and property tax revenue for the local governments, 21.0 percent of total domestic travel-generated tax revenue in the state. Each travel dollar produced 3.1 cents for local tax coffers.
- Richland County ranked fifth in South Carolina in domestic travel expenditures in 2015 with \$640.2 million or 5.1 percent of the state total. These expenditures by domestic travelers supported \$115.3 million in payroll income and 6,700 jobs for the area residents.

An Inclusive Vision

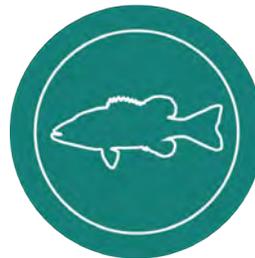
The Lower Richland Tourism Plan takes as a core principle the idea that tourism assets, and the economic opportunity they generate, must be inclusive and provide economic, recreational, and quality-of-life benefits for Lower Richland residents as well as visitors.

One key part of this plan is viewing local tourism development as a “three-legged stool” that includes nature tourism, heritage tourism, and small business development as essential components. Small business development is crucial to ensure that the benefits of increased tourism spending accrue to Lower Richland residents; currently, there is a market gap as few tourism-serving businesses like hotels, lodges, restaurants, equipment rental businesses, and other retail establishments are located in the area. Growing locally-owned and operated businesses within these sectors can provide wealth-building opportunities for local residents, and ensure that visitors are introduced to the region by those who know it best. However, building a new small business in a sector that residents may not be familiar with can be daunting and involve financial risk. This plan therefore provides recommendations that will help residents make the transition into small business ownership incrementally, testing the market while utilizing educational and financial resources to remove barriers to business development.

An inclusive vision for tourism also includes a “tourism framework” -- a shared identity or Lower Richland “brand” and an interpretive framework that ties local destinations and assets together. Successful tourism destinations rely on this type of branding to help draw visitors to the area and enable them to take advantage of all the local opportunities instead of coming to a single destination and then departing. A Lower Richland brand can also be beneficial for local businesses in ways that go beyond tourism; for example, a united set of agricultural producers with a Lower Richland brand may be able to stimulate demand for

local products in restaurants and specialty stores across the state and, as the brand grows, across the country.

A successful plan for Lower Richland tourism must represent all the facets of this deep-rooted community: its natural beauty, its African-American history and heritage, and its residents’ drive to create participatory development that benefits local residents and respects local values. It will build on existing assets while creating catalytic projects that draw new visitors to the area; and it will ensure that visitor spending benefits the local community through small business development and new financial tools. Inclusion of all Lower Richland residents in the benefits of this project is a core value and a key measure of this plan’s success.



NATURE
TOURISM



HERITAGE
TOURISM



SMALL BUSINESS
DEVELOPMENT

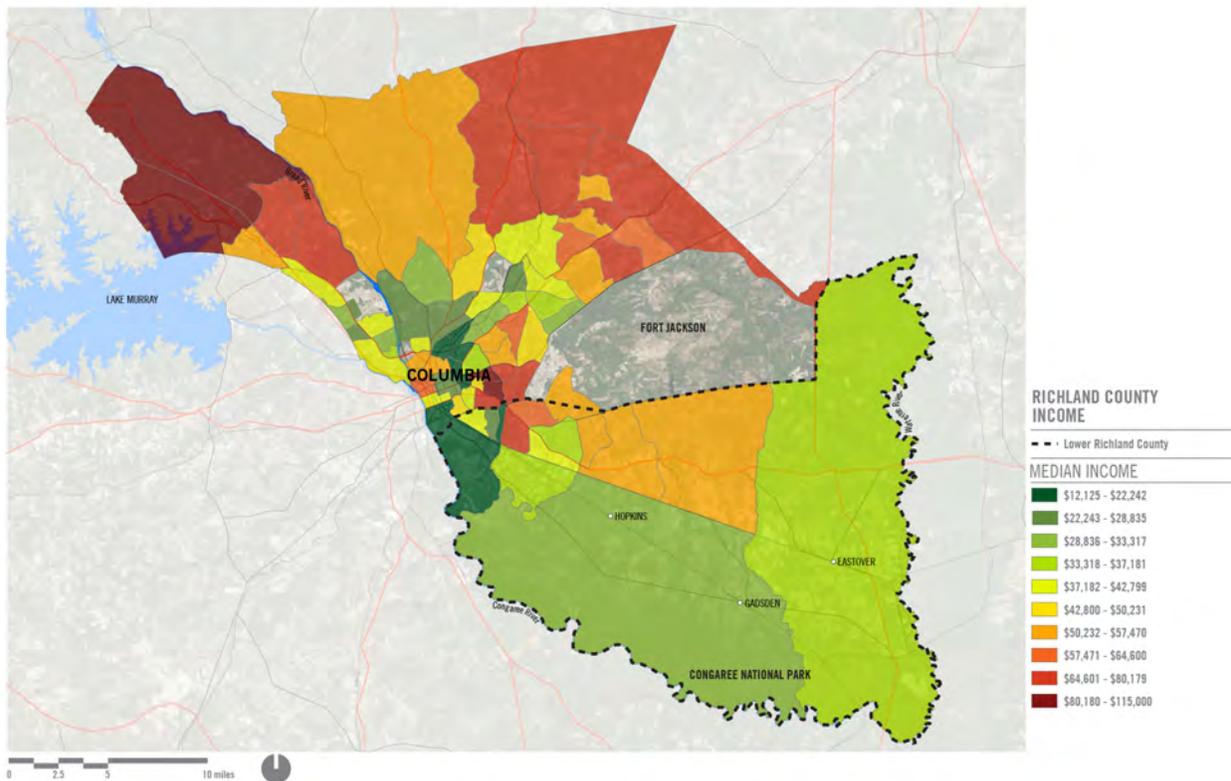
Lower Richland Demographic Patterns

Although Lower Richland represents nearly half of the acreage of Richland County, it remains socially and economically detached from the rest of the county. The following maps provide a snapshot of the existing demographic character of Lower Richland based on data collected from the 2010 U.S. Census.

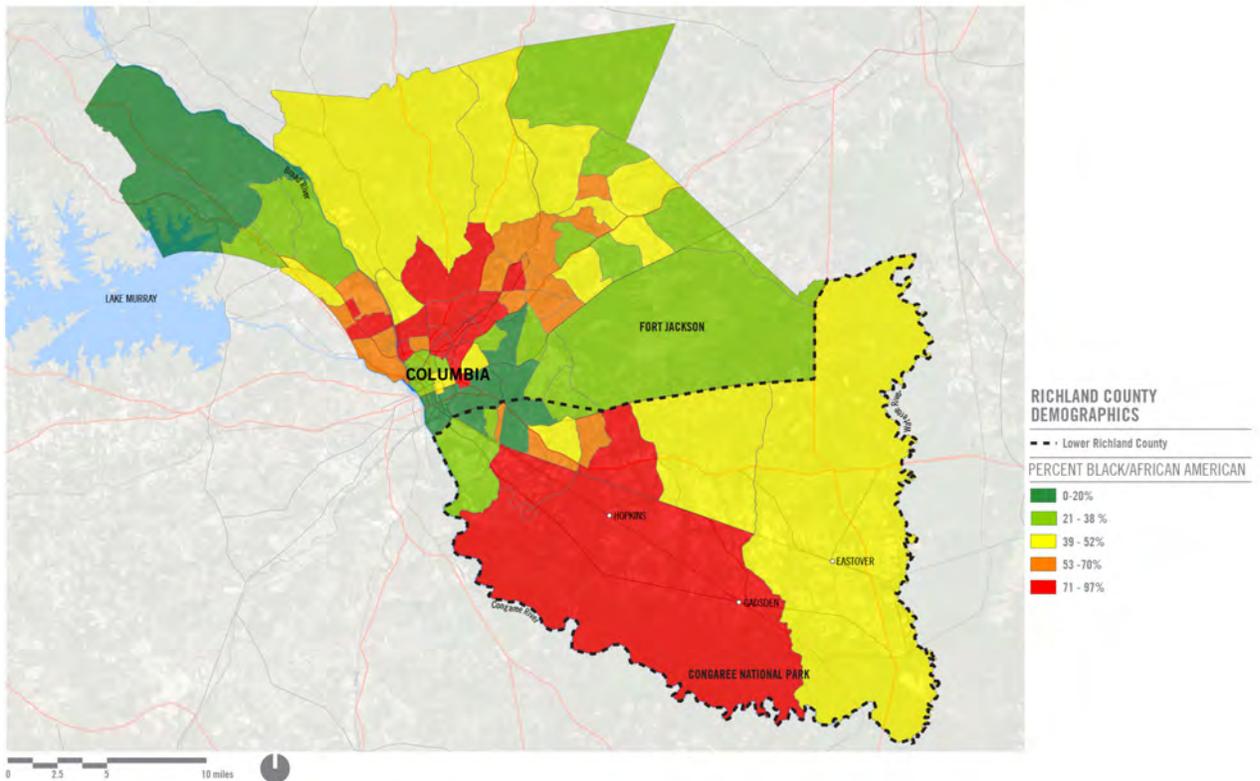
While the portrait of Lower Richland illustrated by these maps is well understood by those who live in or near Richland County, it is critical to provide a baseline understanding of the Lower Richland community as so much of the

Lower Richland Tourism Plan has been developed as response to longstanding social and economic needs of the area, including new opportunities for education, business development, recreation, and mobility.

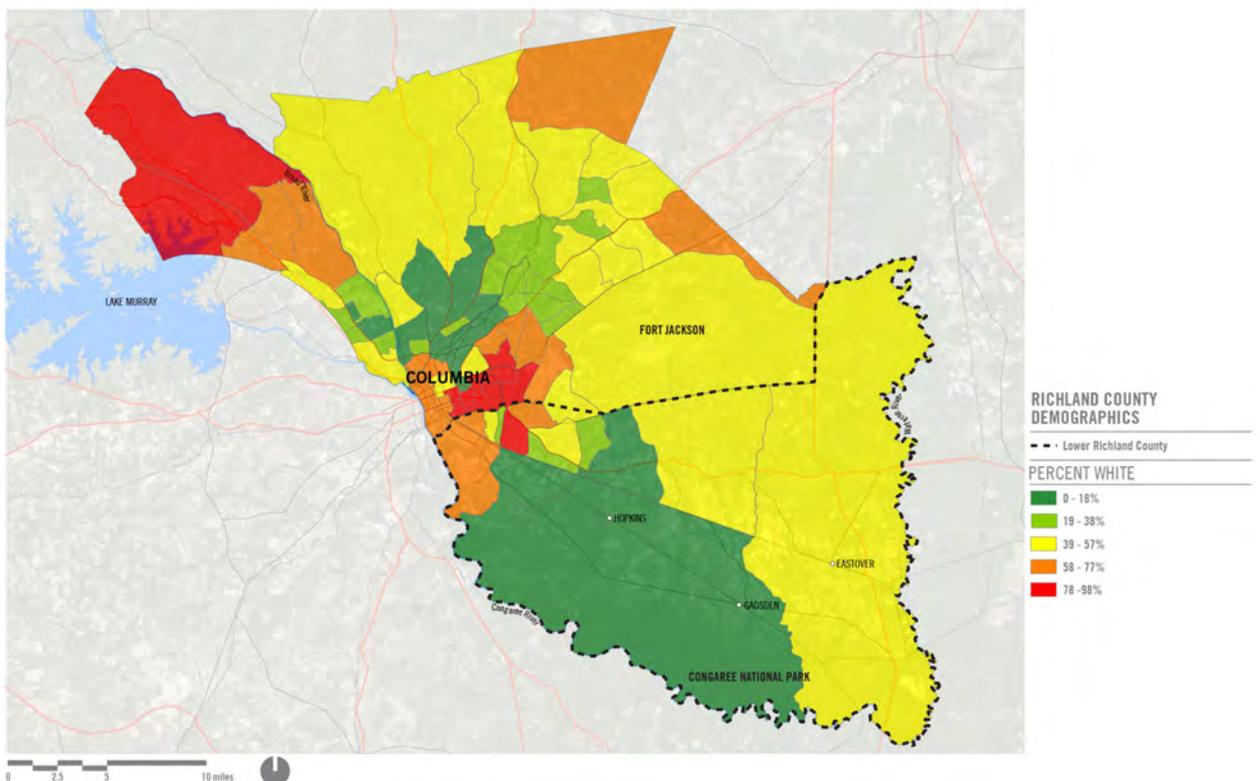
The maps illustrate a community that is split racially, possesses less income and educational attainment than much of the county, yet boasts a higher percentage of owner occupied property. From this, we can infer that the community of Lower Richland is extremely tied to the land on which it sits yet lacks adequate resources to leverage the value of this land toward greater economic benefits.



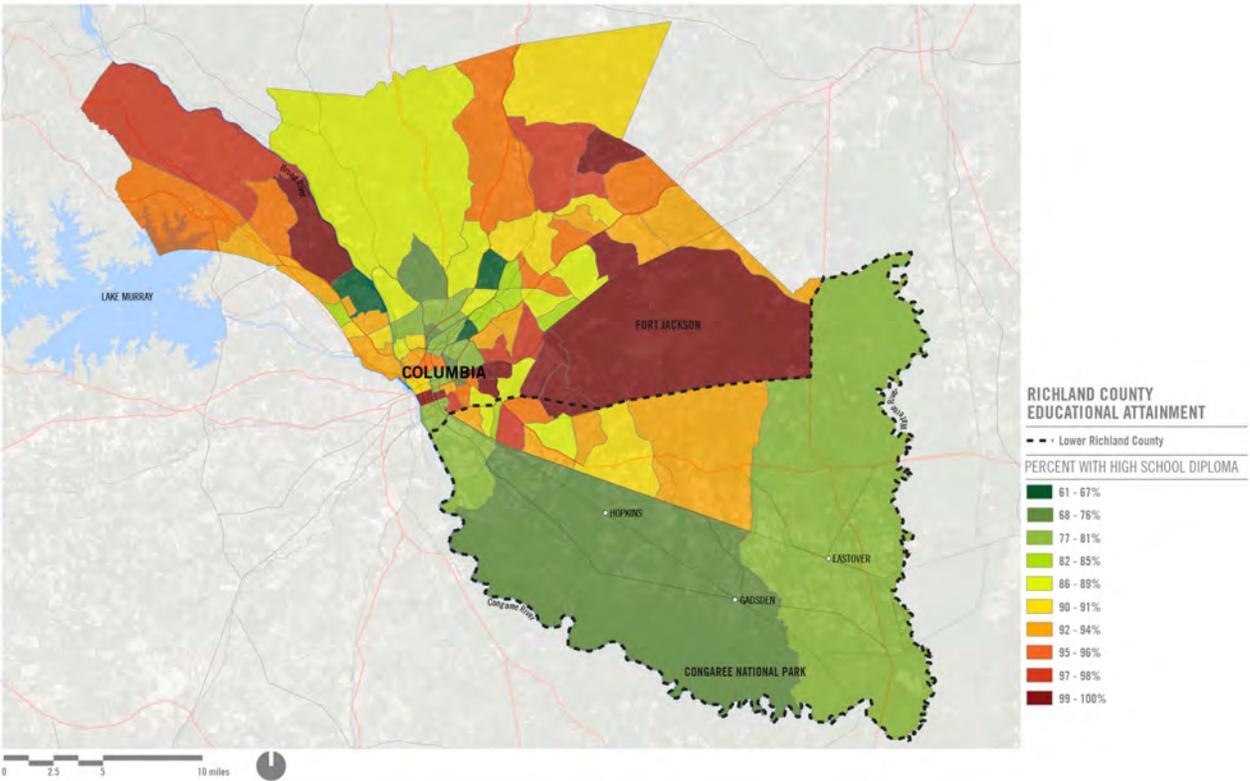
Median income demographics for Richland County



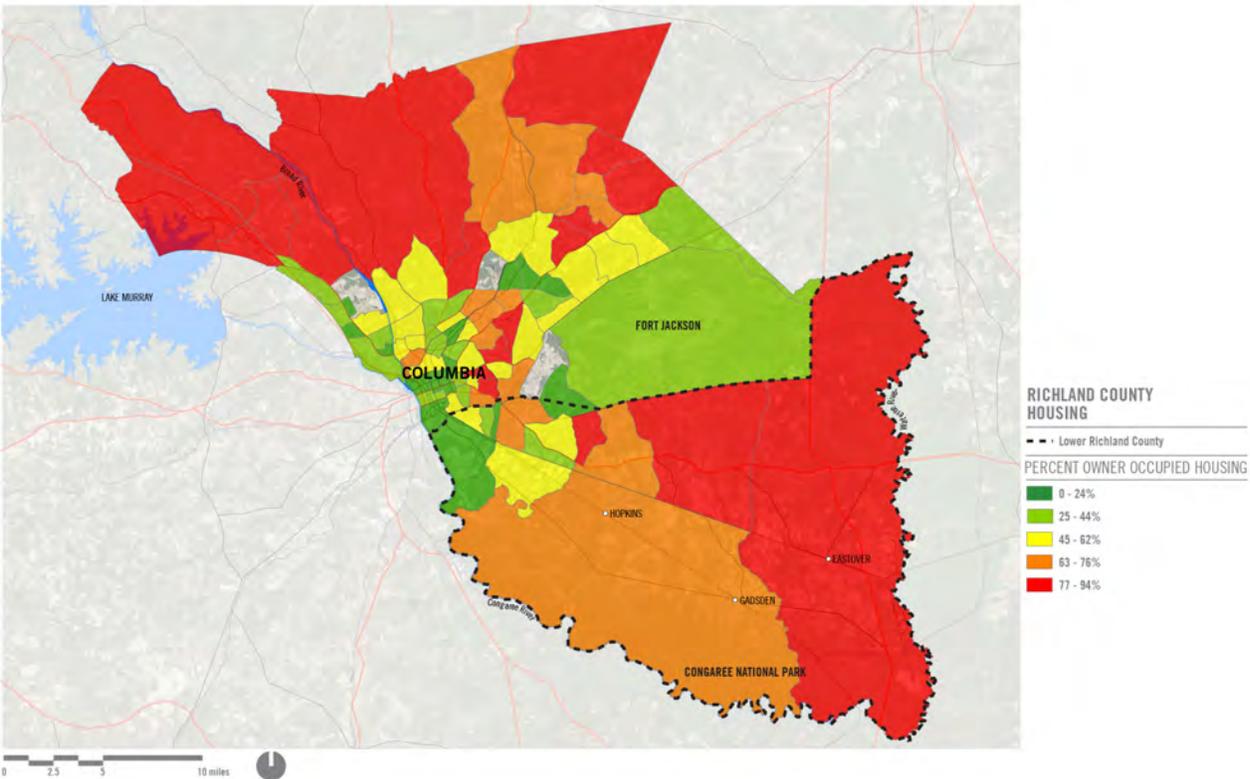
Racial demographics for Richland County



Racial demographics for Richland County



Educational attainment demographics for Richland County



Home ownership demographics for Richland County



COMMUNITY ENGAGEMENT

Community Participation

Engagement Strategy

The strategy for engagement included three major community meetings, a dedicated project website, and numerous smaller meetings with residents and stakeholders of Lower Richland. The first major community meeting was held on November 14, 2016, the second on January 23, 2017, both at the Hopkins Park Gymnasium, and the third on January 24, 2017, at the Lower Richland Sheriff Substation. These meetings were hosted by the RCCC, Council members Dalhi Myers and Norman Jackson, and the planning consultants from Asakura Robinson and Fermata, Inc.

As part of a larger planning effort, the first meeting was set to:

1. Introduce the project and project team
2. Answer questions about the project, including its background, vision, and goals
3. Share the project schedule
4. Gather input and ideas from residents to inform the plan
5. Allow as many residents as possible a chance to help author the plan and become invested in its success

Following an overview presentation by the planning team, the first meeting included breakout workshop sessions focused on sharing ideas, needs, and concerns about nature tourism, heritage tourism, and small business development in Lower Richland.

The second and third meetings focused on presentations and discussion, which included:

1. Highlights and lessons learned from the first community meeting
2. Highlights of draft recommendations and concept designs for community review
3. Site analysis of area

Following the presentations at the public meetings, an open-house style meeting was held to get comments from residents and community members about what was missing from the plan (i.e. a comprehensive Lower



Planning team presentation at Community Meeting #1



Nature Tourism breakout session at Community Meeting #1



Presenting breakout session ideas at Community Meeting #1

Richland brand, workforce development opportunities), what concerns they had (i.e. local business priority among new developments), and what they liked about the recommendations (i.e. preservation of natural infrastructure). Meeting participants were also provided with a survey form to provide additional comments following the meeting.

Lower Richland Residents

There was an outpouring of interest and participation at the three public community meetings, which shows that the issues addressed by the plan are highly relevant and important to the community. The almost 200 attendees at these meetings gave invaluable input that has been incorporated into the plan to ensure that all of the recommendations are tailored to the needs of Lower Richland.

Steering Committee

Councilmember Dalhi Myers
Councilmember Norman Jackson
Virginia Sanders, RCCC
Cartha Harris
Richard Jackson
Rufus Mosley
Heath Hill
Marcella Sumter
Levi Myers

Formed at the start of the planning process, the steering committee served as an important liaison between the planning team and the larger Lower Richland community. The committee included exclusively local residents ranging from advocates, to business leaders, to Commission members, and elected officials. Meeting at key junctures within the planning process, including at project kickoff, site visits, and prior to the second community meeting, the committee was able to provide specific input and knowledge of Lower Richland that helped to shape the goals and final content of the plan.



Tour of Lower Richland with the steering committee

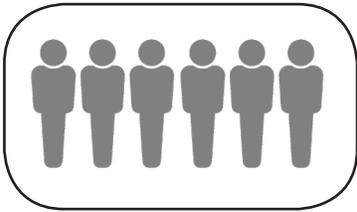
Stakeholders

The planning team interviewed over 80 local stakeholders representing more than 50 organizations, including pastors from local churches; non-profits working to steward local natural and heritage resources; local universities; local, county, state, and federal agency representatives and government officials; owners and employees of local businesses; and local landowners. A list of stakeholders interviewed is available at the end of the Community Engagement section.

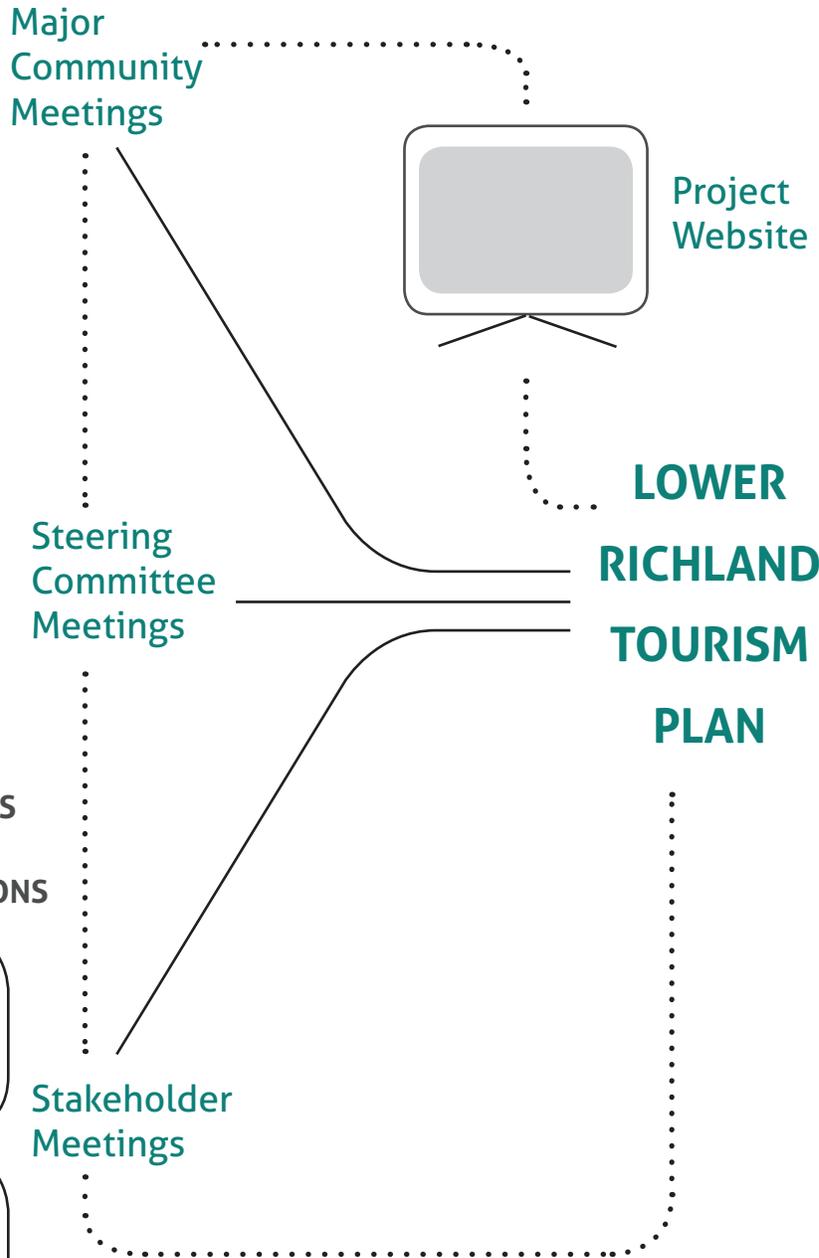
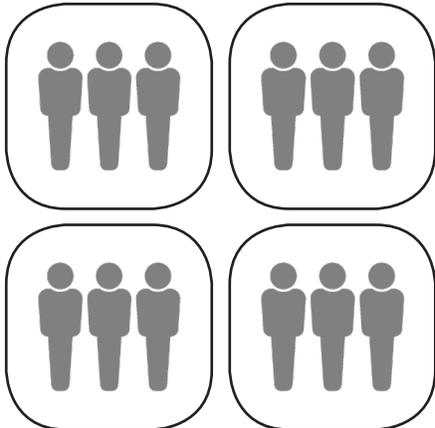
Lower Richland Elected Officials

Richland County Council members Dalhi Myers and Norman Jackson were instrumental resources during the planning process, as was the late SC House Representative Joe Neal. These elected officials helped shape the plan and ensure strong community participation throughout. Mayor Geraldine Robinson of Eastover also gave generously of her time via a stakeholder interview. The planning team is deeply appreciative of these officials' contributions.

LOWER RICHLAND RESIDENTS



COMMUNITY ORGANIZATIONS CULTURAL ORGANIZATIONS ENVIRONMENTAL ORGANIZATIONS



*Community Engagement Process;
Icons by Adrian Coquet from Noun Project*

STAKEHOLDER INTERVIEWS

LOCAL, COUNTY, STATE, AND FEDERAL

- Congaree National Park
- USDA Rural Development
- HUD – Community Development Block Grant
- SC Department of Natural Resources
- SC Department of Agriculture
- SC House Representative Joe Neal
- Clemson University Extension
- USC School of Hotel, Restaurant, and Tourism Mgmt.
- Richland County Economic Development Department
- Richland County Conservation Commission
- Richland County Planning Department
- Richland Library
- Council Member Dalhi Myers
- Council Member Norman Jackson
- Mayor Geraldine Robinson - Town of Eastover
- Columbia Metropolitan Convention & Visitors Bureau

NON- PROFIT

- Palmetto Conservation Foundation
- Congaree Land Trust
- Sustainable Midlands
- South Carolina Uplift
- Historic Columbia
- Southeast Rural Community Outreach (SERCO)
- Friends of Congaree Swamp
- COWASEE Basin Task Force

BUSINESSES

- River Runner Outdoor Center
- The Cycle Center
- Wavering Place Bed and Breakfast
- Carolina Bay Farms
- Cabin Branch Organic Farms
- Manchester Farms

OTHER

- Over 20 local church pastors
- Local landowners

Community Input

Nature Tourism

Participants in the community meetings discussed existing regional nature tourism assets, and conceptualized what improved access to nature in Lower Richland might look like. The participants also focused on opportunities to mitigate the potential issues and effects of increased tourism, such as increased vehicular and bicycle traffic, through the planning process. Participants identified areas where they felt increased nature tourism in Lower Richland was feasible, and discussed how these types of tourism uses might work on the Cabin Branch and Mill Creek sites owned by Richland County.

Three main topics emerged from these conversations:

1. Create and program new nature tourism opportunities throughout Lower Richland (e.g. hiking, cycling, kayaking, guided tours)
2. Take advantage of Cabin Branch and Mill Creek sites to think holistically about tourism as economic development; for example, using these sites to encourage locally-owned and operated businesses
3. Actively address community concerns, such as traffic and parking, taxes, and the potential for sprawl or problematic development

Residents felt that nature tourism activities should provide a local benefit by employing residents, involving children in the outdoors, and creating opportunities that both visitors and community members can enjoy.

Heritage Tourism

Community participants expressed the importance of incorporating Lower Richland's heritage into any future tourism strategy. Residents conceptualized existing and future assets, attractions, and key themes that would provide visitors and community members with a compelling historical and heritage narrative.

From this discussion, the following ideas were identified:

1. Development of a Heritage Center to represent the history of Lower Richland for both locals and visitors
2. Create additional new locations and assets for interpretive history (e.g. farm, museum, grist mill, artist colony)
3. Tell the story of existing heritage assets, locations, and practices, from revitalizing local festival grounds, to interpreting the history of the African-American community, to highlighting local practices like quilting and sculpture
4. Connect heritage locations in innovative ways, including trains, trails, and scenic highways
5. Provide multiple local lodging options (e.g. RV parks, bed and breakfasts, hotels)

Small Business Development

Participants were eager to consider how this planning process, and future tourism-related programs and investments, can create economic opportunities through tourism revenue for Lower Richland residents. Participants thought of several business types and opportunities that could emerge from tourism, and how these could overlap with a need for more community-serving businesses.

From these conversations, three themes emerged:

1. Target particular high-opportunity business sectors for small business development
2. Bring assets to the table that would help Lower Richland residents build successful businesses
3. Ensure that the plan will remove barriers to business development by presenting thoughtful proposals that would balance the need for new businesses with preserving the rural and natural character of the community.

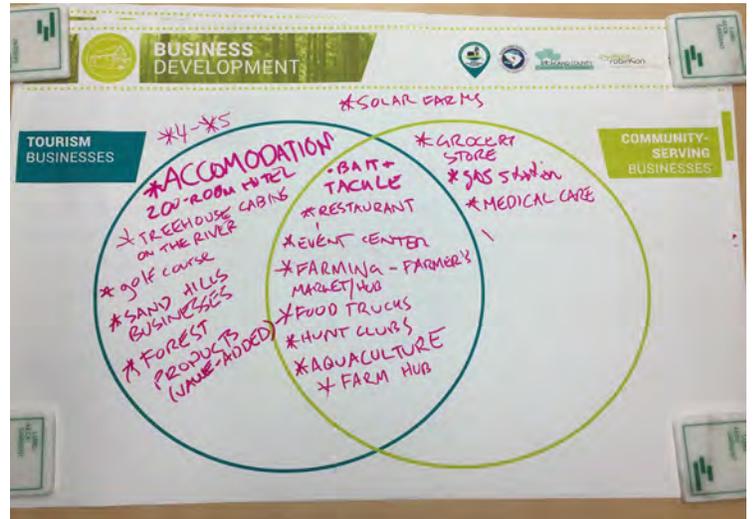
SMALL BUSINESS

TOP 3 THINGS

1. LIBRARY, MALL, HOSPITAL
2. LODGING / ACCOMMODATION
3. FOOD / RESTAURANTS
4. FARM COOP W/ HUB

NEEDED NEEDS

4. EDUCATION
5. ACCESS TO CAPITAL



HERITAGE TOURISM

- SHARE CROPPING HISTORY

FARM - LIVING HISTORY

QUILTING MUSEUM ARTIST COLONY

ANTEBELLUM PERIOD RR HISTORY DEPOT

RICE, INDIGO

GRIST MILL EXCURSION TRAIN

OLD SCHOOLS SCENIC HWY

CHURCHES Dr. Clayton's OFFICE

RV PARK

HERITAGE CENTER / LODGE w/ LIBRARY FOR FAMILY HISTORY

B & Bs

NATURE - BASED TOURISM

- hiking
- cycling
- RV camping
- cabins
- food
- Farming - Farm-to-table restaurant
- Equestrian + horses
- Kayaking (for children)
- greenways
- Boy/Girl Scouts
- Fishing
- local benefit - skating RINK
- Boat ramp

Workshop sheets from Community Meeting #1



EXISTING CONDITIONS

Scope of Analysis

The recommendations developed for the *Lower Richland Tourism Plan* rely heavily on both the input from local residents as well as an existing conditions assessment conducted by the planning team in the fall of 2016. The assessment included both a regional analysis of Lower Richland-- the area bounded by I-77 to the West, the Wateree River to the East, Fort Jackson to the North, and the Congaree River to the South-- and more localized site analysis of the Mill Creek and Cabin Branch tracts due to their public value and importance as future parkland.

Key Questions

At both the regional and local scales, the assessment was oriented around several core questions related to the potential for increased tourism in Lower Richland:

- What are the places that best tell the stories of Lower Richland?
- What makes Lower Richland unique as a destination?
- What exists in Lower Richland to support tourism?
- What is missing in Lower Richland to support tourism?
- How do people get to Lower Richland?
- What are the challenges of getting to Lower Richland?
- What are the challenges of developing Lower Richland for tourism?

Key Themes

To help answer these questions, the assessment was structured around three themes that would ultimately help to frame the tourism plan recommendations: *Nature Resources*, *Heritage Resources*, and *Tourism Infrastructure*. The themes give credence to what the planning team determined to be essential components of a future sustainable tourism economy in Lower Richland.

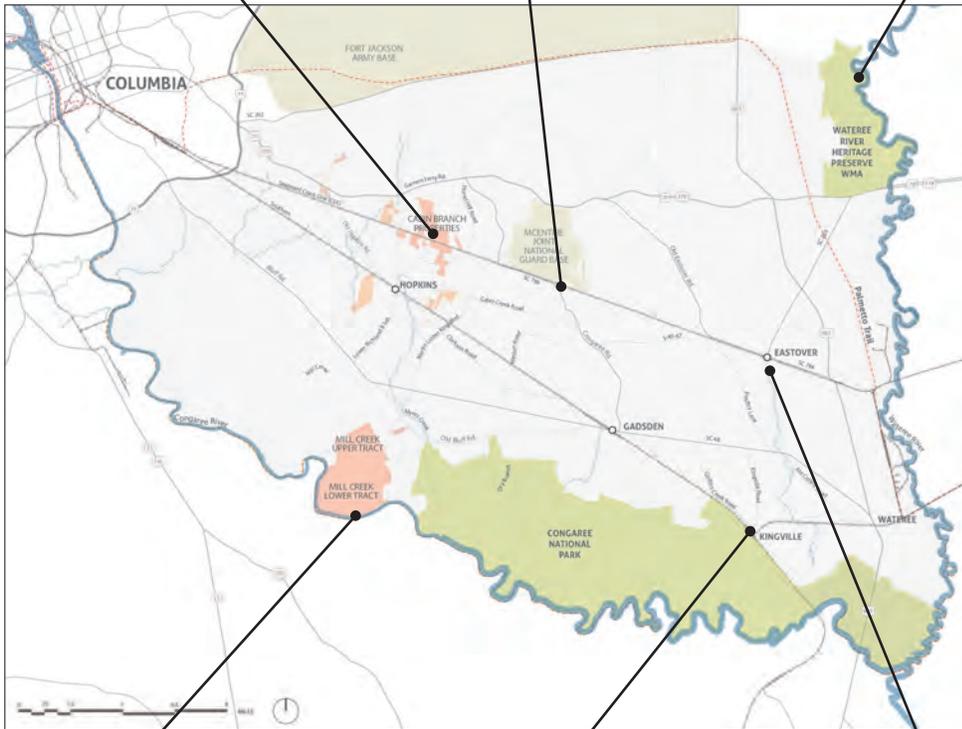
Key Resources

Significantly, the assessment had the benefit of many resources to aid in collecting local information that was both technical and anecdotal. The resulting picture of Lower Richland illustrated by the information gathering is grounded in scientific rigor but animated by local experience.

Maps were compiled from GIS data provided by Richland County, the State of South Carolina and other sources to help provide base level information of both Lower Richland and the individual sites.

Numerous recent plans, studies, and guides of Lower Richland served as critical gateways to the area for the planning team including the *Lower Richland Strategic Community Master Plan* (Richland County Planning), *Lower Richland Heritage Corridor Visitor's Guide* (SERCO), *Cowasee Basin Tour Guide* (South Carolina Department of Natural Resources), and the *Congaree River Blue Trail Guide* (American Rivers).

Finally and most importantly, the planning team was guided by numerous Lower Richland community members, local stakeholders, Richland County staff, and elected officials who donated many hours of time to ensure that the view of Lower Richland included in the assessment would be comprehensive, inclusive, and authentic.



KEY

- Tourism Study Area
- County Conservation Lands
- County Conservation Easements
- National Forests
- Reserved Land
- Richland County Boundary
- Palmetto Trail
- Existing Bicycle Route
- Interstate
- State Highway
- Local Road
- Railroad



Sites visits throughout Lower Richland

Natural Resources

Lower Richland Assessment

CONTEXT

Lower Richland is situated within a horseshoe formed by the Wateree River to the east, and the Congaree River to the west and south. The Broad River and the Saluda River merge to form the Congaree River, which then flows southeast for fifty miles before merging with the Wateree River immediately south of Richland County. The Congaree's entire watershed encompasses 689 square miles in Richland, Lexington, and Calhoun Counties. Numerous tributaries of the Congaree flow through this area including Rocky Branch, Cabin Branch, Congaree Creek, Gills Creek, Tom's Branch, Mill Creek, Cedar Creek, Sandy Run Creek, Big Beaver Creek, Butler's Gut, Bates Mill Creek, and Buckhead Creek. Mill Creek and Cabin Branch are of special interest to our study.

Land cover in the watershed is primarily forested land (54.2%), followed by forested wetland (21.8%), agricultural land (11.9%), urban land (7.4%), water (2.3%), barren land (2.0%), and non-forested wetland (0.4%). On the Richland County side of the Congaree River, 95% of existing land use is rural in nature with the remainder being suburban.

Lower Richland is a transition between the Piedmont (the plateau between the Appalachian Mountains and the Atlantic Coast) and the Lowcountry. This transition zone is known, in South Carolina, as the Sandhills. These sandhills are remnants of the ancient seacoast and dunes. In Lower Richland, these sandhills have been generally obliterated by the bottomlands of the Wateree and Congaree rivers.

Elements of the Piedmont, such as mountain laurel, barely enter Lower Richland at Cook Mountain. True Low Country only occurs

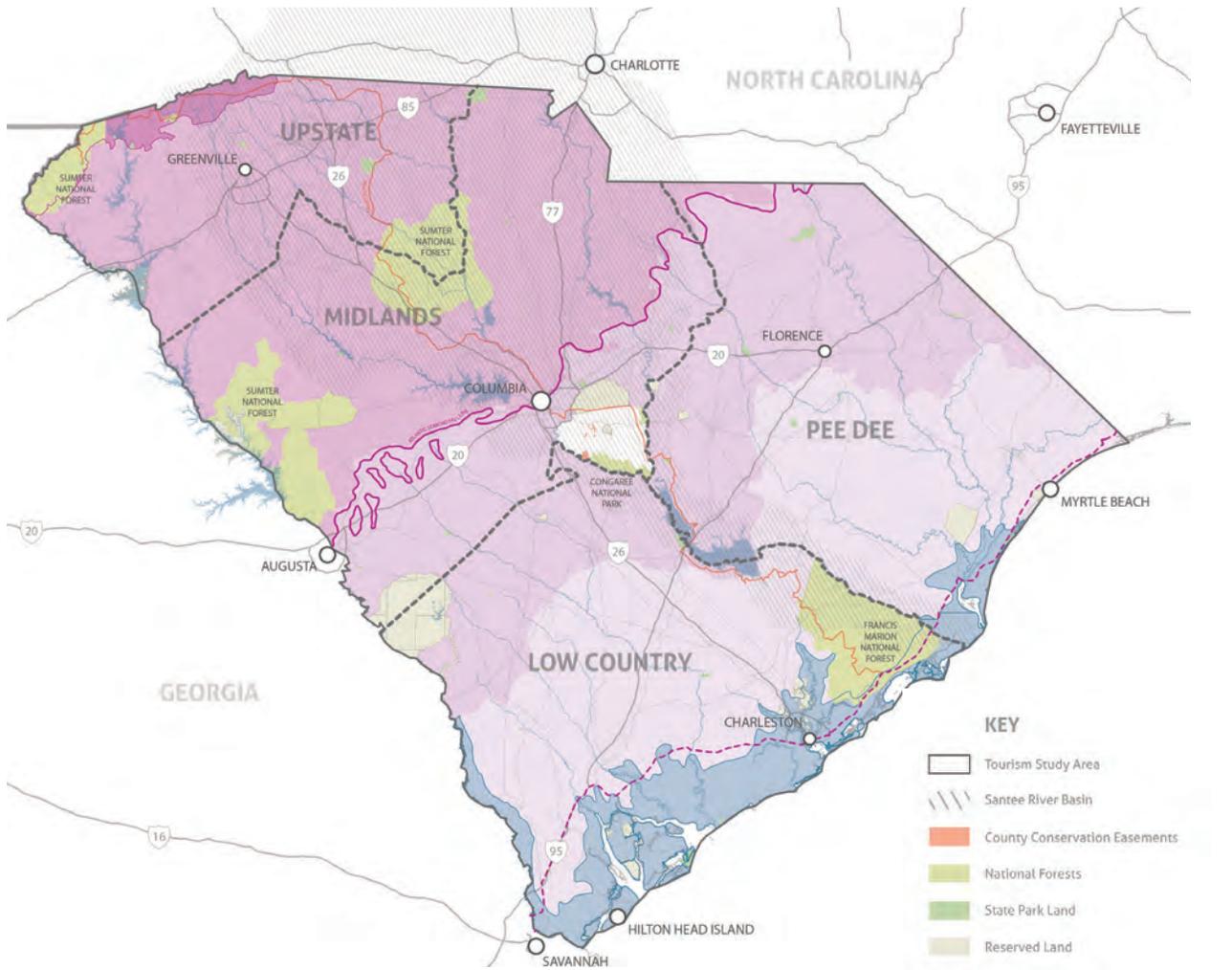


Scene along the Fall Line. Painting by Eugene Dovilliers, c.1855; Image: South Carolina Digital Collections

along the immediate coast. Therefore, it is best to consider Lower Richland a transition zone that has been sculpted by the forests and flooding of the two rivers that border the county.

Another transitional element to consider is the Fall Line or Fall Zone. The Atlantic Seaboard Fall Line is a 900-mile escarpment where the Piedmont and Atlantic Coastal Plain meet in the eastern United States. Much of the Atlantic Seaboard fall line passes through areas where no evidence of faulting is present. Examples of the Fall Zone include the Potomac River's Little Falls (Potomac River) and the rapids in Richmond, Virginia, where the James River falls across a series of rapids down to the tidal estuary of the James River. Columbia, South Carolina, is similar with the Congaree River.

Before navigation improvements such as locks, the fall line was often the head of navigation on rivers due to rapids and waterfalls. Numerous cities were founded at the intersection of rivers and the Fall Line. Washington D.C. was sighted on the Potomac River deliberately at the Fall Line for the same navigational reasons.



Lower Richland within South Carolina's predominant ecological regions.



The confluence of the Saluda and Broad Rivers which forms the headwaters of the Congaree River; Image: The Reserve

The State of South Carolina, Department

Account with *A. H. Hallie* Agent, to settle State Lands
 paid in favor of the Purchasers named below:

Name of Purchaser	Name of Tract	No. of Lot	No. of Acres	Price Per Acre
<i>Caspe De Souch</i>	<i>Johnston</i>	1	84	1 30
<i>John De Bladith Johnson</i>	"	2	59	1 30
<i>Beaborn D. Johnson</i>	"	3	100	1 00
<i>James Grant</i>	"	4	48	1 50
<i>Woodes Perrier</i>	"	5	52 1/2	1 30
<i>Francis Taylor</i>	"	6	60	1 30
<i>Peter Johnston</i>	"	7	41	1 30
<i>Lucy Singleton</i>	"	8	30	1 30
<i>Paul Jones</i>	"	9	44	1 30
<i>Ben Hoppin</i>	"	10	36	1 30
<i>David Chaney</i>	"	11	46 1/2	1 30
<i>Ben Taylor</i>	"	12	36	1 30
<i>John Coppin Jr</i>	"	13	8 1/4	1 30
<i>W. H. H.</i>	"	14	2 1/2	1 30

Ledger from the South Carolina Land Commission

Cities that arose along the Fall Line attracted a diversity of residents and businesses. These cities served as hubs for products that were grown or manufactured inland and needed to be shipped to the ports, such as Charleston, along the coast. Columbia is one of those cities, and its influence in shaping Lower Richland, especially in recent times, is hard to overstate.

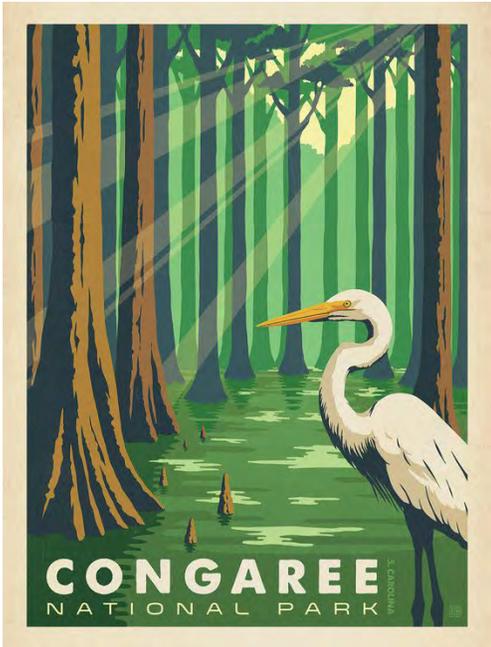
The history and development of Lower Richland is inextricably tied to the land. According to *Envisioning a Future - The Strategic Community Master Plan for Lower Richland County*, the Congaree Native American Tribe first found home in the bottomland hardwood forests of the river. Throughout the 1600s, many members of the tribe were captured in battle and/or sold into slavery. A smallpox outbreak in the late 1600s killed most of the remaining tribe.

Hernando DeSoto passed through the area and established Spanish outposts during his exploration of the southeastern United States. With the disappearance of the Congaree Native American Tribe, new European settlers obtained land grants from the King of England

until 1776, when the State of South Carolina assumed the right to distribute land to private owners.

Many of the first land grants in Richland County were located along the Congaree River, both opposite Friday's Ferry and near the mouths of Mill Creek and Gills Creek. Settlers farmed the fertile floodplain soil using enslaved Africans brought here as early as the 1740s. Enslaved labor was used to build agricultural dikes and cattle mounds which were constructed along the river to herd cattle grazing in the floodplain forests in times of floods; hay and feed could then be provided by boat. Some of the dikes and cattle mounds are still preserved within Congaree National Park.

Crops grown in the "rich land" such as indigo, rice, and tobacco were more easily grown on large-scale farms, leading to the domination of large plantations with many enslaved workers. By the end of the 18th century, farmers in Lower Richland were growing short-staple cotton, requiring even more enslaved workers, creating tremendous wealth for plantation



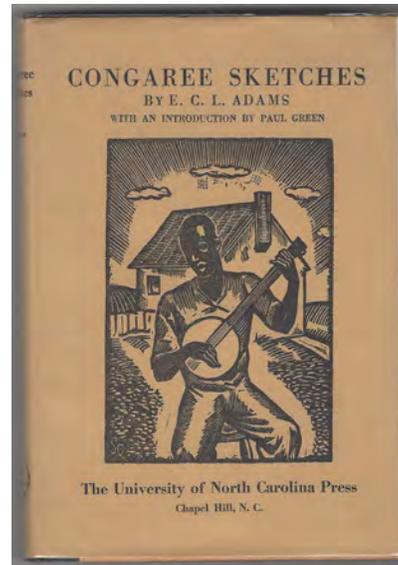


Launching point of the Congaree Blue Trail at the Gervais Street Bridge in downtown Columbia; Image: Ron Ahle

owners. By 1860, enslaved people made up 75% of the population of Lower Richland.

The Congaree River and its floodplain forests have been particularly important in the lives of African Americans. In the 18th and early 19th centuries, plantation and farm enslaved labor dominated. Published accounts show that slaves roamed these floodplain forests, seeking escape from the harsh realities of slave life.

After the Civil War and Reconstruction, the State of South Carolina, became “the only southern state to promote the redistribution of land for the benefit of freed men and women, as well as landless whites” through the South Carolina Land Commission. African Americans became landowners and farmers themselves, building homes and churches throughout Lower Richland. During the late 1800s, Lower Richland had the most population in the county second to Columbia. Along with the new farms, more families began to settle around the existing rail line connecting Columbia to the coast. Kingville, Acton, Eastover, Gadsden, Hopkins and Wateree all become centers of activity complete with post offices, merchants, schools, churches and other small agriculture-based operations.



An intimate local knowledge of specific local landmarks (such as Bannister Bridge, Cowpen Lake, Jumpin’ Gut, and Goose Lake) was catalogued in the late 1920s by Edward C. L. Adams in his famous collection of African-American folklore, *Tales of the Congaree*.

Following World War II, the railroads were replaced by the interstate highway system and the population of Lower Richland slowly declined as more and more families moved from the country to the urban centers such as Columbia, Atlanta, and Chicago seeking employment opportunities.

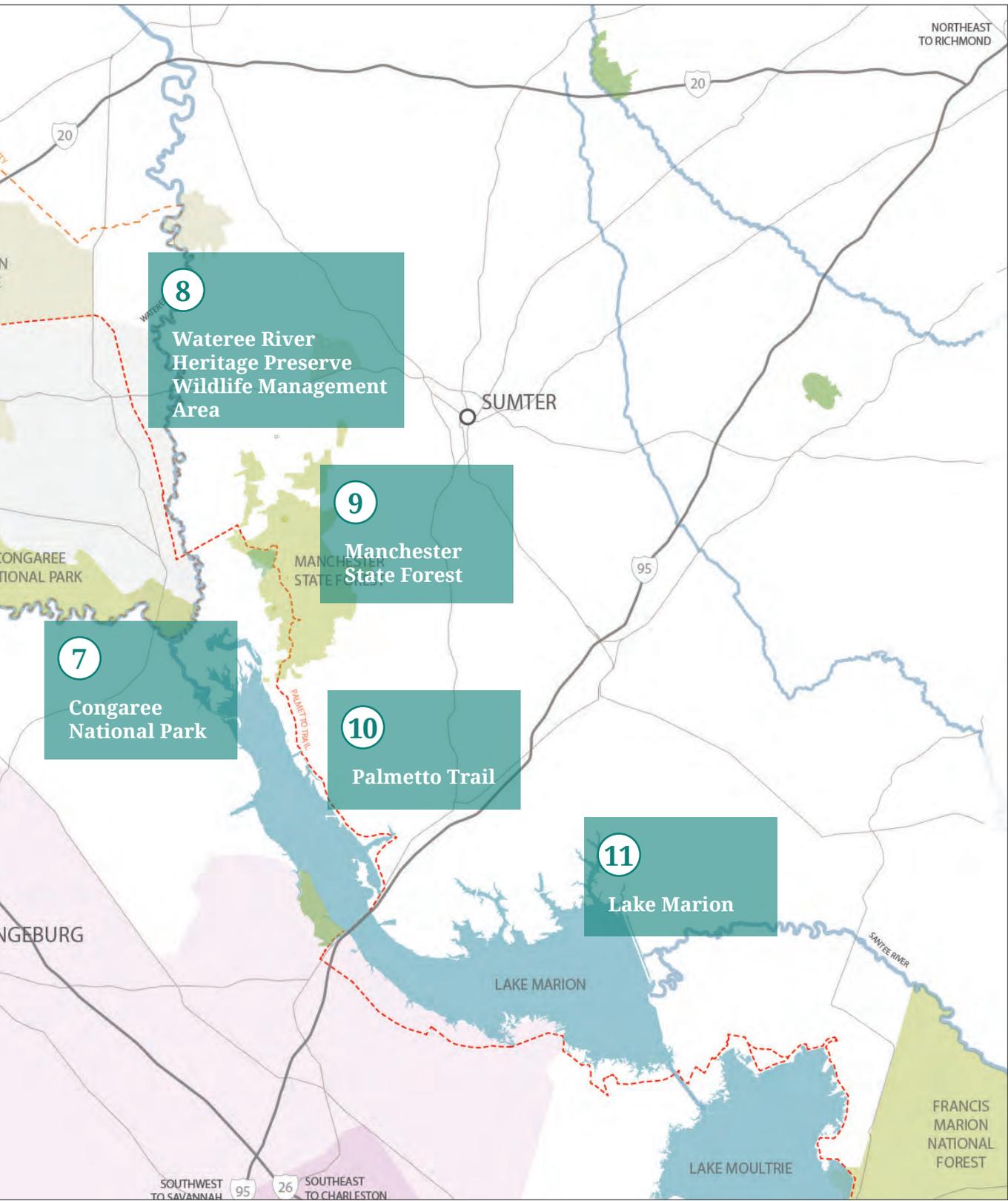
In recent history, the area has developed with the growth of three significant military operations, Fort Jackson, McCrady Army National Guard, and McEntire Air National Guard. Major employers such as Westinghouse and International Paper located facilities in the area. In 2003, the Congaree Swamp National Monument was designated as a National Park. This plan accommodates changes such as these in Lower Richland while preserving the area’s cultural identity and unique natural resources.

Existing Nature Tourism Opportunities

The region surrounding Lower Richland includes a number of existing nature tourism destinations that range from completely self-guided experiences to more formal attractions. Lower Richland has an opportunity to complement these existing destinations by not only providing an obvious geographic link but also a set of unique experiences that combine both nature and heritage interests.



Map of existing nature tourism destinations around Lower Richland





Synchronous Fireflies; image: National Parks Conservation Association

Synchronous Fireflies

Although there are 2,000 species of firefly in the world, the synchronous firefly (*Photuris frontalis*) is one of only three found in North America and Congaree National Park is one of the most accessible places to see them for around two weeks between mid-May and mid-June. During the evening hours of this period, visitors to the park can experience an incredible natural light show as the fireflies “synchronize” in searching for their mates within the sublime darkness of the national park.

While the show of synchronous fireflies is perhaps most renowned in Great Smoky National Park, where it has become a ticketed event, the rarity of the experience

has not been lost on the Columbia area as the owners of the City’s new minor league baseball team recently named the club The Fireflies.

Beyond the ecological importance of the mating ritual, the value of the event carries over into tourism for Lower Richland as interest in the phenomenon has reached a point where parking lots at the park are now filling up quickly and the park staff hosted a ‘Firefly Festival’ over Memorial Day weekend in 2017.

At only around two weeks per year, the fireflies won’t be able to support the tourism economy of Lower Richland on their own but they have become a strong indicator of the value and allure of nature tourism, and the potential to leverage local natural assets to draw more visitors to Lower Richland.

ASSETS

There has been no development related to natural resources in Lower Richland of more consequence than the establishment of the Congaree National Park, the main recreational attraction of the region. The 26,276-acre park contains the largest area of old growth bottomland hardwood forest left in the United States, one of the highest concentrations of champion trees in the world, and in 2017 received more visitors-- over 160,000-- than any other year since its establishment as a national park in 2003. Prior to becoming a national park, the site was designated as Congaree Swamp National Monument by an Act of Congress in 1976, following a preservation campaign that began nearly a decade earlier.

The bottomlands that define Congaree National Park also define the character of Lower Richland. With the entire region formed from the drainage of the Congaree and the Wateree Rivers, these major hydrologic features not only frame the landscape but dictate the topography in between which flows towards one of these rivers. Therefore, it is the rivers which provide the most immediate natural asset to Lower Richland in expanding the opportunities for recreation and tourism. The existing Blue Trails along the Congaree and the Wateree are significant footholds in developing recreation along these corridors, as well as the Palmetto Trail which traverses the area as it connects the South Carolina's highlands and lowlands across the state. But none of these trails is developed enough to draw visitors in the numbers needed to support a tourism economy in Lower Richland. They all require additional access points, adjacent visitor infrastructure, and connections to other attractions.

The Congaree National Park is the only destination in Lower Richland that currently draws significant tourism. However, the economic impact of these visitors to the Lower Richland area is extremely limited due to restrictions within the park and a lack of a tourism infrastructure outside of the park.

There is no reason to believe that the national park will liberalize public use. Therefore, river recreation and tourism development will need to focus on other properties along the river that are not so restrictive. Fortunately, the county's purchase of the Mill Creek tract offers an ideal solution to this conundrum.

The importance of Congaree National Park as a globally-recognized resource, and the adjacent Mill Creek as a potential tourism and recreation venue, needs to be repeated. Congaree National Park protects an unrivaled old-growth bottomland hardwood forest that escaped the saws and axes of the post-Civil War South. The Congaree River, Wateree River, and several tributaries periodically flood the park, bringing rich silt that encourages tree growth. Approximately 90 species attain heights and girths found nowhere else in the state. The Mill Creek site, at over 2500 acres, offers an unparalleled opportunity to expand the offerings of the national park and provide a more accessible destination for residents and visitors alike.

In the vicinity of the national park, and along Lower Richland Boulevard, Lower Richland also boasts a large intact Carolina Bay. Approximately 100 acres in size on adjacent private land, this is a unique feature supporting an array of species that if preserved could become a significant draw for nature-loving visitors. A link between the Bay to the county's recently created conservation corridor along the Cabin Branch would also help anchor the nature tourism industry in Lower Richland.

The Wateree River Heritage Preserve Wildlife Management Area is the only other site in Lower Richland that has the potential to draw significant numbers of visitors on its own. With a spectacular view of the Wateree River from Cook's Mountain, an expansive protected forest, and many nearby heritage sites including Goodwill Plantation, the Wateree River Heritage Preserve Wildlife Management Area demands more visibility, programming, and links to other area features.

CHALLENGES

The bottomlands which are Lower Richland's most significant draw for nature tourism are also its most significant handicap. These are by nature low-lying floodplain areas limited by lack of access, prone to seasonal flooding, and in the case of the Congaree National Park, restricted by the congressional Wilderness designation.

Per the National Park Service, in 1988, Public Law 100 - 524 (102 Stat. 2606) designated approximately 15,010 acres of Congaree National Park (then known as Congaree Swamp National Monument) as wilderness. The law also designated more than 6,800 acres, as "potential" wilderness [which has now been reclassified as wilderness]. The Wilderness Act, signed into law in 1964, established the highest level of conservation protection for federal lands. It prohibits permanent roads and commercial enterprises, except commercial services that may provide for recreational or other purposes of the Act. Wilderness areas generally do not allow motorized equipment, motor vehicles, mechanical transport, temporary roads, permanent structures or installations. The park now manages and protects approximately 21,700 acres as wilderness. That is about 82 percent of the park's total acreage.

While the provisions of the Wilderness Act are not unique to Congaree National Park, as Lower Richland's only current hub for tourism its impact on potential tourism revenue is significant. The wilderness designation has also had the unintended consequence of alienating the park from a significant portion of the local community, who see limited value in a park which cannot offer many of the amenities commonly found at other national parks, let alone state parks and local parks. Of course, this does not discredit the value of the wilderness preservation, but it amounts to a challenge for broadening the spectrum of nature tourism opportunities in Lower Richland. Moreover, expanding the tourism



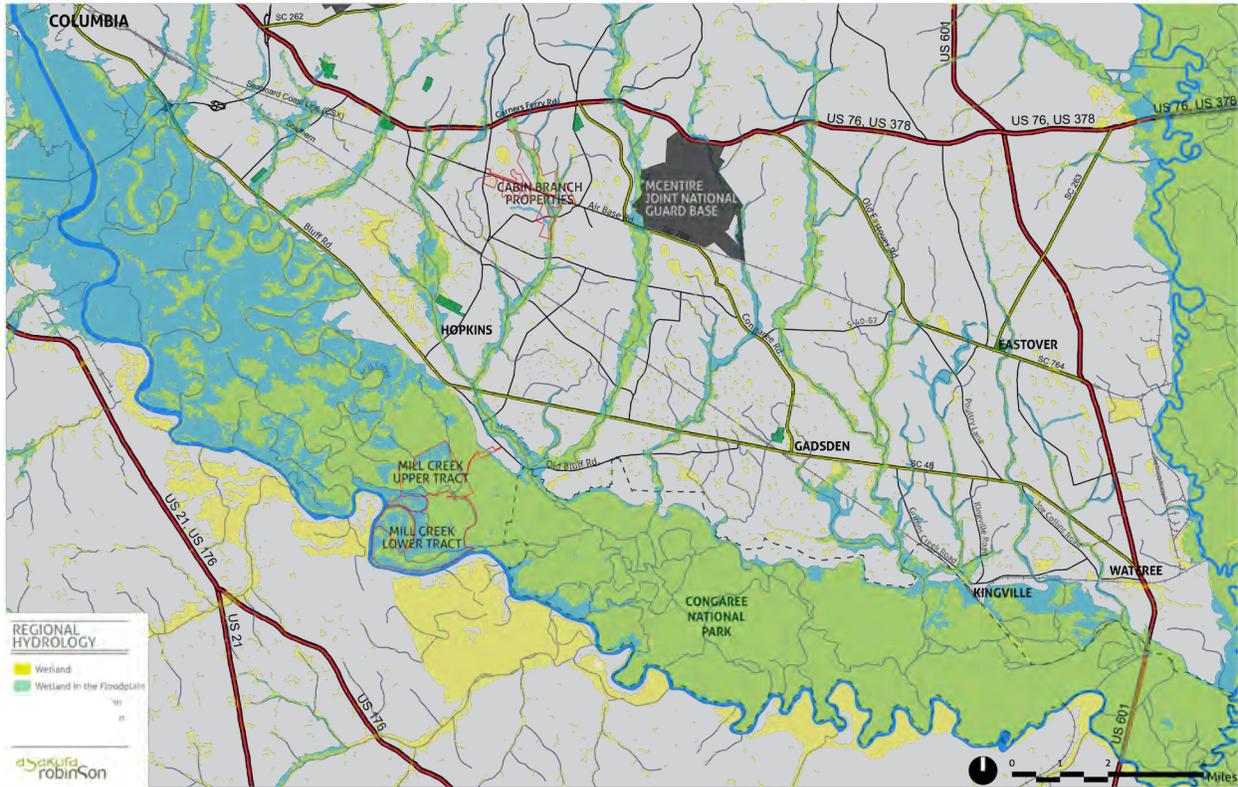
Congaree bottomlands at Mill Creek



Wilderness boundary at Congaree National Park



Cyclist on Bluff Road



Flood plains occupy a substantial portion of Lower Richland

economy in Lower Richland hinges heavily on the inclusion of local residents to participate in this economy, which means that Congaree National Park needs to be seen as an asset to the area. Park staff have made significant efforts in recent years to mitigate this effect and help the local community to find value in the park. While its uncertain if those efforts are impacting the number of visits specifically from locals, in 2017 the park increased total annual visitors by 15% from the previous year.

Access will be an ongoing challenge. While a primary benefit of the Mill Creek tract is its ability to support many of the programs restricted at the national park, its topography is just as susceptible to flooding. While not impacted by the Congaree River, the Cabin Branch tract has significant wetlands that will limit program options for the site.

Access to Lower Richland’s upland areas is far less of a concern. With clear major arteries including Bluff Road, Garners Ferry Road, Lower Richland Boulevard and Hwy. 601, arriving at many of Lower Richland other natural resources assets is more straightforward. What these routes lack, and by extension much of Lower Richland, is any ability to support modes of transportation other than motorized vehicles. There is a noticeable demand for more cycling routes through the area to connect with nature resource sites. Despite no dedicated bikeways, cyclists regularly brave the narrow roads of Lower Richland, and groups will regularly use the parking lot at Congaree National Park as a departure point for biking the area. Developing safe routes for cyclists is possible in Lower Richland but there is no standard condition from which to plan and the edges of most roadways typically fall off quickly into the natural landscape.

Mill Creek Natural Resources Assessment

CONTEXT

Purchased by Richland County in 2014 with the primary goal of providing mitigation credits to county public works projects, the 2,555 acres which comprise the Mill Creek site include some of the most beautiful and representative natural lands within Lower Richland. This is an area that has long been in private hands, but with very limited development, and largely inaccessible to the public for much of its recent history. Nevertheless, the site has supported various forms of recreation-- primarily hunting and fishing-- and agriculture in the form of cattle and timber for over 200 years.

The site has also long provided an important ecological link between the uplands and the bottomlands of Lower Richland, specifically from Old Bluff Road to the Congaree River, a link that is also provided by the nearby Congaree National Park, located only a half mile to the east. The two sites share much in regard to ecological and hydrological features, from extensive riverfront and bottomland hardwood forest, freshwater streams and wetlands, upland hardwood forest and pine forest. The habitat values of the two sites are essentially identical with similar corridors for aquatic, avian and terrestrial communities populating both sites. Moreover, both sites are equally impacted by their flood plain conditions which cause them to be inundated by flooding from the Congaree several times each year while at the same time transporting valuable nutrients and sediments across the landscape which in turn nourish and rejuvenate the ecosystem.

Where the Mill Creek differs most significantly from Congaree National Park is its regulations and access. Whereas approximately 85% of the national park is regulated by the Wilderness Act of 1964 which places strict



Congaree River frontage



Bottomland forest



Upland forest with carriage trail



Mill Creek tract existing conditions map

limits on its activities and visitor access, Mill Creek is comparatively far less regulated. Approximately 1400 acres of the total Mill Creek site is regulated as the mitigation bank, and currently being restored to allow for greater ecological functioning, but even this area is significantly more accommodating to recreation and access needs than the wilderness areas of the national park. In fact, all of the existing roads which traverse the site are excluded from the mitigation bank. The remaining portion of the site is currently only regulated by the same local and federal mandates, such as the Clean Water Act, that guide any development in sensitive and floodplain areas.

ASSETS

With its significant acreage and natural features closely approximating those of Congaree National Park, the Mill Creek tract is without question the most suitable site for expanding Lower Richland's recreational development, especially sustainable recreational development, in a way that can contribute to increased tourism. Add to this the fact that the Mill Creek tract is not bound by the same restrictions as the national park, and it is straightforward to see how it could dramatically expand the area's recreational offerings.

Moreover, the foundation for this recreational development already exists at Mill Creek. The site has been operated as a private hunt club for many years, complete with a lodge that can house up to 24 people. A well-maintained network of carriage roads exists and over three miles of frontage on the Congaree River. These assets along with the numerous wetlands, streams, ponds, bluffs, and food plots would comfortably support numerous sustainable recreational uses such as hiking, biking, camping, birding, hunting, all types of boating and paddling, fishing, and environmental education programming, even within the boundaries of the mitigation bank. In short, recreations that are disallowed in the Congaree

National Park's wilderness areas are allowed on the Mill Creek tract. And, facilities that are unavailable in Congaree National Park can be developed at Mill Creek. This amounts to an ideal opportunity for both Richland County and the National Park Service. The national park can continue to focus on resource protection of the old-growth bottomland forest and the county can develop those recreational opportunities and support services that will complement the park.



Access to the Congaree River at the Mill Creek tract

In addition to being situated close to the national park, the Mill Creek site is located along the popular Congaree Blue Trail and sits approximately halfway between the major paddler put-in point at the Gervais Street Bridge and the major take-out point at the 601 Bridge. Given that a primary shortcoming of the Blue Trail is the limited number of access points, new facilities at the Mill Creek site has the potential to dramatically expand the use of the trail. With new access to the river at the Mill Creek site, paddlers will have the option of doing a much shorter itinerary or splitting the longer trip with improved accommodations. Additionally, with over three miles of river frontage at the Mill Creek site, there is potential to add two distinct access points to create a much shorter paddle route for novice paddlers or visitors with limited time.

CHALLENGES

Given all of its notable natural assets and potential to accommodate many new visitors, the primary challenge to expanding recreational opportunities at the Mill Creek site will be in its management. At a preliminary level, any future steward of the site will need to coordinate new recreational development and visitor access with the goals of the mitigation bank. In practice, this will require public education, access strategies, and programming that are sensitive in and around the mitigation bank.

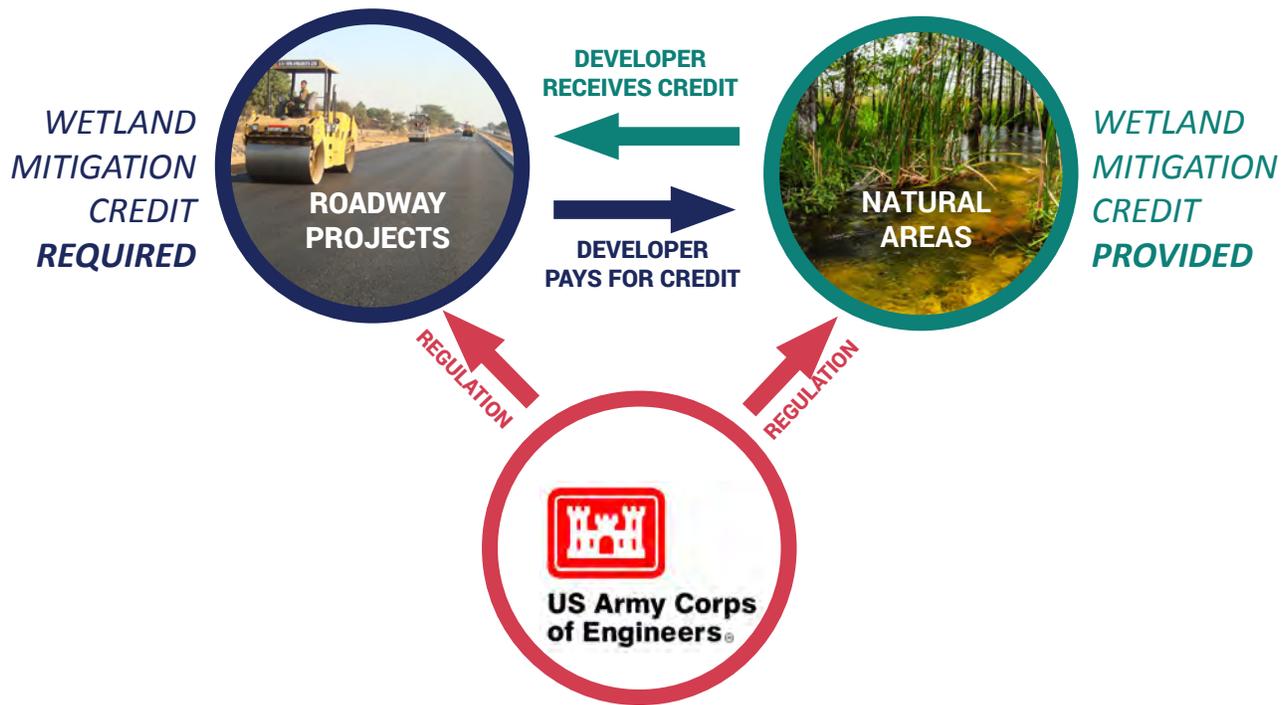
The introduction of more vehicles on the site will also pose some challenges given that the site has limited infrastructure for large groups of people to park. How and where parking is located will need to be carefully considered to insure sufficient access while not contributing to degradation of the site's natural features. In a similar vein, the site currently has only limited utility connections to the existing hunting lodge, and servicing any new amenities across the site will require sensitivity.

In general, the floodplain conditions which define the majority of the site will dictate the design and management of any new facilities and program areas. Both the course of the Congaree River and Mill Creek itself have moved considerably over time leading to significant changes in the landscape.

Excerpt from the Mill Creek Mitigation Bank Study

The goal of the Bank is to preserve, enhance, and restore streams and wetlands associated with the Congaree River in order to generate credits that can be sold to permittees in need of compensatory mitigation for impairments of stream and wetlands associated with authorized (permitted) impacts occurring within the Bank's service area. Specific goals within the Bank include:

- Preserving the forested wetlands that provide filtration of floodwaters and habitat corridors within the floodplain of the Congaree River;
- Preserving the channels that connect hydrology and ecology within the Congaree River floodplain;
- Restoring multidirectional hydrologic connections and normal flow regimes within channels impacted by a dam and riser (UT 2, UT 3, UT 9, and Dead River) and existing roadways (UT 8) to promote exchange with the Congaree River;
- Improving connectivity and naturalizing hydraulics for biocomplexity;
- Enhancing the connectivity of floodplain wetlands to the Congaree River in order to promote the exchange of surface waters and natural hydrologic regimes;
- Establishing natural hydroperiods and hydrodynamics in floodplain wetlands impacted by ditches, culverts, and risers;
- Reconnecting floodplain wetlands to floodplain stream channels to promote the exchange of surface waters and natural hydrologic regimes;
- Restoring a natural bottomland hardwood floodplain community in areas converted to open fields or planted pine; and,
- Preserving and enhancing foraging habitat for colonial birds, shore birds, and the federally threatened wood stork.



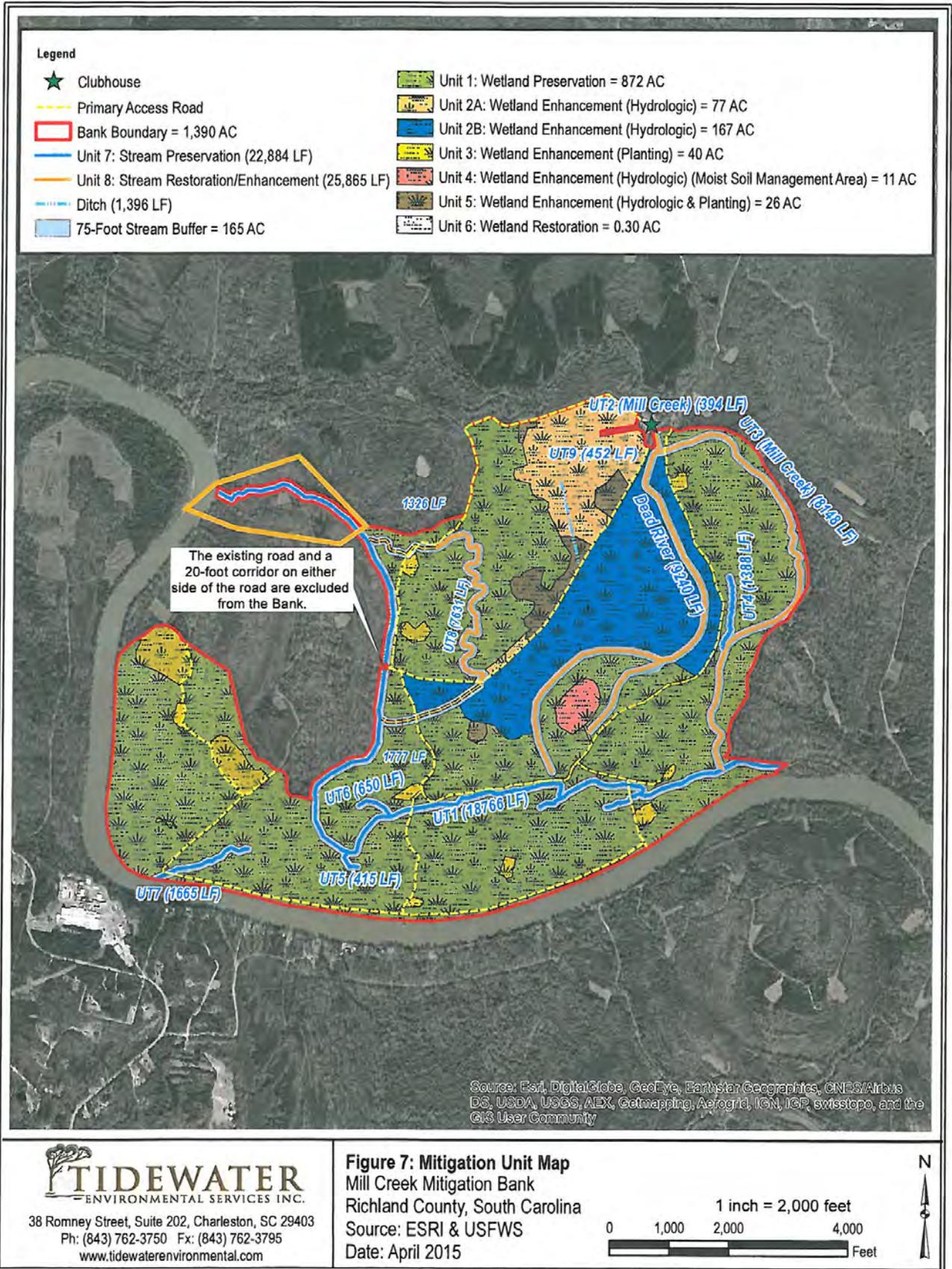
Mitigation Banking

According to the U.S. Environmental Protection Agency (EPA), “a mitigation bank is a wetland, stream, or other aquatic resource area that has been restored, established, enhanced, or (in certain circumstances) preserved for the purpose of providing compensation for unavoidable impacts to aquatic resources permitted under Section 404 [of the Clean Water Act] or a similar state or local wetland regulation. A mitigation bank may be created when a government agency, corporation, nonprofit organization, or other entity undertakes these activities under a formal agreement with a regulatory agency.”

The federal Clean Water Act (CWA), established by Congress in 1972, provided a range of protections for surface waters of the U.S.

According to the EPA, “Section 404 of the CWA establishes a program to regulate the discharge of dredged or fill material into waters of the United States, including wetlands. The basic premise of the program is that no discharge of dredged or fill material may be permitted if: (1) a practicable alternative exists that is less damaging to the aquatic environment or (2) the nation’s waters would be significantly degraded.”

The first mitigation banks, were established in 1983 as an effective means of meeting the requirements of Section 404 of the CWA. Commonly referred to as compensatory mitigation, the guidelines which define the creation and management mitigation banks have evolved considerably since 1983 and the national database which monitors the mitigation banks now includes over 1,800 sites.



Mill Creek tract mitigation map

Cabin Branch Natural Resources Assessment

CONTEXT

The multiple tracts which comprise the Cabin Branch site were purchased by Richland County in 2014 for mitigation and to protect water quality, riparian habitat, and remnant agricultural lands along the Cabin Branch stream corridor. From a natural resource perspective, conservation around the Cabin Branch is significant in that its riparian area is largely intact, immediate surrounding areas are not yet heavily developed, and the stream is a tributary to the Congaree River though it does not connect directly. At its southern terminus, Cabin Branch connects with Myers Creek which in turn flows into Congaree National Park where it becomes Cedar Creek. But unlike Cedar Creek which provides a paddling opportunity within the national park, Cabin Branch is not navigable, and its flow is significantly hampered where it meets Air Base Road and the adjacent railroad line.

Although the site is located in close proximity to the busy commercial corridor of Garners Ferry Road and the primary north-south corridor of Lower Richland Boulevard, it is nearly unnoticeable to passing motorists as it lacks any significant frontage along these corridors. The site does flank Air Base Road and from here the public currently has its best visual access of the site. Formalized physical access is currently facilitated by only a very minor utility access road. Although the site currently totals approximately 700 acres, it lacks any significant infrastructure for public use and some of the tracts remain largely disconnected with private lands in between, some of which offer impressive conservation opportunities.



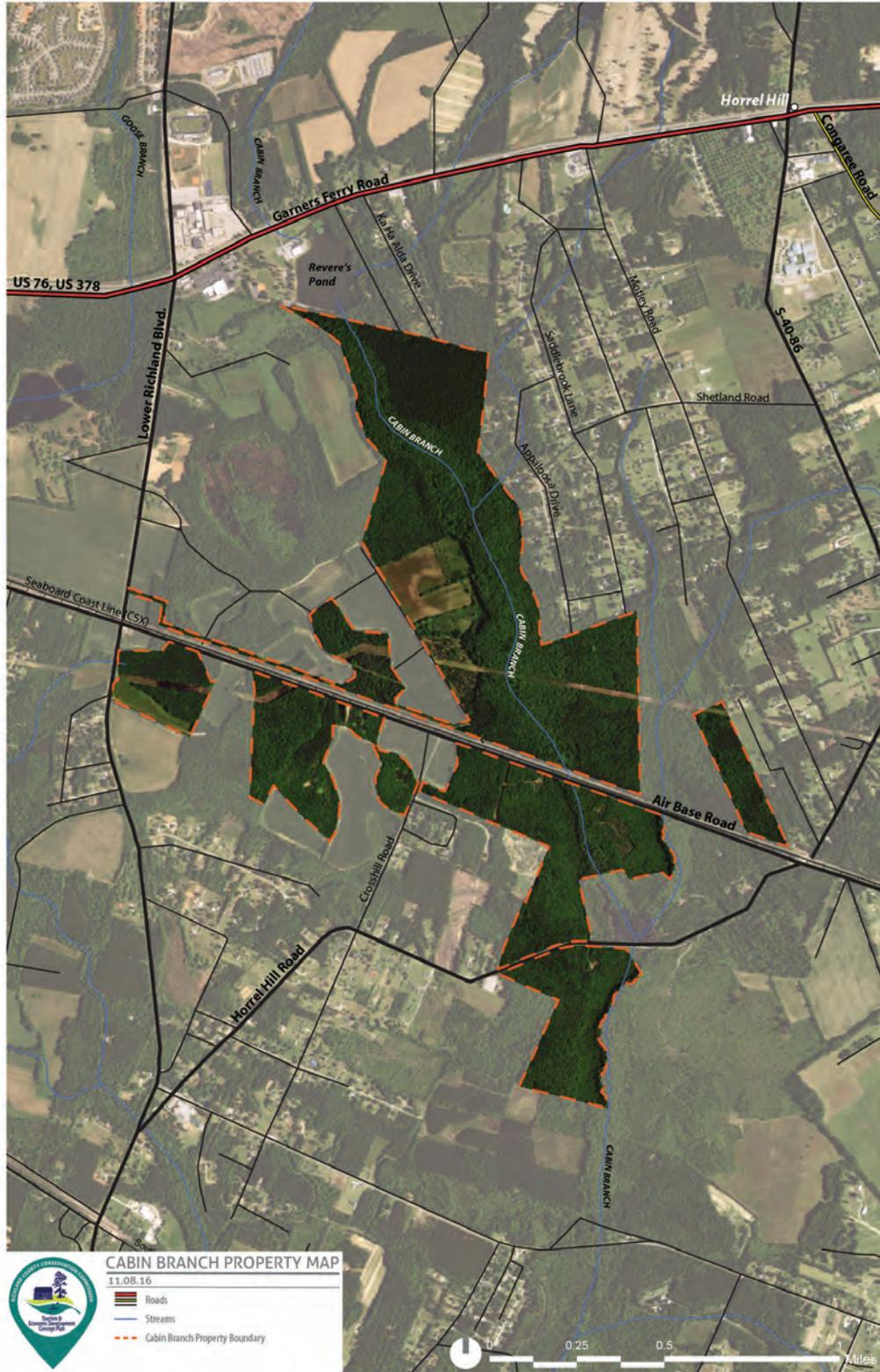
Sunflower fields currently maintained by dove hunters



Wooded trails



Cabin Branch stream meeting Air Base Road



Cabin Branch tract existing condition map

ASSETS

The greatest potential for the Cabin Branch site to become a publicly accessible natural resource and contribute to Lower Richland tourism lies in its very intact riparian area and remnant agricultural lands in close proximity to major transportation corridors. Situated along a tributary to the Congaree River, there is significant value in a conservation corridor that would start at the current Cabin Branch site and wind its way to the national park. A feature such as this would fulfill multiple goals for Lower Richland: Cabin Branch water quality and ultimately the water quality of the Congaree River, would be protected; Lower Richland residents and visitors would gain a recreational corridor with trails connecting sites of interest; habitat areas would be protected and enhanced; and potentially agricultural lands would be preserved to not only support an emerging economy but help to communicate the heritage of Lower Richland. Given that the growth of tourism in Lower Richland will rely on maintaining the rural character of the area, concepts such as the Cabin Branch Corridor which string together multiple properties will be critical to ensuring this vision.

Another significant natural asset of the Cabin Branch site, though currently not protected, is an adjacent intact Carolina Bay. These unique geological features scattered along the Atlantic seaboard are not only unusual topographical features-- essentially large wetland depressions in the landscape-- but as with most wetland environments, harbor an extraordinary diversity of plant and animal species. If protected and connected to the Cabin Branch site, the Carolina Bay has the potential to be an anchor feature for the site and a gateway experience for visitors as it would help to connect the current Cabin Branch site to Lower Richland Boulevard. In fact, the owners of Carolina Bay Farms, located on Lower Richland Boulevard, and connecting to the Carolina Bay, are actively using their access to the bay for environmental education programming with area schools.



Carolina Bay; image: Carolina Bay Farms

CHALLENGES

The Cabin Branch site does face a set of fairly significant challenges in regard to managing its natural resources for tourism. Access and lack of infrastructure for even the most basic of visits are perhaps the most obvious deficiencies. In its current condition, the site is not contiguous enough to be easily accessed by local residents let alone visitors to the area. It is still effectively, 'off the map', given that few of the Lower Richland residents who participated in this plan's engagement efforts had any familiarity with the site. In addition, much of the site is within the floodplain and defined by very boggy conditions, ensuring that navigation in and around the site may be extremely challenging at times. The Cabin Branch stream itself is not well defined through the site, and has limited flow at times. Needless to say, all of these issues are eminently resolvable but efforts to leverage the natural resources of Cabin Branch site should begin with a clear public access strategy that mitigates potential conflicts with adjacent property owners and provides interpretive information to better orient visitors to the site's natural assets.



Cabin Branch as seen from the railroad line

Heritage Resources

Lower Richland Assessment

The Congaree bottomlands have shaped the face and character of the Lower Richland people. Through a confluence of influences (Piedmont, Fall Line, Lowcountry, colonial, English, revolutionary, antebellum, Civil War, enslaved people, freedmen, farming), a unique culture has arisen in Lower Richland. This culture offers the area an opportunity to reach out to the traveling public and attract visitors and their economic impact.

Indeed, there is already an abundance of published secondary sources of historic information, and the planning team has benefited tremendously from access to these documents. Ranging from the scholarly to the self-published travel guide, these documents are a testament to the recognized value of Lower Richland's heritage.

Lower Richland heritage is a fusion of what appear to be disparate parts. Yet, out of this fusion comes something new. The challenge for Lower Richland is to bring this heritage to the attention of the traveling public. In doing so, tourists and residents will benefit alike.

This diverse culture has resulted in an abundance of heritage sites in Lower Richland and this is well documented in published secondary material, including the Lower Richland Heritage Corridor Visitor's Guide published by SERCO and the 1986 Lower Richland County Multiple Resource Area (LRCMRA) nomination of multiple sites to the National Register of Historic Places. The sites include historic homes, businesses, institutions such as churches and schools, and landscapes of cultural significance such as cemeteries and agricultural areas. Indeed, the picture of Lower Richland illustrated by all of these sites is a place rooted in faith, hard work, and a deep attachment to the land.



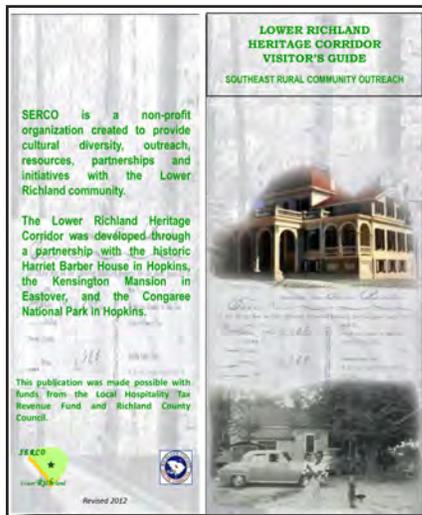
Harriet Barber House in Hopkins



Kingville historic marker



Cotton fields



Lower Richland Heritage Corridor Visitor's Guide published by SERCO

There is no doubt that Lower Richland has sufficient heritage resources to attract visitors. The LRCMRA nomination included seventeen distinct properties for consideration, twenty historical markers dot the landscape, and the tour guide developed by SERCO includes dozens of churches, cemeteries, historic homes, and the like, and

Yet, none of these sites, except Kensington, can be considered a tourism destination, in the sense that none have sufficient historical and cultural assets to attract a wide audience. Certainly, there are events in the area, such as Congaree Swampfest, that attract a diverse audience. But, for the most part Lower Richland heritage is evidenced at disparate and disconnected sites.

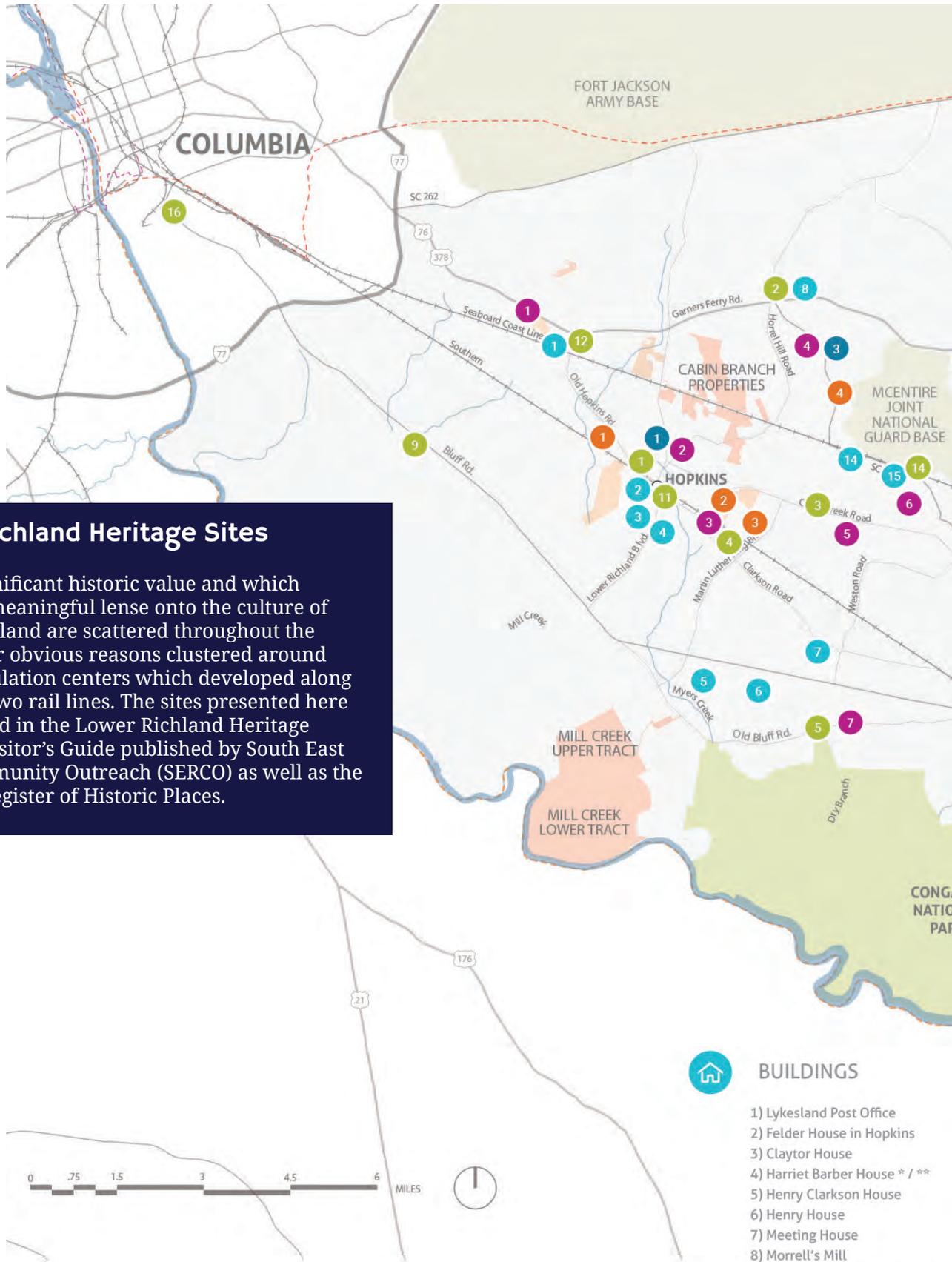
What is perhaps most striking about this disconnect is just how *connected* all of these sites once were. Lower Richland's development owes much to the arrival of the railroad, and nearly all of the area's population centers-- which in turn is where we find the majority of the heritage sites-- were originally linked by rail. Today, we find ourselves looking for new ways of connecting these sites via roadways

that are either poorly maintained or cannot support the range of transportation modes desired by visitors to the area.

Given the rise of the movement to convert rails to trails throughout the U.S., including many active lines with enough right-of-way to support an adjacent trail, it is hard to not imagine the potential boon to tourism from a trail along either of Lower Richland's two existing freight rail lines, currently managed by CSX and Norfolk Southern. There is no mistaking the feasibility challenge of such an idea but it needs to be explored.

Tourism struggles in areas where a destination is lacking. By destination, we are referring to a place of interest where tourists visit, typically for its inherent or exhibited natural or cultural value, historical significance, natural or built beauty, offering leisure, adventure and amusement.

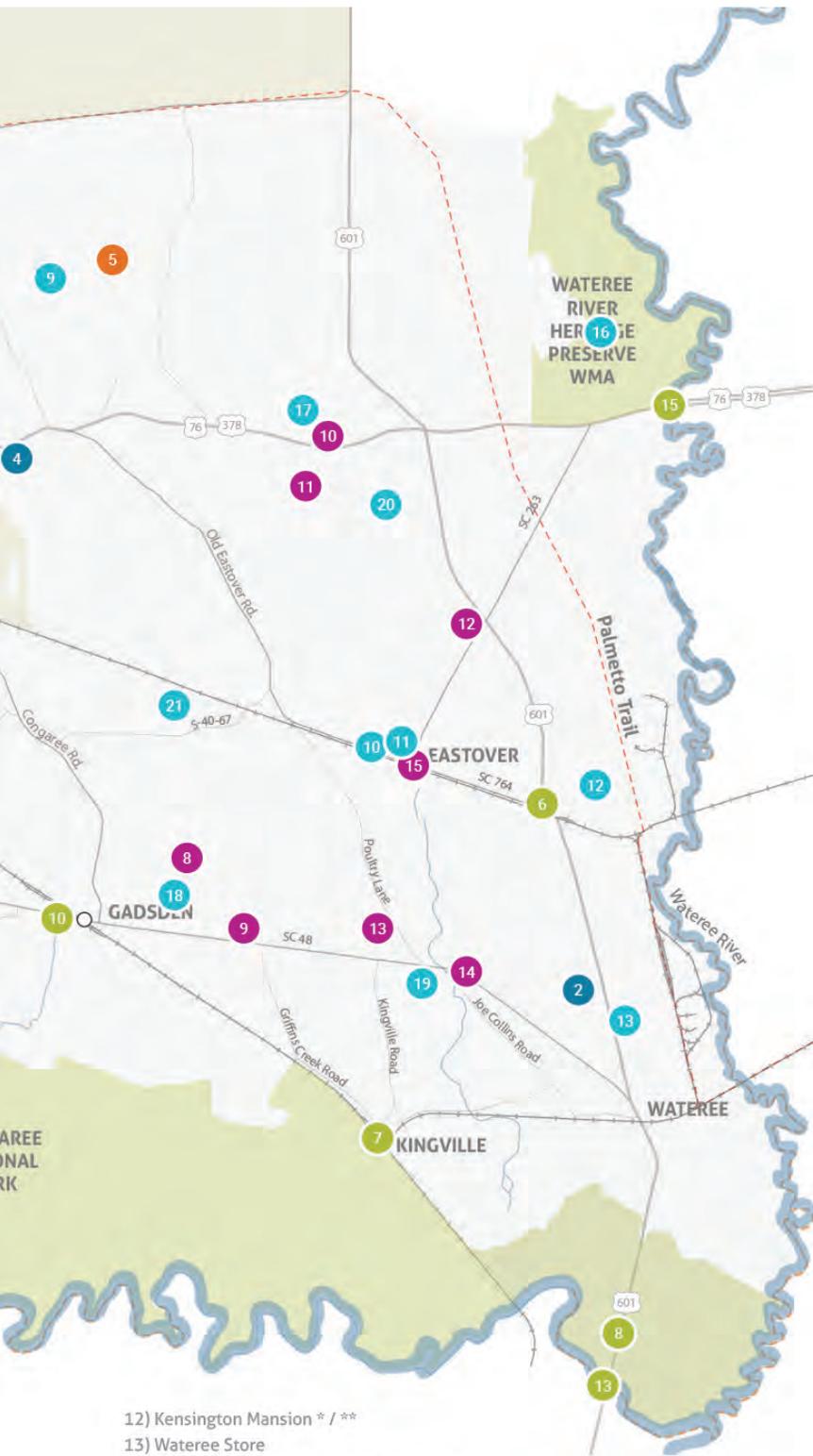
A recent study from the University of South Carolina's Smart State Center of Economic Excellence in Tourism and Economic Development has revealed that African-American tourists are responsible for \$2.4 billion in economic impact for South Carolina, an impact that is associated with approximately 26,302 jobs and \$789.5 million in labor income. Just a 5% increase in visitation from African-Americans will result in an economic impact of \$118.6 million in annual output, and an additional 1,315 jobs and \$39.5 million in labor income for South Carolinians. But the surveys showed that awareness is still low, with 55% of African-American visitors unfamiliar with African-American cultural attractions in South Carolina. This report concludes that "the state needs to invest in promoting African-American culture." In the estimation of the planning team, there is no better place to increase African-American visitation, and to promote African-American culture, than in Lower Richland.



Lower Richland Heritage Sites

Sites of significant historic value and which provide a meaningful lense onto the culture of Lower Richland are scattered throughout the area but for obvious reasons clustered around major population centers which developed along the area's two rail lines. The sites presented here are included in the Lower Richland Heritage Corridor Visitor's Guide published by South East Rural Community Outreach (SERCO) as well as the National Register of Historic Places.

- BUILDINGS**
- 1) Lykesland Post Office
 - 2) Felder House in Hopkins
 - 3) Claytor House
 - 4) Harriet Barber House * / **
 - 5) Henry Clarkson House
 - 6) Henry House
 - 7) Meeting House
 - 8) Morrell's Mill
 - 9) Keziah Goodwyn Hopkins Brev
 - 10) J.A. Byrd Mercantile Store **
 - 11) Eastover Farmers and Mercha



- 12) Kensington Mansion * / **
- 13) Wateree Store
- 14) Magnolia Plantation / Wavering Place **
- 15) Grovewood Plantation **
- 16) Goodwill Plantation **
- 17) Laurelwood Plantation **
- 18) Kaminer House **
- 19) Oakwood / Trumble Cottage **
- 20) Claudius Scott Cottage **
- 21) Bellaire



CEMETERIES

- 1) Hopkins Family Cemetery **
- 2) Government Cemetery
- 3) Goodwyn Cemetery
- 4) Beulah Cemetery
- 5) Logues Creek Cemetery

HERITAGE SITES KEY

- * South Carolina Historic Marker
- ** National Register of Historic Places



SITES / LANDSCAPES

- 1) Hopkins Turnout/Old Post Office Site *
- 2) Horrell Hill *
- 3) Minervaville *
- 4) Ephraim DeVeaux-Neal Property
- 5) Congaree National Park**
- 6) Eastover *
- 7) Kingville *
- 8) Congaree River Ferries *
- 9) Early Richland County Settlements *
- 10) Gadsden *
- 11) Hopkins *
- 12) Grave of Joseph Reese *
- 13) John M. Bates Bridge *
- 14) James H. Adams *
- 15) Wateree River Ferries *
- 16) Friday's Ferry *



CHURCHES

- 1) Mill Creek United Methodist
- 2) Hopkins Presbyterian Church * / **
- 3) St. John's Baptist Church
- 4) New Light Beulah Baptist Church
- 5) Zion Benevolent Baptist Church
- 6) St. John's Episcopal Church
- 7) Mount Moriah Baptist Church
- 8) Red Hill Church
- 9) Congaree Baptist Church *
- 10) Good Hope Baptist Church **
- 11) Antioch AME Zion Church
- 12) St. Thomas Protestant Episcopal Church **
- 13) Old Richland Presbyterian Church * / **
- 14) Mt. Nebo Baptist Church
- 15) Eason Memorial Baptist



SCHOOLS

- 1) Old Hopkins School * / **
- 2) St. Phillip School ** / St. Phillip AME Church *
- 3) Siloam School **
- 4) Bellwood

Key Sites

While there exists substantial documentation of the heritage sites in Lower Richland, most of these sites lack sufficient tourism infrastructure to effectively support a tourism economy in Lower Richland. The following are specific sites identified in the heritage assessment that have a greater potential role in a new tourism economy if provided with strategic investments to better serve visitors. These are sites that the planning team believes to be the most significant examples of Lower Richland heritage typologies-- historic homes, historic churches, historic schools, historic businesses, historic cemeteries, and historic places and landscapes are some examples-- as well as sites that could catalyze a greater appreciation for Lower Richland and encourage additional investment.



Historic buildings on Main Street in Eastover listed on the National Register of Historic Places



Wateree Store



Harriet Barber House



Hopkins Grade School



Good Hope Baptist Church



Kensington Mansion



Goodwyn Cemetery



Kingville



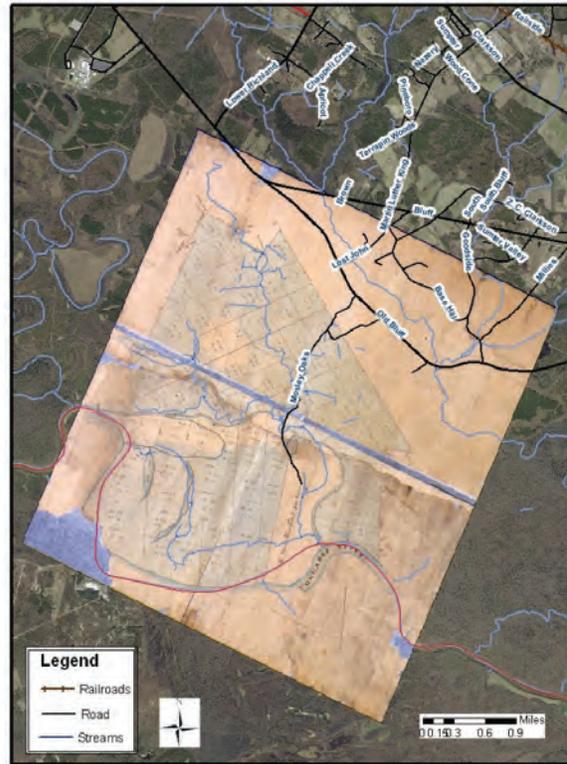
Congaree Baptist Church

Mill Creek Heritage Resources Assessment

Although the more prominent value of the Mill Creek conservation area is in the natural resources of the site, there are significant heritage elements as well which demand greater visibility.

According to the Public History Program of the University of South Carolina's *Lower Richland County African-American Heritage Program*, the Mill Creek properties date to the original 5,165 acre O'Hanlon Tract which was one of seven large tracts subdivided as part of the South Carolina Land Commission in 1870, a Reconstruction-era program unique to South Carolina aimed at enabling formerly enslaved people to acquire lands. Although the properties have been long since consolidated, the original tract was divided into at least 170 original parcels and records show that land was purchased from the South Carolina Land Commission between January 1870 and May 1887 by about seventy-eight original purchasers. Only about fifteen of those completed making payments and secured a deed for their land. Today, traces of these parcels have been erased from the landscape but there is a significant story to tell given the impact of the South Carolina Land Commission program on land ownership in Lower Richland.

Historic and literary documents also provide a glimpse of the Mill Creek lands' cultural value to Lower Richland residents over several generations. Although a visitor to the area today may easily miss the properties as they drive along Old Bluff Road, historically the lands provided an important link between Old Bluff Road and the Congaree River for recreation. One of the most revealing accounts of this comes in E.C.L. Adams' short story collection *Congaree Sketches*, originally published in 1927 and republished in 1987 as part of a compilation of Adams' other



Copyright 2009 Public History Program of the University of South Carolina for the Lower Richland County African-American Heritage Project.

Map of the original land parcels which comprise the Mill Creek site; Source: Public History Program of the University of South Carolina for the Lower Richland County African-American Heritage Program.

work. In the short story "Goose Pond," Mill Creek's notable upland water feature is the subject of a conversation between the two primary characters, but the pond itself is the true character. Alternatively described as a harrowing place full of wildlife and a stunningly beautiful landscape, the piece illustrates how the Mill Creek site fit into the regular life of Lower Richland residents, both black and white.

As a site that has been a part of the cultural fabric of Lower Richland for generations, Mill Creek is also somewhat unique in its distance from the railroad. The vast majority of heritage sites in Lower Richland are close to population centers originally tied to development along the railroads. Mill Creek is neither and almost exclusively in the floodplain. Nevertheless, the site's historic value has been as a link from Old Bluff Road to the river and this will continue.

In fact, one of the site's earliest known developments was Howell's Ferry, also known as Russell's Ferry, an early Congaree River crossing that has been documented in accounts from both the Revolutionary War and the Civil War. Reportedly built around 1766 as part of a road system for Lower Richland developed by Thomas Howell, a prominent cattle rancher and landowner. The road leading to the ferry is by some accounts considered one of the first public roads in Richland County.

Just as the site links Old Bluff Road to the river, it also links the river with Old Bluff Road. With the Congaree Blue Trail continuing to draw visitors to Lower Richland, the Mill Creek area is ideally situated to serve as critical link between nature and heritage experiences as part of Lower Richland's tourism strategy.

Cabin Branch Heritage Resources Assessment

As with the Mill Creek site, the primary tourism value of the Cabin Branch site is in its natural resources. Yet, there is heritage value to this area and it exists primarily in the agricultural lineage of the lands. This is not insignificant given the predominance of agriculture to the Lower Richland identity and its prevalence to the area's evolving landscape.

Beginning with the plantation settlement of the Hopkins family in the mid-1700's, continuing through to today with several smaller niche farms in operation or with plans to break ground, the Cabin Branch site offers a unique lens onto this historic trajectory. Indeed, the ways in which farming has impacted the landscape of Lower Richland are numerous and it is impossible to appreciate the area, let alone understand it, without a grounding in how centuries of farming have changed the landscape.



Remnant farm equipment near the Cabin Branch site.

This impact of agriculture can be interpreted in several ways on the existing site. The parcelization of the site combined with the limited remnants of development are perhaps the most obvious cues to the historic usage of the land. Following these aspects, the site's prevailing vegetation patterns are noticeably agricultural in character and contrast markedly with the riparian edges of the site which border Cabin Branch. There is no doubt an abundance of stories embedded in this landscape that are looking for a way to be shared. Treating the Cabin Branch site as a place for agricultural heritage can ultimately serve two primary purposes: it can help to better orient visitors to the landscape and culture of Lower Richland in a location not far from the heavily trafficked Garners Ferry Road; and it can also inspire others in the community to consider new forms of agriculture and agritourism as a part of a viable economy for Lower Richland.

One specific site that could be better leveraged within the Cabin Branch site area, and potentially tying into the agricultural heritage, is the Goodwyn Cemetery. This abandoned and nearly inaccessible site has been researched in recent years through funding from Richland County and could become an asset along a Cabin Branch conservation corridor.

Tourism Infrastructure

Commercial Development and Economic Activity

The scarcity of retail activity in Lower Richland presents issues for residents in navigating their day-to-day household needs, as well as for tourists, who have little ability or incentive to spend their dollars within the Lower Richland area or to remain in Lower Richland for more than a day trip to the Congaree National Park. Currently, commercial activity tends to be concentrated along Garners Ferry Road, particularly along the western portion of Garners Ferry that abuts Columbia; community-serving retail like a Food Lion grocery store and a locally-owned Ace Hardware are located in this area. South of Garner's Ferry, residents and tourists have few retail options; the primary options are two Dollar General stores located in Gadsden and Eastover, and convenience stores which often provide enhanced services such as prepared foods, bait and tackle items, and other items needed to meet local demand.

Much of the economic activity in Lower Richland is based on large industrial plants, which are an important source of revenue for South Carolina counties and municipalities; a variety of industrial processes take place in Lower Richland, including a large nuclear fuel facility operated by Westinghouse, a quail processing plant (Manchester Farms) which distributes to restaurants nationwide, and the International Paper plant which is a major employer in the area. The planned Pineview industrial park and Shop Road extension will add new employers and industrial activity. In order to complement these industrial activities with sustainability-oriented and agriculture-oriented businesses, residents and the county are interested in exploring opportunities in agriculture and agribusiness as well as in the sustainable tourism industry that is the focus of this plan.



This page and facing page: existing locally-owned businesses in Lower Richland which also specialize in locally-sourced products

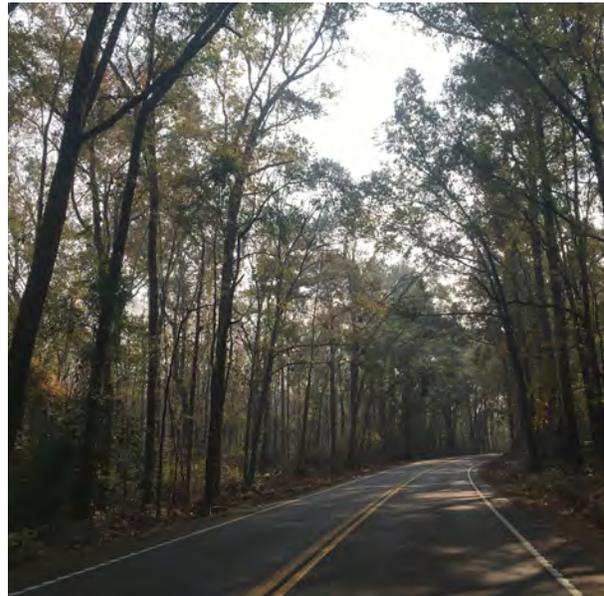


Mobility

As in many rural areas, mobility in Lower Richland is limited to a basic roadway network with very few options for other transportation modes beyond motorized vehicles. The roadway network includes every major roadway type ranging from interstate highway down to local roads, with a large predominance of local roads of varying conditions. Bus service to the area is also a relatively new feature, and although the current Route 47 now serves a large portion of Lower Richland, it runs only on weekdays and on 120 minute intervals.

With such a basic circulation network, access to Lower Richland is very straightforward via Garners Ferry Road (US 76), Bluff Road (SC 48), and McCord's Ferry Road (US 601). Of these three arterials, Garners Ferry receives by far the most traffic and suffers from regular congestion during peak travel times. Safety is also a concern along Garners Ferry Road with a high frequency of turn lanes. At the present, none of these roadways is equipped to accommodate cyclists. Bluff Road offers the best potential to support a future bikeway that would connect Lower Richland to Columbia. Not only does Bluff Road see lighter traffic in general, its edge conditions generally offer sufficient space to fit a trail, although there is no typical condition. Bicycle facility improvements are also planned for streets which connect with Bluff Road within Columbia. The sewer line running from Columbia follows Bluff Road and has recently cleared area along the right-of-way for pipe installation. Whether this easement could be utilized for a bike trail is unclear, but worth investigating further.

Connectivity between population centers and places of interest in Lower Richland is generally very limited. Even within population centers such as Hopkins, Gadsden and Eastover, there is insufficient pedestrian infrastructure to connect even key sites. It is



Garners Ferry Road (top) and Old Bluff Road (bottom) represent the range of typical roadway conditions in Lower Richland

clear that beyond providing a bikeway that connects Lower Richland to Columbia, a secondary network of roadways which are safe for pedestrians and cyclists, and connect to key places in Lower Richland, is sorely needed.

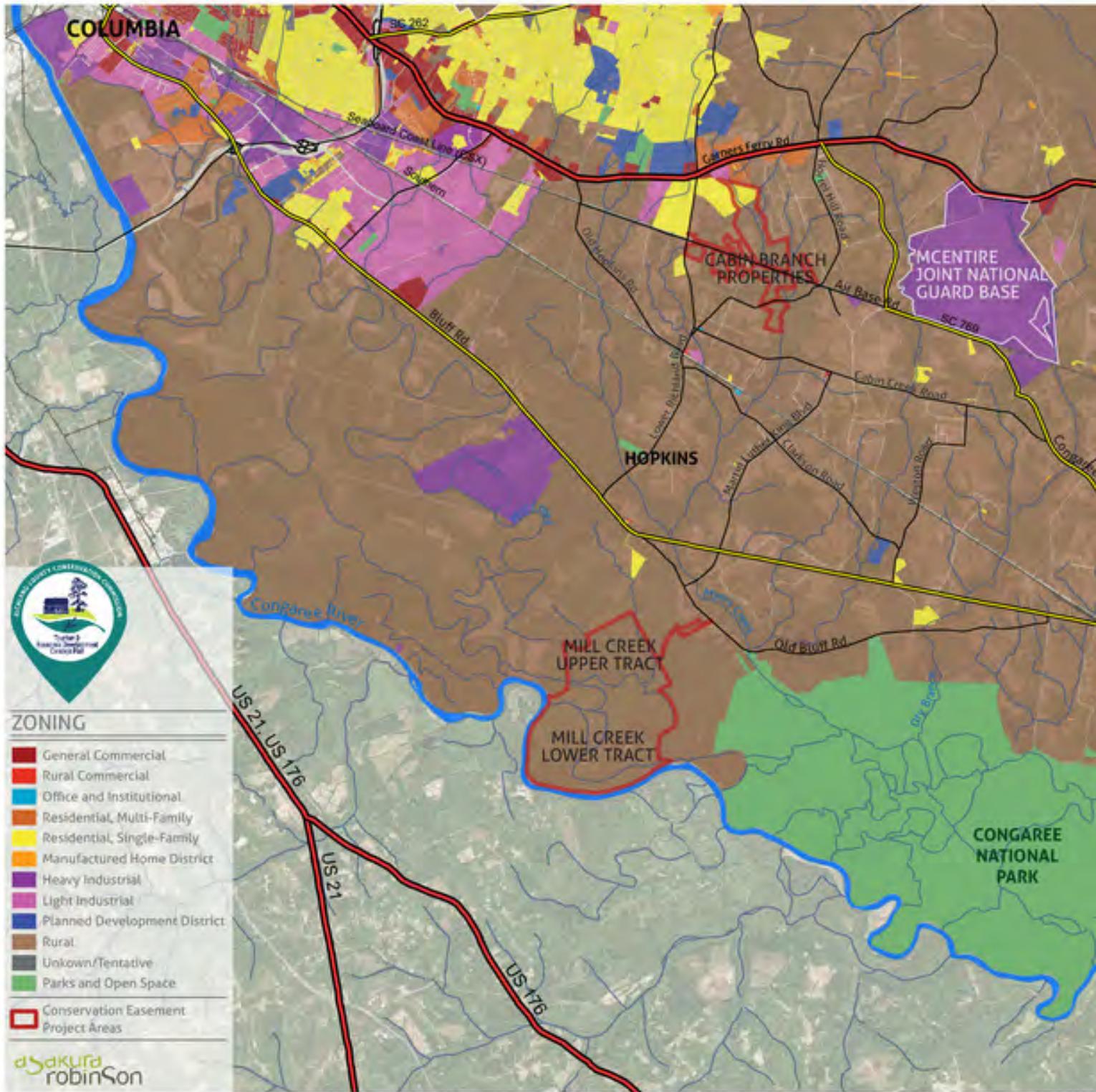
Existing Tourism Programs

While Lower Richland lacks the kind of targeted marketing campaign customary of most successful tourist destinations, it can claim a variety of programs that have certainly helped to promote various aspects of the area if not in a coordinated manner.

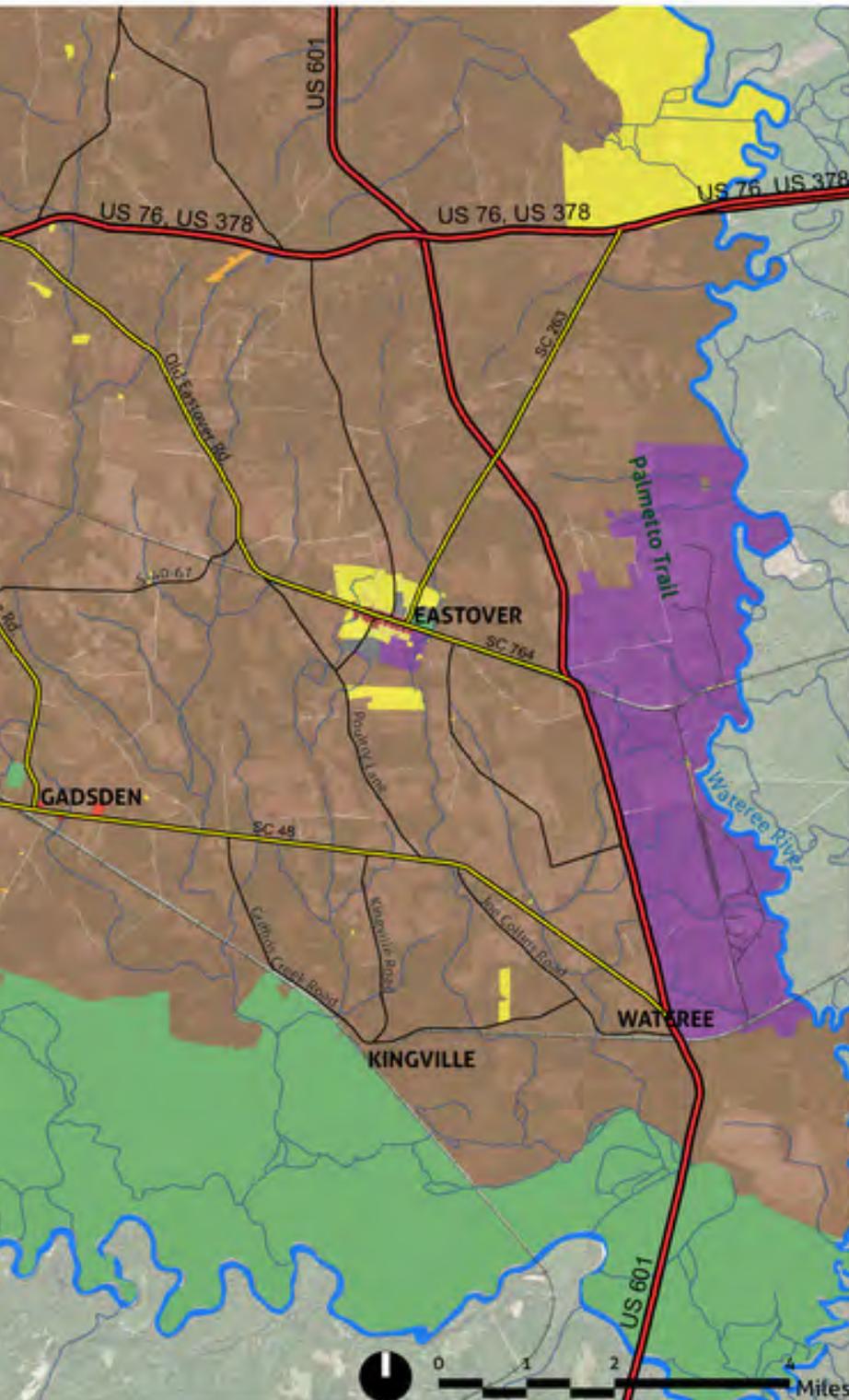
- The Columbia Convention & Visitors Bureau visitor's guide now includes a one page section on Lower Richland's most significant attractions. The list includes both natural and heritage sites.
- The South Carolina Historic Preservation Office's historic marker program has facilitated the placement of 20 markers throughout Lower Richland.
- The National Register of Historic Places recognizes 21 sites of historic significance in Lower Richland.
- Southeast Rural Community Outreach (SERCO) publishes the Lower Richland Heritage Corridor Visitor's Guide and offers companion tours.
- A consortium of environmental organizations publishes the Congaree River and Wateree River Blue Trail maps which offers key information for those considering a paddle trip.
- The South Carolina Department of Natural Resources, in partnership with other organizations, publishes the Cowasee Tour Guide which offers driving tours and site descriptions for numerous natural resources and heritage sites.



Columbia Convention & Visitors Bureau visitor's guide for the Columbia region now includes a section on Lower Richland



Lower Richland existing land use and zoning map



Regulatory Framework

Lower Richland’s zoning predominantly falls into the “Rural” land use category established by the county’s Land Development Code, with small pockets and individual parcels of “Rural Commercial” that often reflect existing commercial uses, and larger areas of heavy industrial zoning along the Wateree River and in the industrial park areas.

- The Rural land use category focuses on agriculture, forestry, certain types of recreation, and extremely low-intensity residential and commercial uses; it allows for single-family detached housing on lots or tracts of at least 33,000 sqft., and allows some community-serving businesses including beauty salons and barber shops and day care facilities. It also permits bed-and-breakfast lodging uses which must be owner-occupied and have nine or fewer units for guest occupancy.
- The “Rural Commercial” land use category is fairly permissive and allows a wide range of commercial and transportation-focused uses, including most types of retail uses, drive-thru facilities, warehousing and auto repair uses, department stores, and other high-intensity uses.



RECOMMENDATIONS

Tourism Framework

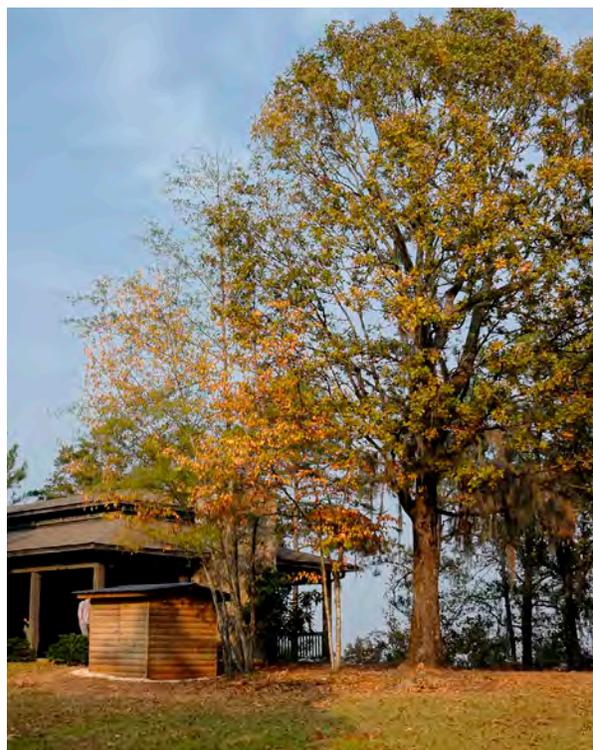
The Framework Plan

The Framework Plan provides the underlying strategy to create, grow, and support a sustainable tourism economy for Lower Richland that emphasizes new opportunities for both visitors and residents alike. With the majority of Lower Richland's existing tourism oriented exclusively around Congaree National Park, and a local community with a strong desire to participate in the development of a tourism economy, the Framework Plan is firstly aimed at expanding the vision of tourism in Lower Richland to include three principal areas of focus: Nature Tourism, Heritage Tourism and Small Business Development. Secondly, with very little of the needed tourism infrastructure currently in place to support a future influx of visitors let alone the current tourist population, the Framework Plan offers a set of recommendations for defining and implementing the new tourism infrastructure enhancements over time. Thirdly, the Framework Plan is a spatial strategy that organizes Lower Richland's expansive network of environmental and cultural assets into a set of coherent experiences that is accessible and inviting for potential visitors. Each of these aspects of the Framework Plan is further articulated in the following sections of this chapter.

The vision for Lower Richland tourism relies on an integrated approach where Nature Tourism, Heritage Tourism and Small Business Development work in a complimentary manner-- each area of focus reinforces the other and in turn produces a set of tourism opportunities and experiences that are highly tailored to the character of Lower Richland. Within Nature Tourism, the Framework Plan addresses a range of sites from existing and proposed parks, to specific natural resources such as the Congaree and Wateree Rivers, to explicit landscapes that define the image of Lower Richland. Heritage Tourism is seen broadly to represent those elements which give form to the culture of Lower Richland.

This includes the more discrete and tangible elements such as buildings and places, and less tangible- but no less impactful- elements such as stories and experiences. Lower Richland's significant history of agricultural production and its resonance on the prevailing landscape of the region figures prominently into both Nature Tourism and Heritage Tourism. Finally, but perhaps most critically, Small Business Development is intended to grow and sustain both the commercial development needed for tourism, but also the community of local entrepreneurs needed to develop these businesses.

The Framework Plan proposes a set of infrastructure needed for tourism to succeed over time in Lower Richland. In the context of the plan, infrastructure is defined loosely as a kit of parts which forms the tourism experience in Lower Richland and this broadly includes the variety of defined places that

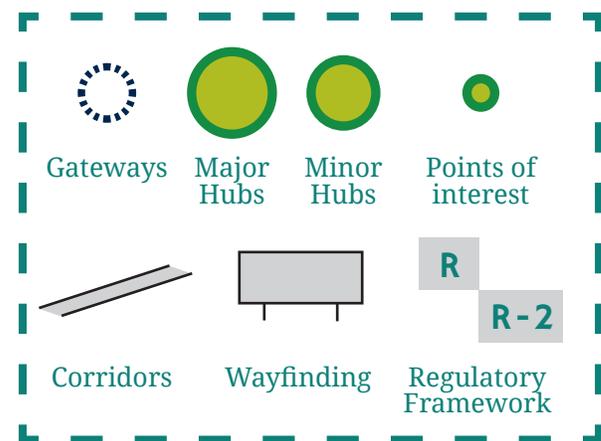


The Wateree River Heritage Preserve Wildlife Management Area at Cook's Mountain is an example of a site that should ultimately combine nature and heritage tourism.

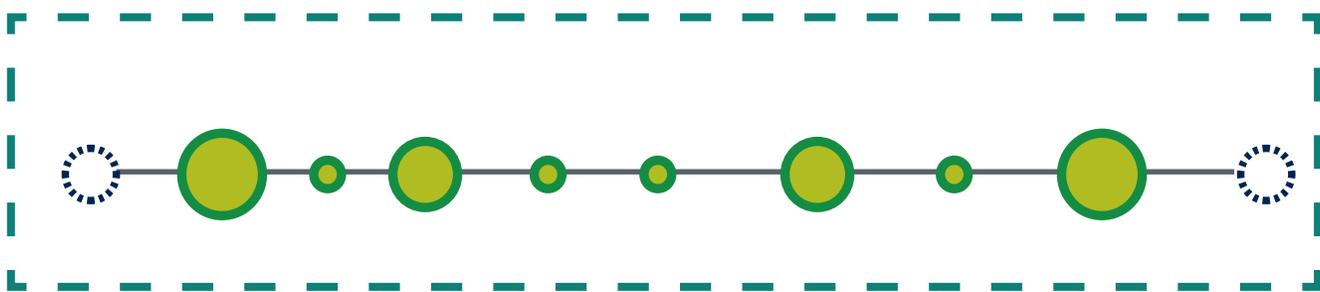
Tourism Vision



Tourism Infrastructure



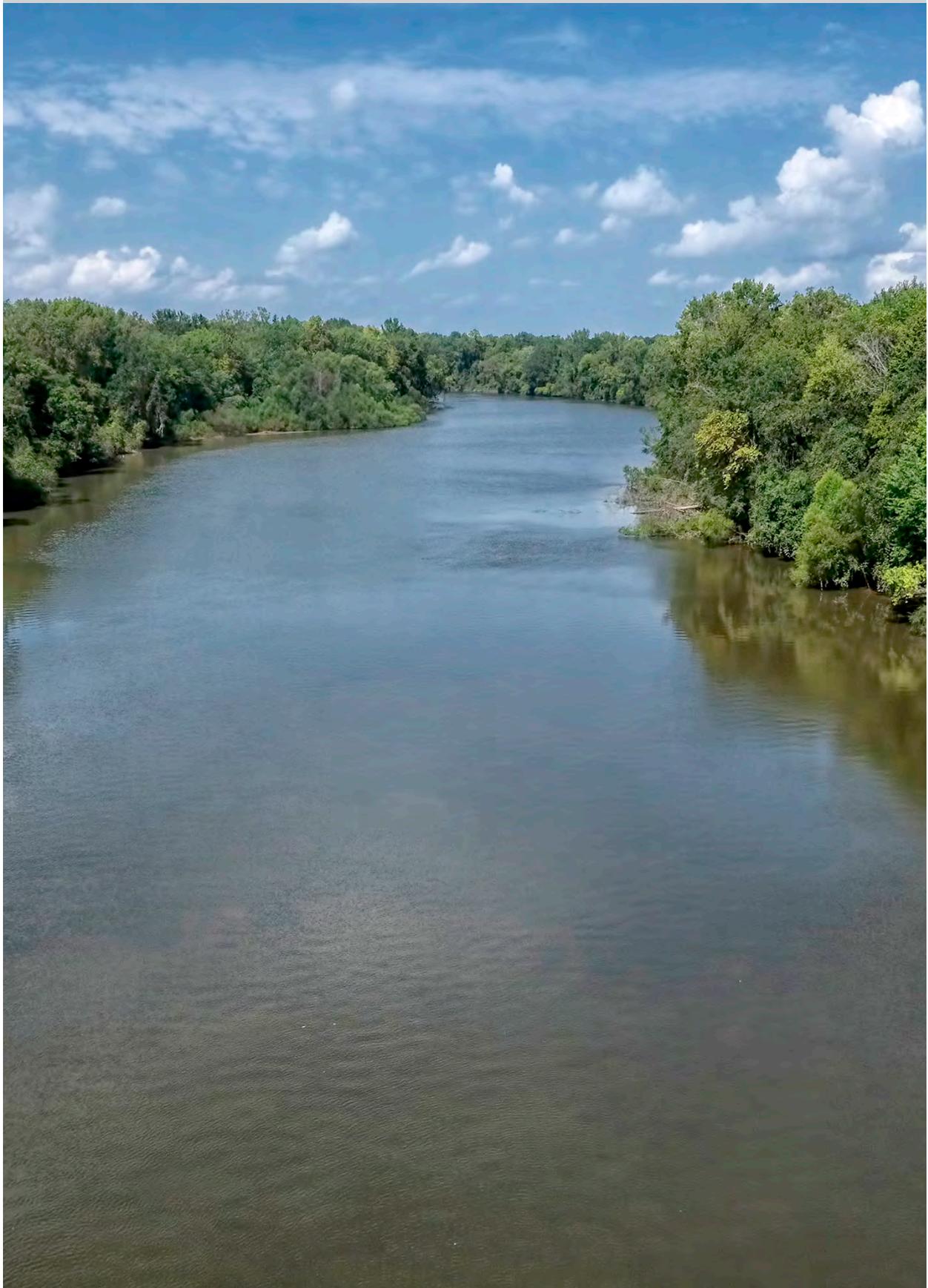
Spatial Strategy



tourists will visit, the improved physical connections needed to insure these places are accessible, and the enhanced policies and programs needed to encourage investment around tourism in Lower Richland. Given the significant investment needed to establish a tourism economy in Lower Richland, the Framework Plan envisions a phased approach to implementing necessary infrastructure that begins with critical investments in the places that have the potential to draw a significant influx of new visitors in the near term.

The spatial strategy proposed by the Framework Plan is driven by a few key understandings: Lower Richland is defined by an environmental and cultural diversity; there are a variety of existing places in Lower Richland that demand greater visibility and broader appreciation; none of these key places can support a tourism economy alone; tourism

requires attractions which can draw people; and finally, economic impacts from tourism are contingent upon having sufficient goods and services to attract these expenditures. With this in mind, the Framework Plan proposes a strategy for organizing Lower Richland around specific places and connections that can form a coherent and impactful tourism experience. This strategy highlights specific places as hubs based on their ability to attract visitors, to serve as entry points to Lower Richland, to inform a multi-faceted appreciation of Lower Richland, and provide the goods and services needed for successful tourism. It also advocates for key transit corridors between these places, offering accessibility to motorists, cyclists, pedestrians and paddlers, and desirable views of Lower Richland's diverse landscape adding to a memorable and nuanced experience of the area.



Crossing the Congaree River on State Highway 601 is one of four primary gateways to Lower Richland

Elements of the Framework Plan



GATEWAYS

At the locations where the majority of visitors will first enter the Lower Richland area, the Framework Plan proposes a set of highly visible gateways signs to welcome visitors and passersby to the area. Examples of these gateway signs are further described below in Wayfinding description.



MAJOR HUBS

The Framework Plan proposes a series of key places within Lower Richland that will serve as primary entry points to tourism experiences and feature the Major Projects described below. The Major Hubs have been selected based on their favorable location for visitors coming from outside Lower Richland as well as their existing concentration of resources.



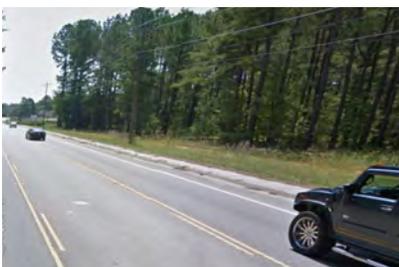
MINOR HUBS

Working in tandem with the Major Hubs is a set of Minor Hubs which play an equally critical role in the plan but are identified as secondary entry points to the area where visitors would find key goods and services, additional tourism information, and specific nature and heritage tourism sites.



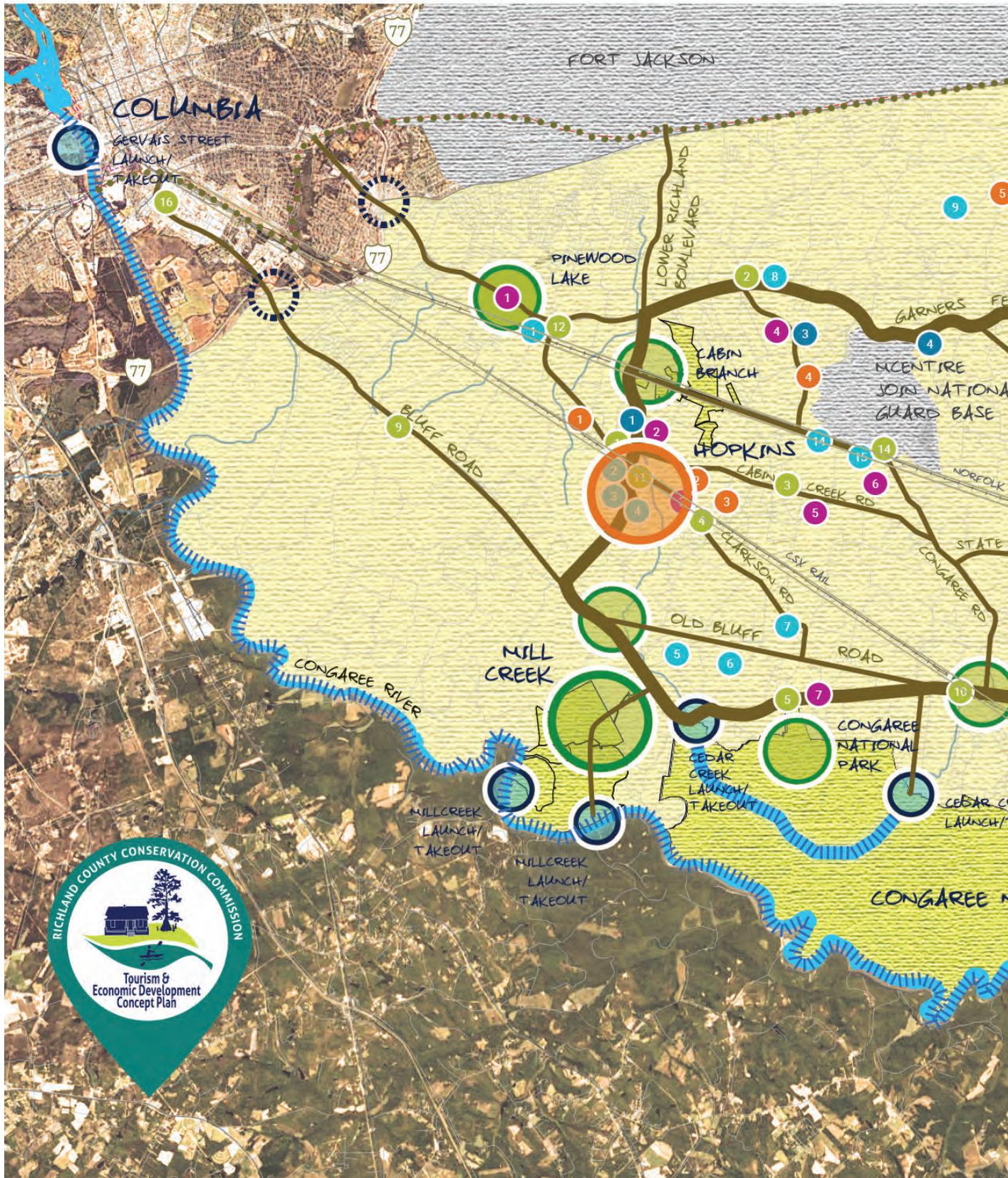
POINTS OF INTEREST

The Framework Plan acknowledges that the tourism experience in Lower Richland will rely on the many nature and heritage sites that currently exist in the area but which cannot support the tourism economy on their own and must be integrated into an areawide network. Each of these diverse sites, ranging from historic structures to parks to cemeteries, helps to inform a broad appreciation of Lower Richland, but are identified in the Framework Plan as places that visitors would be directed to from the Major and Minor Hubs, and for this reason are identified as Points of interest.

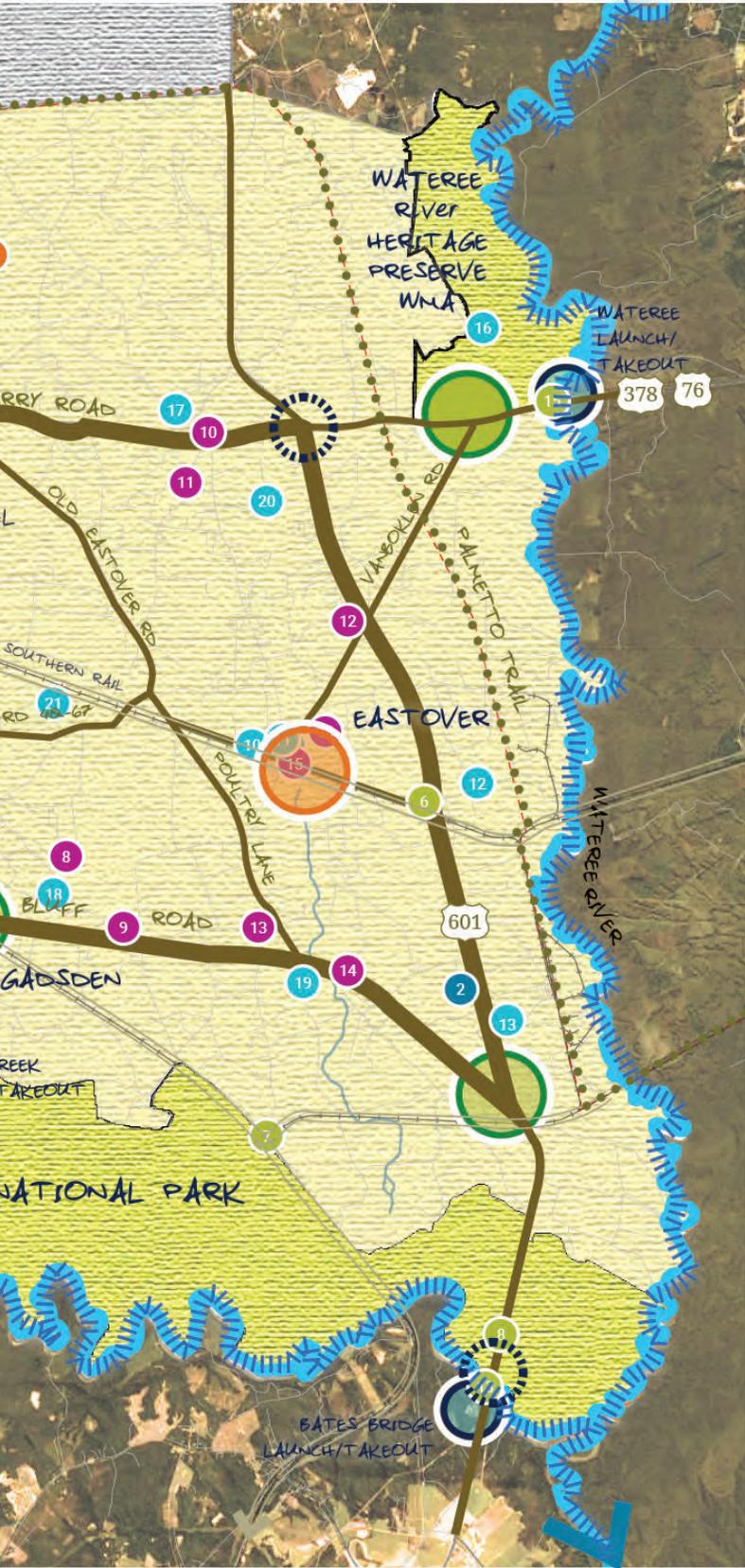


CORRIDORS

All of the key sites in the Framework Plan-- the Gateways, the Major Hubs, the Minor Hubs and the Points of interest-- require clear, accessible and inviting connections to insure that visitors to Lower Richland can comfortably navigate the area. The Framework Plan identifies these connections as Corridors which serve as the primary routes through the Lower Richland. These routes would offer strategic wayfinding signage and phased roadway improvements to potentially accommodate cyclists and pedestrians in some areas or simply enhanced edge landscaping to improve the roadway experience for visitors.



FRAMEWORK PLAN



LEGEND

	GATEWAYS
	 NATURE TOURISM HUBS (MAJOR & MINOR)
	 HERITAGE TOURISM HUBS (MAJOR & MINOR)
	WATER ACCESS HUBS
	PRIMARY CORRIDORS
	SECONDARY CORRIDORS
	BLUE TRAIL
	PALMETTO TRAIL
	POTENTIAL RAIL TRAIL
	BUILDINGS
	CENETERIES
	CHURCHES
	SCHOOLS
	SITES / LANDSCAPES

0.75mi 1.5mi 3mi 4.5mi 6mi 

Major Projects

The tourism infrastructure envisioned by the Framework Plan begins with a set of three Major Projects that serve as catalysts for Nature Tourism, Heritage Tourism and Small Business Development in Lower Richland and the economic impacts anticipated from each focus area. These capital intensive projects-- the Lower Richland Heritage Center, the Mill Creek Nature Center and the Lower Richland Small Business Incubator-- are envisioned as projects that would be best initiated and led by Richland County but ideally in collaboration with other institutional partners. The projects are sited in places that are significant to the Framework Plan-- places which are seen as significant entry points to a Lower Richland tourism experience and places where a concentration of existing resources would encourage a collateral economic impact to adjacent areas with a targeted investment.

RECOMMENDATIONS

See specific Major Project recommendations in the Nature Tourism, Heritage Tourism and Small Business Development sections below.





The Colleton Museum and Farmers Market in Walterboro, SC, is a precedent for the Lower Richland Heritage Center proposed for an existing open space in Hopkins.



The Edge Center for Entrepreneurship and Innovation in Tuscaloosa, AL is a precedent for the Lower Richland Small Business Incubator space proposed as an extension of the Heritage Center.



Shangri-La Botanical Gardens and Nature Center in Orange, Texas, is a precedent for the Mill Creek Nature Center proposed for the recently acquired Mill Creek conservation area.

Shared Identity

Lower Richland is an area with a seeming abundance of stories passed down through generations of residents, but for tourism to succeed, the essence of Lower Richland must be distilled in a way that allows it to be communicated easily and broadly to more people, and in a way that will resonate well beyond Lower Richland. A shared identity is needed that is authentic, inclusive, and representative of all those who have helped create the Lower Richland culture, and which provides cues to the many stories that will inform a visitor’s experience of Lower Richland. The shared identity is by nature a simplification of something much more complex-- a sound bite or visual branding that will do justice to hundreds of years of lived experience and environmental change which has defined Lower Richland as a unique place. Numerous other cultural regions have found success in developing their shared identities and we can look to these places for inspiration and guidance in creating a shared identity that is tailored to Lower Richland. Places like the Black Belt of Alabama have articulated their shared identities through various forms of media which have allowed others to see these places as culturally and geographically specific and worth a visit.

The shared identity for Lower Richland emphasizes three key distinguishing features:

- A rich landscape formed at the confluence of major river systems
- Enduring communities born from their relationship to the land and still tied to it.
- Diverse heritage sites which preserve the lasting impact of Lower Richland residents on the land.



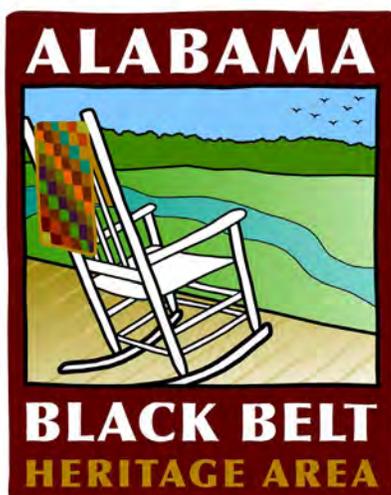
Precedent for the Lower Richland shared identity website

RECOMMENDATIONS

1. Determine which agency and staff within Richland County government is best situated to oversee the development and management of a Lower Richland branding effort.
2. Form a committee of local resident stakeholders to oversee the development of the brand identity and to ensure that the brand development process is closely connected to the Lower Richland resident community.
3. Work with a branding consultant to formalize the shared identity into an authentic brand for Lower Richland that can be used across various forms of media and utilized to promote every tourism destination in Lower Richland. Ensure the branding consultant has experience working in similar tourism contexts.
4. In conjunction with the development of the Lower Richland brand identity, work with a consultant to develop a dedicated website for Lower Richland tourism information.



Alabama Black Belt Heritage Area branding study



Where the stories are as rich as the land

Precedent for the Lower Richland shared identity logo

Wayfinding

An unheralded but critical aspect of tourism is the specific wayfinding system that allows a place to be sufficiently navigated, explored and appreciated by visitors seeing it for the first time, or further discovered on a repeat visit. How wayfinding signage is realized can truly be the difference between visitors returning or not. With no existing dedicated signage in place, a customized set of wayfinding signage specific to Lower Richland is needed to properly orient visitors and help to celebrate and reinforce the Shared Identity of the area. Successful wayfinding signage is both directional and thematic: it helps to orient people by providing guidance while also reinforcing the identity of an area through a consistent visual style. In Lower Richland, the wayfinding system would operate at multiple scales, and include signage oriented to motorists as well as pedestrians, cyclists and paddlers. The signs would be located at all key junctures in the tourism experience: at the Gateways to Lower Richland where visitors become aware they are entering the area, along the Corridors where visitors need direction to specific Hubs and Points of interest, and at the Points of interest themselves where the various sites can be enhanced with identification, educational, and interpretive signage.

pedestrian scale



destination

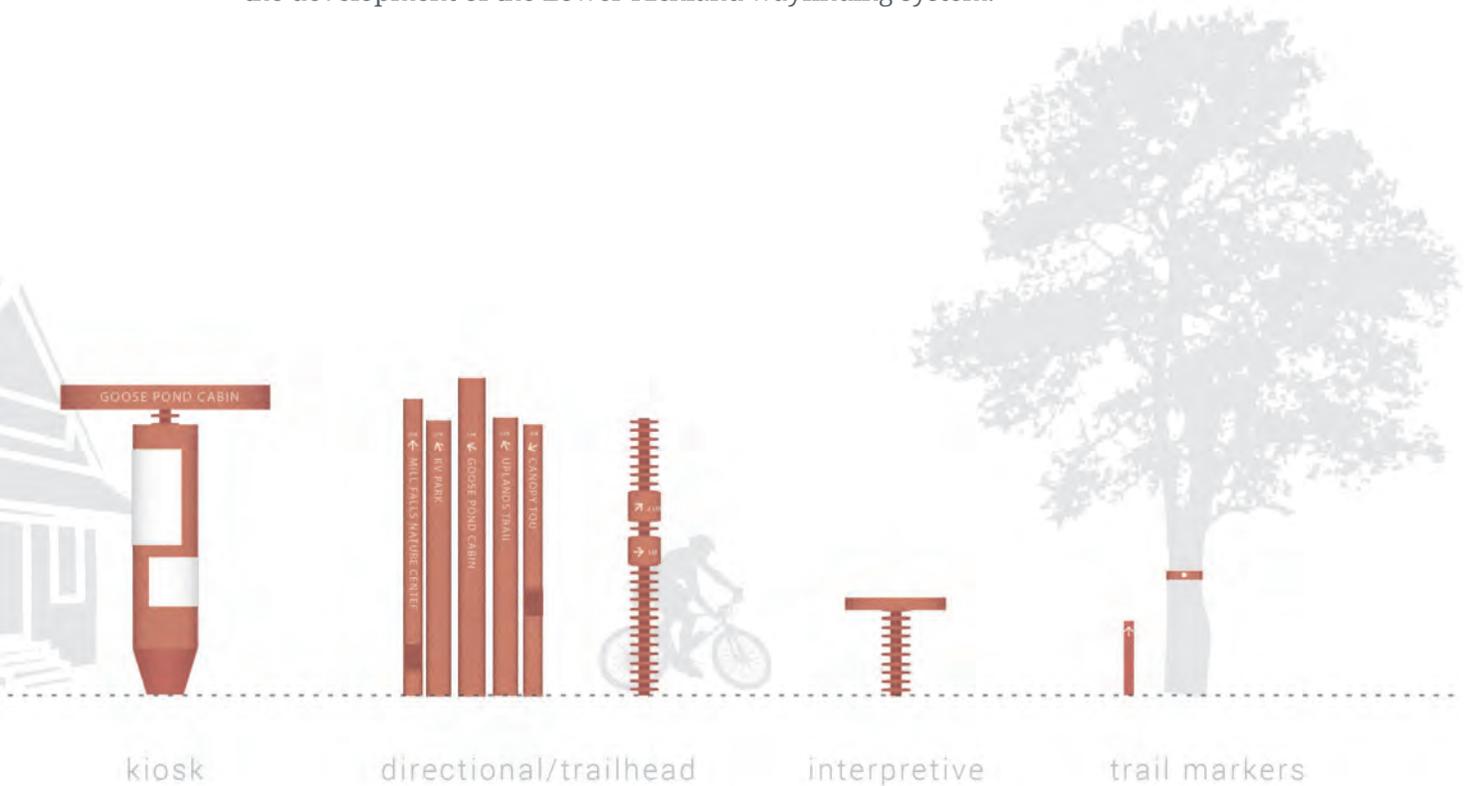
vehicular scale



wayfinding

RECOMMENDATIONS

1. In conjunction with the development of the Lower Richland brand identity, work with a consultant to create a unique and comprehensive wayfinding signage system and interpretive plan for Lower Richland that will successfully orient and educate visitors as well as celebrate and reinforce the identity of Lower Richland.
2. Ensure that the Lower Richland wayfinding system is coordinated with all other local and regional signage mandates.
3. Utilize the same committee of local resident stakeholders from the branding effort to oversee the development of the Lower Richland wayfinding system.



gateway



Lower Richland currently has no roads safe for cyclists despite a growing demand for bikeways.

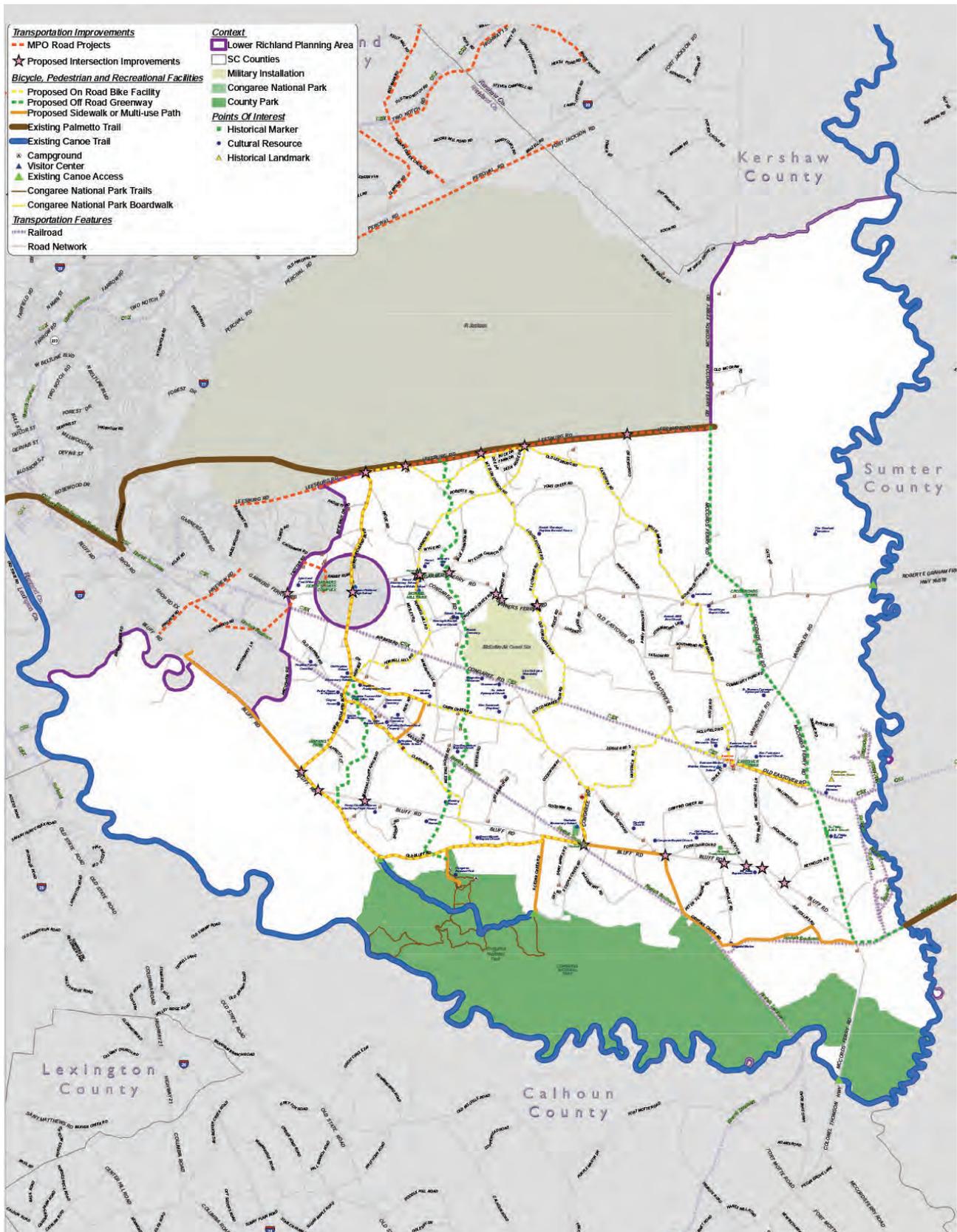
Mobility Improvements

In coordination with the Wayfinding system, the Framework Plan proposes a set of Mobility Improvements to ensure that Lower Richland is accessible, safe, and inviting for visitors as well as residents. The recommendations are consistent with the *Lower Richland County Strategic Community Master Plan (2014)* which proposed both on-street and off-street trails, sidewalks, and shared-use paths, as well as intersection improvements.

The primary goal of the mobility improvements is simply to provide safe ways for visitors and residents to navigate Lower Richland by bike and foot that minimize conflicts with motor vehicles. Moreover, the improvements are aimed at both getting people to Lower Richland as well as from place to place once they are in the area. There are several ways to realize this goal of multi-modal mobility: existing public rights-of-way along the proposed Corridors may contain excess space that could accommodate on-street or off-street trails; utility easements alongside the proposed Corridors may be able to accommodate new off-street trails; existing rights-of-way along the freight rail lines running through Lower Richland may be able to accommodate adjacent trails that will connect many of the Hubs and Points of interest in the Framework Plan. All of the proposed improvements will require further feasibility study and input from relevant Richland County and State of South Carolina agencies, and potentially other stakeholders.

RECOMMENDATIONS

1. Refer to the recommendations from the *Lower Richland Strategic Community Master Plan* for guidance on the mobility needs of the Tourism Framework.
2. Work with a qualified planning consultant to conduct a feasibility study for all proposed Mobility Improvements in coordination with Richland County Planning and Public Works staff as well as the Richland County Conservation Commission.
3. Investigate the potential for an immediate off-street trail aligned with the route of the planned sewer line.
4. Investigate the available and underutilized right-of-way adjacent to both the CSX and Norfolk Southern rail lines to understand if more than the 50ft. of necessary right-of-way exists for a feasible rail trail along any portion of these lines. If sufficient right-of-way exists, work with the Rails to Trails Conservancy to determine next steps for planning the trail segments.
5. Ensure that future comprehensive planning for Richland County considers the proposed Mobility Improvements as part of broader capital improvement recommendations.
6. Coordinate with Palmetto Conservation Foundation on ways to improve the conditions, access and connectivity along the Palmetto Trail through Lower Richland.



Transportation recommendations from the Lower Richland Strategic Community Master Plan



Small-scale hotels of less than 30 rooms should be permitted in Lower Richland provided there are controls to ensure design sensitivity to the surrounding context.

Regulatory Strategy

Richland County’s existing Traditional Recreation Open Space (TROS) zoning designation focuses on conservation and open space uses and would be appropriate for use on the portions of the Mill Creek and Cabin Branch sites that are dedicated to open space uses. TROS allows for public recreation facilities and specifies certain active recreational uses such as athletic fields, parks, driving ranges that are allowed. However, the TROS category does not allow for RV parks or other lodging uses, libraries, or other slightly more intensive uses that are contemplated in portions of the Mill Creek and Hopkins Village Green sites. It also may not permit cafes and other tourism-oriented retail uses to be co-sited with projected major projects such as the Heritage Center and Mill Creek Nature Center.

Based on the need for a limited, targeted set of retail and lodging uses that will facilitate tourism and serve the community throughout Lower Richland, this plan proposes the creation of an additional zoning designation to complement the TROS designation. The “Rural Tourism and Community Service” (RTCS) land use designation that would serve

to permit intermediate-intensity usage in portions of the Mills Creek, Cabin Branch, and Hopkins Village Green sites, as well as along corridors and within certain other hubs in Lower Richland. The RTCS district would serve to bridge the gap that currently exists between the Rural and Rural Commercial land use categories in terms of land use intensity and character. Currently, the Rural land use permits essentially no retail development (although it does allow bed and breakfast lodging development with up to nine guest rooms and one owner-occupied room). The Rural Commercial land use, however, is extremely permissive, allowing many types of commercial and retail development with few restrictions on the character and nature of development - for example, it allows such uses as appliance repair, warehouses, self-storage facilities, group homes, radio towers, and other uses that would not serve the needs of tourists and could harm the character of local rural corridors. A land use category that provides a middle ground between these two uses would be a major asset for allowing sensible, sustainable, and appropriately-scaled development of retail and lodging uses that serve both tourists and local residents.



The small bed & breakfast at Wavering Place Plantation in Lower Richland is a scale that other property owners could emulate.



*Context-sensitive basic service retail is a desired outcome of the regulatory strategy;
Image: Mike Mozart*

RECOMMENDATIONS

The Rural Tourism and Community Service (RTCS) designation should permit the following land uses designed to provide essential “tourism infrastructure” and community-serving assets, while prohibiting highly-intense development and uses that would harm the character of local corridors.

- Retail uses including restaurants, neighborhood grocery stores, antique stores, art dealers, bicycle sales / repair / rental shops, specialty food stores, fruit and vegetable markets, caterers, gift shops, bakeries, full-service dine-in and delivery/ carry out restaurants (but not drive-thru restaurants), candy stores, candle shops, hardware stores, beauty shops and salons, and other small-scale retail uses that can either provide essential community services or serve a tourism need. Design standards for all retail uses should specify parking in the rear of the building, landscape standards that beautify corridors, and signage consistent with the rural character of Lower Richland’s corridors.
- Lodging uses including bed and breakfast inns of up to 9 rooms and RV parks (RV parks should include specific site screening standards for corridor landscaping so

as not to harm corridors’ character.

A new lodging use called “boutique hotel” allowing hotels of 30 rooms or less should be introduced as a specific type of hotel and motel use that could be allowed along specific corridors with special review to ensure design sensitivity to corridors and the local environment.

- Community-serving uses including public recreation facilities, libraries, and day care facilities should be permitted.
- Uses including gas stations, neighborhood-oriented convenience stores, and pharmacies should be allowed with special design review and detailed landscaping and signage standards.
- Within the RTCS district, Lower Richland should consider measures to discourage chain restaurants in order to provide additional market opportunity for locally-owned restaurants and businesses, or at minimum require chain restaurants and businesses to develop in a manner consistent with the local character and landscape. Examples of appropriate restrictions include: requiring parking to be located at the rear of the property; reducing the height, size, and area permitted for freestanding signs in this district; and, prohibiting drive-through facilities.

LOWER RICHLAND TRANSECT DIAGRAM



COMMERCIAL CORRIDOR

Appropriate for community-led business enterprise but susceptible to outside development; acts as gateway to Lower Richland.

SMALL BUSINESS / AGRICULTURAL DISTRICT

A mix of farmland mixed with rural residential and some limited open space. Ideal for agricultural expansion, specifically with organic agricultural practices and/or processing facilities for organic/sustainable farming. Growing number of farms makes this area appropriate for cultivating agri-tourism as a subset of heritage and nature tourism efforts. Open space can provide some small nature-based recreation opportunities. Heritage sites throughout contribute to the larger network of sites in Lower Richland.

TOWN CENTER

An initial destination for visitors interested in heritage tourism throughout Lower Richland. Community gathering space that promotes local business and houses a small business incubator.

SMALL-BU...

Primarily rural residential but with many opportunities for industry through small lodging, food service, heri...

ZONING RECOMMENDATION



COMMERCIAL



RURAL TOURISM & COMMUNITY SERVICE



RURAL TOURISM & COMMUNITY SERVICE

TOURISM PLAN FOCUS



NATURE-BASED TOURISM



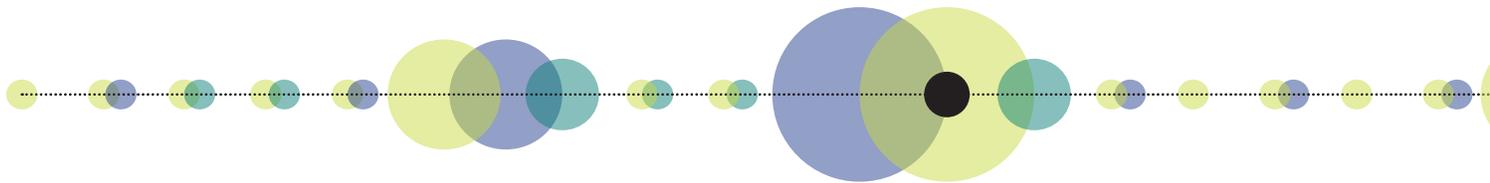
COMMUNITY-LED BUSINESSES



HERITAGE TOURISM



COUNTY-LED CAPITAL PROJECT

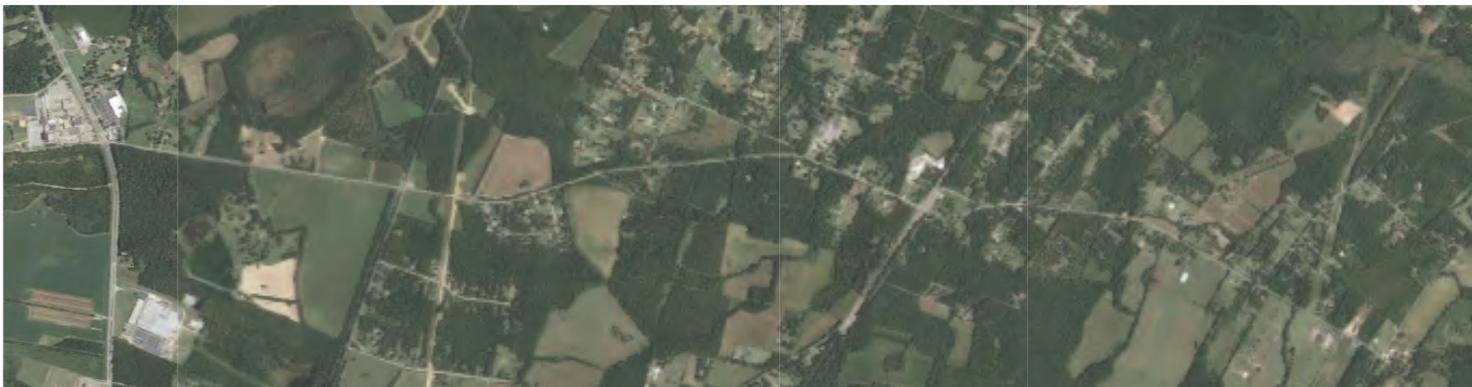
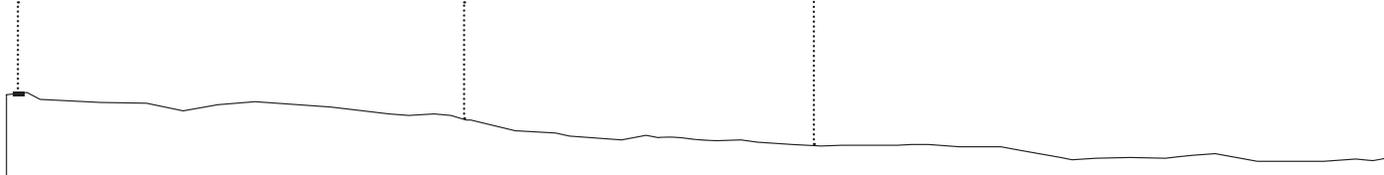


ELEVATION (ABOVE SEA LEVEL) + SATELLITE

GARNER'S FERRY ROAD: 250 feet

FARMLAND ON LOWER RICHLAND BLVD: 180feet

HOPKINS: 165 feet



RECOMMENDATIONS



BUSINESS / RESIDENTIAL DISTRICT

Opportunities for small-scale entrepreneurs to benefit from an expanded tourism package including heritage tourism services, and nature tourism services.

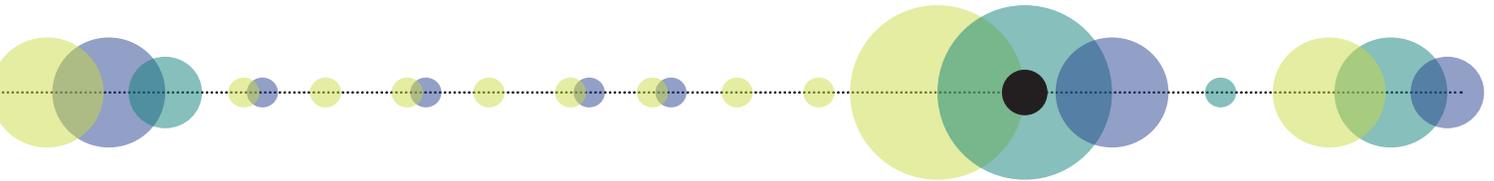


NATURE TOURISM DISTRICT

Appropriate for community-led business enterprise but susceptible to outside development; acts as gateway to Lower Richland.

NATURAL CORRIDOR

Appropriate for community-led business



BLUFF ROAD:
120 feet

OLD BLUFF ROAD:
108 feet

MILL CREEK UPLANDS:
106 feet

CONGAREE RIVERFRONT:
100 feet



Plan Themes

Coursing through the various components of the Tourism Framework and the following recommendations are a number of underlying themes which speak to the values and intent of the overall plan. These themes evolved from the existing conditions analysis and deep engagement with the Lower Richland community, and they help to define a plan that is uniquely tailored to the needs of the community.

Theme 1: Lower Richland needs to develop tourism infrastructure

The plan is as much about identifying tourism experiences in Lower Richland as it is about identifying the need for tourism infrastructure in Lower Richland: a shared identity for branding and wayfinding, a system of key hubs and corridors, and provision of essential services to enable targeted, thoughtful tourism growth. Tourism functions best when there are clear, accessible core destinations that offer concentrated attractions, as well as clear wayfinding systems, maps, and guides that help them explore the rest of the region. Tourists also need access to resources including lodging and retail options - few of which are available in Lower Richland today. Creating a clear network of tourism assets will help visitors clearly understand and appreciate the story of Lower Richland, and will focus development in certain areas in order to ensure that new development does not overwhelm the prized rural character of the community.

Theme 2: Residents of Lower Richland must benefit and participate

Ultimately tourism infrastructure for Lower Richland should be the infrastructure needed not just for visitors but for Lower Richland residents to benefit from the tourism economy, namely the economic growth and new amenities that result from this plan. The plan does not envision tourism as an end goal in itself - rather, the goal of increasing tourism is to increase quality of life, economic opportunity, and environmental benefits for the entire Lower Richland community. To

achieve this, the plan identifies numerous ways for local residents to become involved in building Lower Richland's tourism economy at the ground floor, and ways for them to grow as the economy grows.

Theme 3: A successful tourism plan for Lower Richland is a three-legged stool

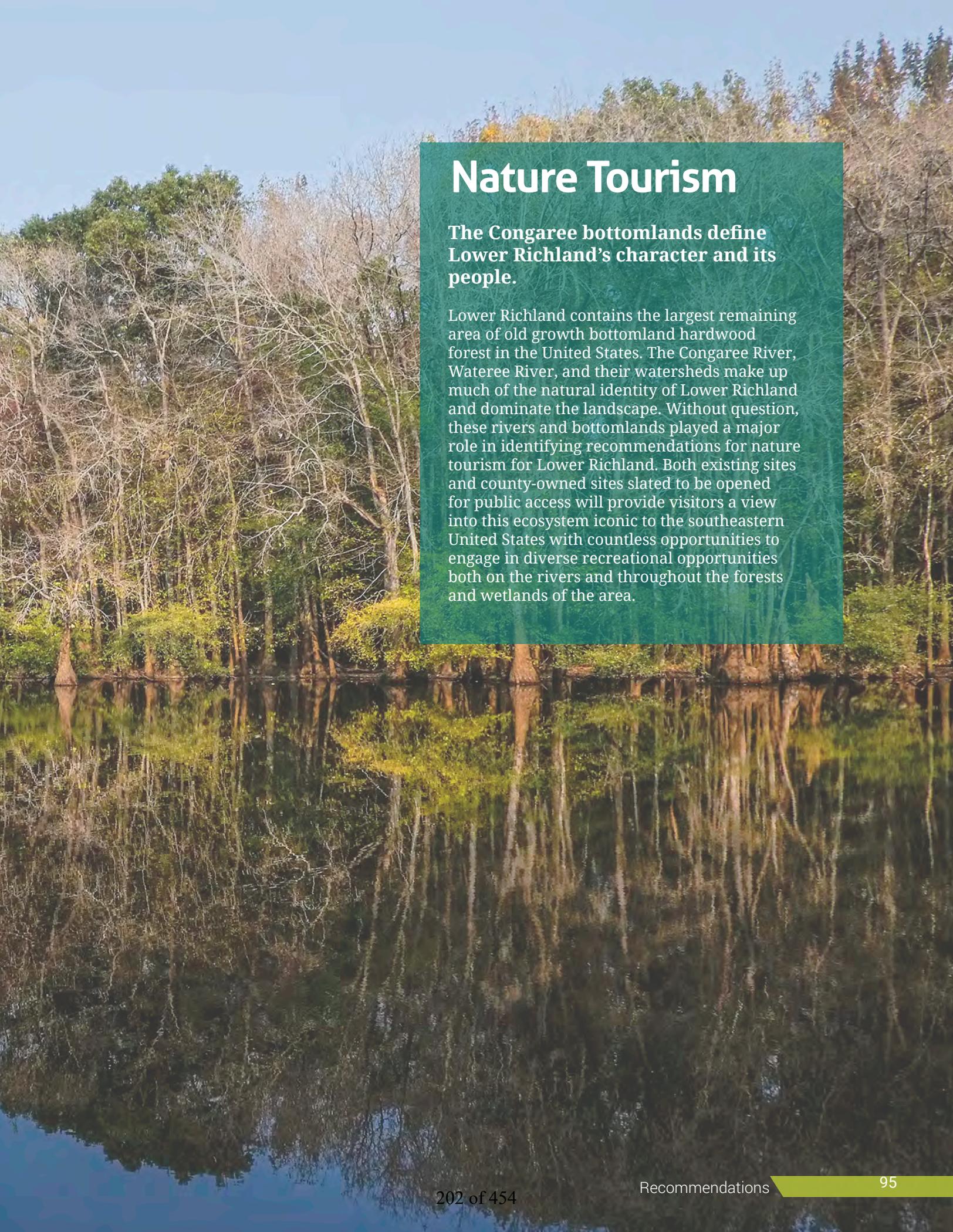
The plan involves nature tourism, heritage tourism, and small business development in equal measure. A stool with only two legs will not stand - and all three of these areas are crucial to achieve residents' vision of a sustainable, inclusive future that builds on the local community's strengths and assets.

- *Nature tourism* capitalizes on the world-class environmental assets of the Congaree bottomlands and existing attractions of Congaree National Park, and envisions the county-owned Mill Creek site offering a diversity of complementary uses to the national park that can attract visitors and local residents alike.
- *Heritage tourism* celebrates the history and cultural landscape of Lower Richland, and enables visitors to access a core Heritage Center before traveling across the landscape to visit diverse agricultural and historic sites of interest.
- *Small business development* reflects the need for Lower Richland residents to take the lead in building businesses and creating wealth within the growing tourism economy. The lack of businesses in Lower Richland today is a problem but also an opportunity; there is room for locally-based growth of businesses that are rooted in community tradition, knowledge, and resources. A Small Business Incubator will assist Lower Richland residents to understand the opportunities for tourism-serving businesses, take incremental steps that minimize risk and maximize reward, and access education, financing, and resources that will enable them to grow successful and sustainable businesses.



The growth and success of local-owned businesses, especially food service operators is a critical piece of the Tourism Framework.





Nature Tourism

The Congaree bottomlands define Lower Richland's character and its people.

Lower Richland contains the largest remaining area of old growth bottomland hardwood forest in the United States. The Congaree River, Wateree River, and their watersheds make up much of the natural identity of Lower Richland and dominate the landscape. Without question, these rivers and bottomlands played a major role in identifying recommendations for nature tourism for Lower Richland. Both existing sites and county-owned sites slated to be opened for public access will provide visitors a view into this ecosystem iconic to the southeastern United States with countless opportunities to engage in diverse recreational opportunities both on the rivers and throughout the forests and wetlands of the area.

Major Project Mill Creek Nature Center



Much of what makes tourism successful in geographically expansive areas such as Lower Richland is a single primary destination or set of key points of interest for visitors new to the region. The Mill Creek Nature Center will serve as a destination for visitors and members of the local community interested in nature-based recreation and environmental education in Lower Richland.

As a starting point for nature-loving visitors,

the Mill Creek Nature Center would provide 5 primary services to visitors, the local community, and the nature tourism network of Lower Richland:

1. **Orient visitors to nature-based recreational opportunities both on the Mill Creek tract and throughout Lower Richland such as paddling, hiking, and biking trails.**
2. **Provide the infrastructure to accommodate groups for social gatherings and environmental education**
3. **Provide a base camp for environmental science research and education occurring on or near the Mill Creek Tract**
4. **Provide a stopping point for campsite or other restricted use check-in**
5. **Provide space for an outfitter to run a primary or satellite business oriented around Mill Creek's nature tourism opportunities**

Precedent projects:

SHANGRI LA NATURE CENTER

The Shangri La Botanical Gardens and Nature Center, located in Orange, Texas, is a 252 acre site providing visitors with trails winding through a cypress-tupelo swamp and along Adams Bayou and Ruby Lake; indoor and outdoor gathering spaces; an exhibit hall and visitor orientation theatre; botanical gardens with passive use space; a visitor center that serves daily visitors, summer campers, and staff; and a small cafe. Facilities may be rented out for weddings, private parties, receptions, meetings and corporate functions, reunions, and other special events. Evening, summer, and weekend programming focuses on fun, science and nature for both children and adults. Seven large events occur annually on site, including large community trash pick-ups, festivals, an eco-fest and butterfly release, and craft workshops.



Shangri La Botanical Gardens and Nature Center, Orange, Texas

SALUDA SHOALS PARK

Saluda Shoals Park is a 400 acre riverfront park that emphasizes natural systems and environmental sensitivity. Visitors experience educational, recreational and cultural opportunities made richer by the park's location along the banks of the beautiful Saluda River. On-site, visitors will find an 11,000-square-foot Environmental Education Center and Exhibit Hall; a 10,000 square-foot state-of-the-art conference facility called the River Center; Administrative Offices for the Irmo Chapin Recreation Commission; Paved/unpaved trails for hiking, biking, and horseback riding; a River Observation Deck; a Boat Ramp/Canoe/Kayak Launch; Picnic Shelters; a dog park; and, playgrounds. Many of the facilities can be rented for everything from family picnics to weddings and conferences. Ornithology, water quality, mosquito, and vegetation research is ongoing at Saluda Shoals. Environmental education programming reflects this research and the identity of Saluda as an "outdoor laboratory."



Saluda Shoals Park, Columbia, SC

Nature Tourism Network



Cook's Mountain within the Wateree River Heritage Preserve Wildlife Management Area is a key point of interest within the Nature Tourism Network but could be more visible to potential visitors and better connected to other resources.

While a primary destination is important to a tourism industry, such as the Mill Creek Nature Center, a network of nature-based tourism opportunities is necessary to support industry growth. Lower Richland has no shortage of beautiful natural spaces. From the Congaree River to the Wateree River and everything in between, Lower Richland offers visitors a suite of nature tourism opportunities, an experience made even more significant through an intertwined network of heritage sites. Our vision is one that allows visitors the freedom to create their own itinerary of visits and adventures through Lower Richland's open spaces - whether for 4 hours or 4 days.

GOALS

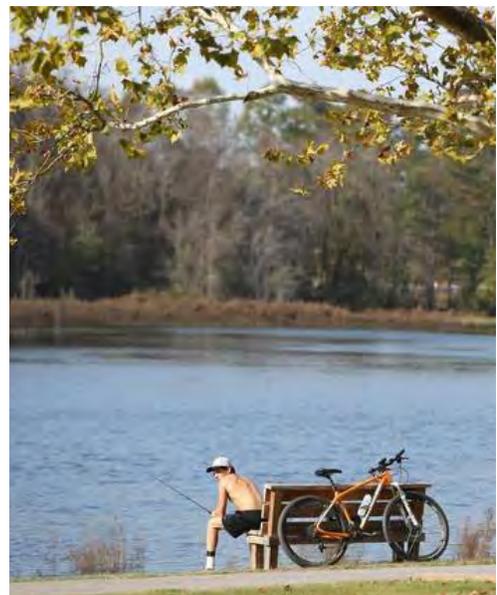
1. Leverage Lower Richland's impressive natural resources toward greater tourism through improved access, unparalleled outdoor experiences, coordination among multiple sites, and shared marketing.
2. Expand on the existing resources at Congaree National Park with new recreational opportunities at the Mill Creek site and elsewhere in Lower Richland.
3. Ensure that improvements to park sites throughout Lower Richland, and especially the Mill Creek site and the Cabin Branch site, consider the needs and desires of both tourists and local residents.

RECOMMENDATIONS

1. Promote Gadsden as a nature tourism hub and gateway community to Congaree National Park and consider economic incentives to encourage business development which can support tourism.
2. Use the recommendation from the Lower Richland Strategic Community Master Plan to create a minor hub and catalyst project at the ‘rural crossroads’ where Bluff Road meets Old Bluff Road. This project would serve as a visible gateway for Congaree National Park and provide wayfinding information to tourists coming from Columbia. Additionally, a general store would be well-placed near this location to serve both tourists and residents alike.
3. Create interpretive course for area guides and outfitters to better connect nature tourism to heritage tourism.
4. Develop a range of interpretive trails to connect Lower Richland nature and heritage sites.
5. Program the Mill Creek site to complement opportunities at Congaree National Park.
6. Study new put-in/take-out spots for paddlers at Mill Creek to enhance the existing Congaree River Blue Trail.
7. Study new put-in/take-out spots for paddlers along the Wateree Blue Trail especially in or near the Wateree River Heritage Preserve WMA .
8. Work with South Carolina DNR to provide enhanced signage and wayfinding for the Wateree River Heritage Preserve WMA and new passive program opportunities in keeping with the preserve’s management strategy.
9. Invest in Pinewood Lake Park’s amenities and wayfinding signage from Garner’s Ferry Road so that it can serve as a nature tourism hub.
10. Improve general conditions and access points along Palmetto Trail and link to adjacent features and other proposed interpretive trails.



New put-in/take-out locations at the Mill Creek tract will allow paddling on the Congaree River to be more accessible to more people.



Pinewood Lake Park is strategically located on a primary corridor through Lower Richland and a gateway location where visitors should receive information about other Lower Richland points of interest.

GADSDEN NATURE TOURISM HUB

With its proximity to Congaree National Park, and specifically the park’s Cedar Creek paddle launch, the community of Gadsden is ideally situated to become a hub for nature tourism in Lower Richland and serve as the “gateway” to Congaree National Park and Mill Creek. The plan envisions Gadsden as a place that can provide many of the essential goods and services needed to support nature tourism: food service, lodging, equipment rentals and merchandise. Existing institutions in the vicinity of Gadsden including the Wateree Retreat Center and the Neal Ecological Preserve should be part of this vision. The town needs to be a critical part of the nature tourism network.

INTERPRETIVE COURSEWORK

Creating interpretive courses for area guides and outfitters would better connect nature tourism to heritage tourism. Aside from the noteworthy natural systems of Lower Richland, visitors to this region have a unique opportunity to to experience the natural and cultural stories in tandem. However, up to this point, the communities advocating for those stories to be told have not overlapped outside of the programs at Congaree National Park.

River guides taking visitors along the Congaree, as well as other nature tourism providers, currently have little opportunity to gain knowledge of the historic and cultural significance of Lower Richland in ways that could be integrated with their trips. Within the guide and outfitter community, there is recognition that the dissemination of these stories would only improve the services they are providing and encourage greater stewardship of both natural resources and historic and culturally significant places.

INTERPRETIVE TRAILS

Developing a range of interpretive trails to connect Lower Richland nature and heritage sites will provide a sense of identity and convey the interconnectedness of natural and heritage sites throughout Lower Richland. The stories of Lower Richland residents, natural systems, histories, and



The Certified Interpretive Guide Program

ROGER RIGOLD



ELIZABETH



KELLY FABELLE

The Certified Interpretive Guide program is designed for anyone who delivers interpretive programs to the public. It combines both the theoretical foundations of the profession with practical skills in delivering quality interpretive programming to visitors.

This 32-hour course includes:

- history, definition, and principles of interpretation
- making your programs purposeful, enjoyable, relevant, organized, and thematic
- using tangible objects to connect audiences to intangible ideas and universal concepts in interpretive programs
- presentation and communication skills
- certification requirements (50-question literature review; program outline; 10-minute presentation)
- all materials, workbook, and CIG course textbook

Requirements for the CIG Course

Anyone age 16 or over with a desire to increase their knowledge and skills related to interpretation may participate. Membership in NAI is not required, but NAI members may pay a discounted fee to participate in the program. You can also elect to take the training without becoming certified. You do not have to be an NAI member to take the training course.

To find a course near you, visit www.interpret.net/certification.

NAI 230 Cherry St
Fort Collins, CO 80521
970-484-8283
www.interpret.net

The Certified Interpretive Guide Program (CIG) is a popular and very accessible short course that would allow local residents to become certified guides.



Precedent for a trailhead that serves as a visible beacon for an interpretive trail, provides key information, and includes seating as well.

cultural spaces would be told as visitors journey through the Lower Richland Interpretive Trail system and would be aided by region-wide wayfinding and branding.



Precedents for interpretive trail signage that are highly adaptable to various types of information, sensitive to their surroundings, and communicate a sense of place; images: Heine Jones



Congaree National Park will continue to be a magnet for visitors to Lower Richland but can be significantly complemented by new programming at the Mill Creek tract.

PROGRAMMING MILL CREEK

Mill Creek is positioned to be able to fill the recreational service gaps left by Congaree National Park because much of the Mill Creek Tract has less restrictive policies guiding its development. Trails at Mill Creek should provide sustainably designed improved access for visitors to experience the interior of some of the most well-preserved ecosystems in the region. Uses such as mountain biking, where appropriate, would be allowed within the tract. Lodging options that are not available in the national park - which currently only offers primitive camping - would be allowed on the Mill Creek Tract including cabins and RV Camping. Finally, there is some opportunity to collaborate with potential lodging, food, or recreational outfitters to become vendors on the Mill Creek site.

CONGAREE RIVER BLUE TRAIL

Mill Creek is situated along the American Rivers designated Congaree River Blue Trail. A paddling trail stretching from the urban core of Columbia to the 601 bridge adjacent to Congaree National Park. A 50 mile paddle in it's entirety, Mill Creek provides a 21-mile stopping point for paddlers interested in staying overnight at Mill Creek's lodge, proposed cabins, or proposed campsites. Currently, paddlers have limited options between Columbia and the end of the Blue Trail and are often left stranded if the river's sandbars are not present to camp on overnight.

WATEREE RIVER BLUE TRAIL

Starting north of Camden, SC, near the Lake Wateree Dam, the Wateree River Blue Trail currently provides only limited access as it courses through Lower Richland. However, it is the recommendation of this plan to work with local Blue Trail partner organizations and South Carolina DNR to create new access points within or near the existing Wateree River Heritage Preserve Wildlife Management Area, near the confluence with the Congaree River, and potentially other points in between



The take-out point at the Bates Bridge landing is currently one of the few access points for the Congaree Blue Trail within Lower Richland.



The W.T. "Billy" Tolar Boat Ramp at Garner's Ferry Road is one of the few access points for the Wateree Blue Trail and the only location in Lower Richland.

to create shorter paddling itineraries within Lower Richland. With its adjacency to the Palmetto Trail, Cook's Mountain, Kensington Mansion, and Congaree National Park downstream, the Wateree River Blue Trail is an significantly underutilized recreation asset for the Lower Richland.

PINEWOOD LAKE PARK

As a gateway to Lower Richland, Pinewood Lake Park has the potential to be more than just a community park but also a hub where visitors can gain broader information about the region and get fully oriented to Lower Richland before visiting other destinations.

PALMETTO TRAIL

The Palmetto Trail is a state-wide hiking and biking trail stretching from the foothills of the Blue Ridge Mountains in Walhalla, SC to Awendaw on the Intracoastal Waterway northeast of Charleston, SC. Sections of the trail, called passages, range in length from 1.3 to 47 miles. The trail currently consists of 350 miles of established trail with an additional 150 miles planned in the Midlands and Uplands to complete the route. Eventually, thru-hikers could potentially complete the



Wayfinding sign point to the Palmetto Trail along McCord's Ferry Road, but access is limited.

entire 500 miles without any disconnections in their journey.

On the southern border of Fort Jackson, 16.2 miles of trail called the Fort Jackson Passage exist with connections to Columbia. A major stumbling block is connecting the trail from the eastern end of the Fort through private lands to the section of trail RCCC funded along Hwy 601 through SCE&G property. The organization building the trail, Palmetto Conservation Fund, also has plans to build a spur from the southern end of the trail section where it comes from the Wateree River to Congaree National Park. County assistance to purchase trail use easements and help with trail construction would go a long way to making a much needed hiking and biking amenity in eastern Lower Richland that will foster tourism. The Foundation's Palmetto Conservation Corps could also be engaged for other trail-building needs elsewhere in Lower Richland.

Nature Tourism Key Sites: Mill Creek



Existing roadway at the Mill Creek tract

Mill Creek has the potential to offer some of the best access in Lower Richland to healthy bottomland hardwood swamp and the Congaree River. A comparable, albeit smaller tract as compared to Congaree National Park, Mill Creek provides an opportunity to sustainably create nature tourism attractions and infrastructure where there are fewer political or legal barriers than in federally protected park space. Many of the amenities missing in the National Park can be provided on site in Mill Creek and the site can become the primary destination for nature-based recreationalists in the region. The framework for developing amenities should promote local benefit through opportunities for Lower Richland residents to both operate and become employed through nature tourism and supporting business endeavors at Mill Creek.

GOALS

1. Reconnect Lower Richland residents to the Congaree River, Goose Pond and forested areas with new access and amenities.
2. Connect Lower Richland visitors to the river heritage by providing a gateway destination to Lower Richland.
3. Provide high quality amenities that will be appealing to both residents and visitors.
4. Provide program offerings that both complement and exceed the offerings at Congaree National Park.
5. Provide small business opportunities for local residents through concessions or other arrangements.

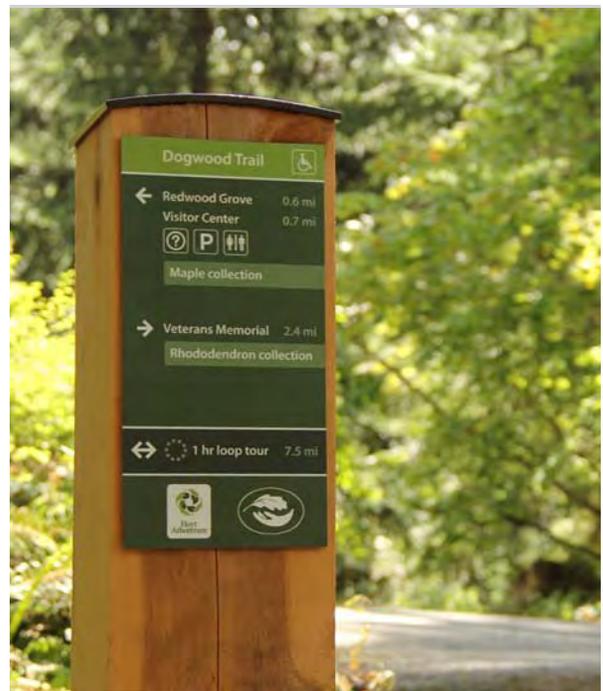
RECOMMENDATIONS SITE WIDE

1. Clarify long-term manager: study benefits to Lower Richland as a county, state or federal site and formalize management structure.
2. Define site hubs of activity and necessary amenities
3. Define vehicular access corridors, trail system, and parking options, and install a comprehensive wayfinding signage system consistent with the Lower Richland tourism identity
4. Complement Congaree National Park by “filling the gaps” that Congaree cannot offer: lodging, trail, and other amenities that take advantage of this site of national significance.
5. Define use zones to ensure habitat protection.
6. Treat full site as a bird watching destination and coordinate programming with the local chapter of the Audubon Society.
7. Define access fee structure to include discount for local residents.
8. Define use permit structure (camping permits, boat launch, etc.)

Major Project Mill Creek Nature Center



Camping platforms are a simple and cost-effective amenity that can make camping more appealing for more people in places that flood regularly.



Comprehensive wayfinding signage will need to be a critical early investment into Mill Creek given its size and diversified features.

RECOMMENDATIONS RIVER + BOTTOMLANDS

1. Prioritize non-motorized (canoe and kayak) boat access
 - Define the take out/put in points - and infrastructure needed
 - Design for multiple itineraries: long-distance experienced paddlers; short-distance day trip
 - Connect efforts with Congaree River Blue Trail
2. Fishing access
 - Provide multiple options - dock, pier and banks
 - Locate a fishing pier - out of view of sausage plant
 - Study parking infrastructure needs
 - Study opportunity for bait & tackle vendor and other relevant retail
3. Rustic river cabins for paddlers
 - Conceived as a 'hut system' that could relate to other river lodging upstream and downstream
 - Study potential for county as developer to facilitate other projects
4. Combination of boardwalk and canopy walking trails due to regular flooding.
5. Study zip line opportunity to ensure habitat protection and potential vendor opportunity.



Congaree River frontage at the Mill Creek tract



Concept plan for a riverfront area at the Mill Creek tract



The existing lodge at the Mill Creek tract

RECOMMENDATIONS

GOOSE POND + UPLANDS

1. Create campsite plan near lodge to include combination of options including tent camping and cabins sleeping 4-6 people.
2. Identify upland sites for temporary-only RV campground.
3. Study potential for additional conservation around Goose Pond.
4. Create vendor opportunities including canoe/kayak rental at Goose Pond, and bike rental at the lodge.
5. Treat the lodge as a revenue generator: Target schools, scouts, and other groups for lodge rental
6. Create enclosed information office/kiosk below lodge.



Goose Pond

SITE HUBS + USE ZONES

At 2,555 acres, Mill Creek is situated to provide both an extensive conservation area as well as a suite of amenities on site to support its recommended status as the primary nature tourism hub. Within this study, types of recreational amenities are proposed including the necessary infrastructure needed to support those amenities. However, future development should further address siting of amenities and circulation between different parts of the Mill Creek site. Great care should be taken to ensure “use zones” are designated in a way that distributes use impacts, especially closeby to any particularly sensitive systems on the Mill Creek tract (i.e. riparian buffers near creeks and wetland systems). This plan envisions four main activity hubs on the Mill Creek site: 1. The Nature Center and gateway to Mill Creek; 2. Goose Pond; 3. The Northwest Congaree Riverfront; and, 4. The Southeast Congaree Riverfront.

The Nature Center and Gateway to Mill Creek

Upon arrival at Mill Creek, visitors will be greeted by the Mill Creek Nature Center, an initial stopping point to orient visitors to all of the amenities, lodging, and recreational opportunities throughout Mill Creek as well as providing a space for environmental education programs and gatherings. Large groups will find overnight accommodations in the Mill Creek Lodge - an ideal space for youth groups, girl and boy scouts, and large families with enough space for 24 individuals. Visitors traveling via recreational vehicle (RV) can utilize the RV area of Mill Creek located in close proximity to the entrance of Mill Creek and both the Nature Center and lodge. Electrical hook-ups, low-impact RV pads, and a site designated for RV waste disposal are necessary infrastructure for an RV park.

Goose Pond

Goose Pond’s natural beauty makes it an ideal location for campsites. Areas near the shoreline and into the forest should be prioritized for car camping. Infrastructure

should be put in place to provide potable water stations for campers. Campsites can offer a variety of amenities to campers - from tent platforms with existing canvas tents, empty platforms, or designated tent areas on ground-level.

Northwest Congaree Riverfront

The Northwest Congaree Riverfront offers the best opportunity for visitor access to the waterfront for those interested in journeying to the Southeast Congaree Riverfront via canoe or kayak; or for visitors interested in staying in lodging along the waterfront. Because land in this area is not impacted by mitigation restrictions, this is the only area on the waterfront where some higher use activity, mandating more substantial infrastructure, can be developed. Canopy tours and zip line adventures through the bottomlands from river to swamp interior should start at the NW Riverfront. Additionally, the NW Riverfront should serve as the river-side gateway into Mill Creek for paddlers on the Congaree River Blue trail and should act as a half-way point for long-distance paddlers coming from Columbia on their way to the 601 bridge.



Paddle sport access is major opportunity at the Mill Creek tract but the design of the launch will depend on bank conditions

EDISTO RIVER CABINS

The Edisto River Cabins in Canadys, South Carolina have received national acclaim as a nature-tourism destination. Some of the accolades include:

- *Top 10 “Magical Treehouses” from around the World, USA Today, May 2015*
- *“Ultimate Treehouses – Ingenuity and Engineering,” Animal Planet, Treehouse Master Pete Nelson’s special: August 14, 2015*
- *“Most Unique Place to Spend the Night in Every State,” Weather.com, September 2015*
- *“Favorite off-the-beaten-path Adventure in South Carolina” Outside Magazine, July 2013*
- *“Top 5 Southern Summer Escapes,” Garden & Gun Magazine, June/July 2013*
- *“The 25 Greatest Adventures To Do Now!” National Geographic Adventure, Nov. 2003*
- *“50 Amazing Places Like Nowhere Else on Earth,” National Geo Adventure, October 2003*
- *“100 Great Escapes for 2002” Travel & Leisure, January 2002*



Southeast Congaree Riverfront

The Southeast Congaree Riverfront should serve two main purposes: 1. Provide a location for paddlers who departed from the NW Riverfront an opportunity to take out their boats; and, 2. Act as the primary fishing site on the river at Mill Creek. Because of this sites proximity to sensitive habitats and the designated mitigation bank, care should be taken to minimize development and use impacts as much as possible.

CIRCULATION + ACCESS

Circulation and public access areas of Mill Creek need to be carefully considered to minimize negative environmental impacts. While some areas, specifically the Nature Center, RV sites, and campsite areas in close proximity to the Nature Center will need to be able to be accessed by visitors in their private vehicles, access to other areas should be limited to an on-site outfitter. Access to the riverfront areas of Mill Creek could be facilitated through a shuttle that takes visitors back and forth from main parking areas located in less environmentally sensitive areas of the site around the Nature Center. Exceptions should be made for visitors with disabilities and plans for development on

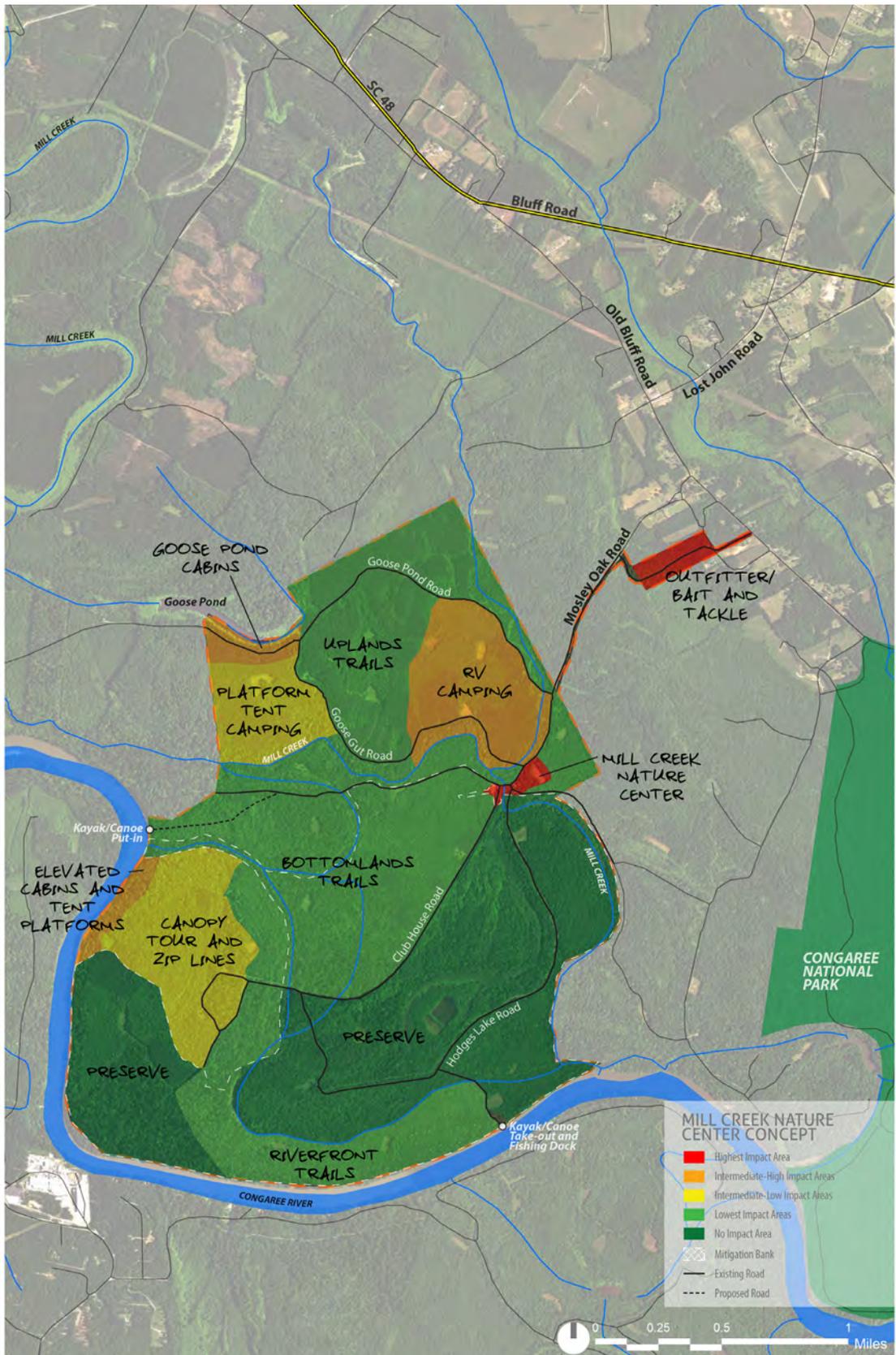
Mill Creek should include the creation of designated handicapped parking at all activity areas. The only other private vehicle access to the riverfront areas would be for visitors staying in riverfront cabins.

Access to the site by car includes the existing single entrance from Old Bluff Road. It should be made clear to visitors navigating the site that Moseley Oaks Road does not lead to an alternate public entrance.

Access by water, i.e. the Congaree River, includes the Northwest and Southwest Riverfront areas of Mill Creek - though primary access should be located at the NW location to minimize negative environmental impacts to the areas surrounding the SE Riverfront.

FEES + PERMITTING

A study of nature area access, lodging, programming, and outfitter fees throughout South Carolina and the Southeast should be conducted to best inform the fee structure at Mill Creek. Particular attention should be given to allowing reduced or no-fee access to local residents and to visitors or groups with limited financial means.



Overall concept plan for the Mill Creek tract



Trail amenities should be considered for their value to birding as a primary activity at the Mill Creek tract.

BIRDWATCHING DESTINATION

Mill Creek's ecosystems provide an ideal habitat for many local and migratory bird species popular among bird enthusiasts. The site's position on the Congaree River specifically orients itself as a prime stopover for birds utilizing the river as a protected habitat corridor. Limiting the number of vehicles allowed to travel throughout Mill Creek will reduce road noise and, being cognizant of noise at each of Mill Creek's hubs will minimize the impact of activity on sensitive bird populations. Ensuring roadways are not wider than necessary and that roadways and cleared use areas maintain healthy forested buffers will also minimize the negative impact on birds. Key areas on the site ideal for bird watching should be identified with the help of local birding groups including the local chapter of the Audubon Society and the Riverbanks Zoo. Low-impact access for visitors should be provided along with interpretive materials and signage emphasizing the important role visitors can play as stewards.

A canopy tour, including a series of raised boardwalks at various heights throughout



Canopy walks are a successful means of introducing birding to more audiences.

the tree canopy to the forest floor, would add an amenity to the Mill Creek site not only as an attraction for families and amateur bird watchers, but for avid birders as well.

MANAGEMENT + FURTHER STUDY

Designating long-term management of the Mill Creek site is of vital importance to the success of Mill Creek as a Nature Tourism destination. Further study should be done to understand the economic feasibility and benefit of county, state, or federal management roles. Concessions agreements should be considered for some recreational amenities and supporting services on site and should give preference to business models that have been proven in other markets or to local entrepreneurs, specifically those who have engaged with or completed any program and/or business development with Lower Richland's Small Business Incubator.

Nature Tourism Key Sites: Cabin Branch

The Cabin Branch site is positioned in close proximity to Garners Ferry Road with a variety of adjacent land uses. Much of the land in the tract is riparian - i.e. often wet and uneven vegetative buffer areas protecting Cabin Branch from runoff. This has perhaps kept this land from being used for farming or residential use as much of the adjacent land has. Agri-tourism and nature-based tourism potentially intertwine at this site, making it an ideal location for interpretive trails both on site and on nearby farmland that weave together the story of this ecosystem with that of centuries of farming that has occurred all around Cabin Branch. This plan envisions enabling public access to a site with minimal infrastructure development and urges the consideration of recreational bike and equestrian trails - though further feasibility study is needed.

GOALS

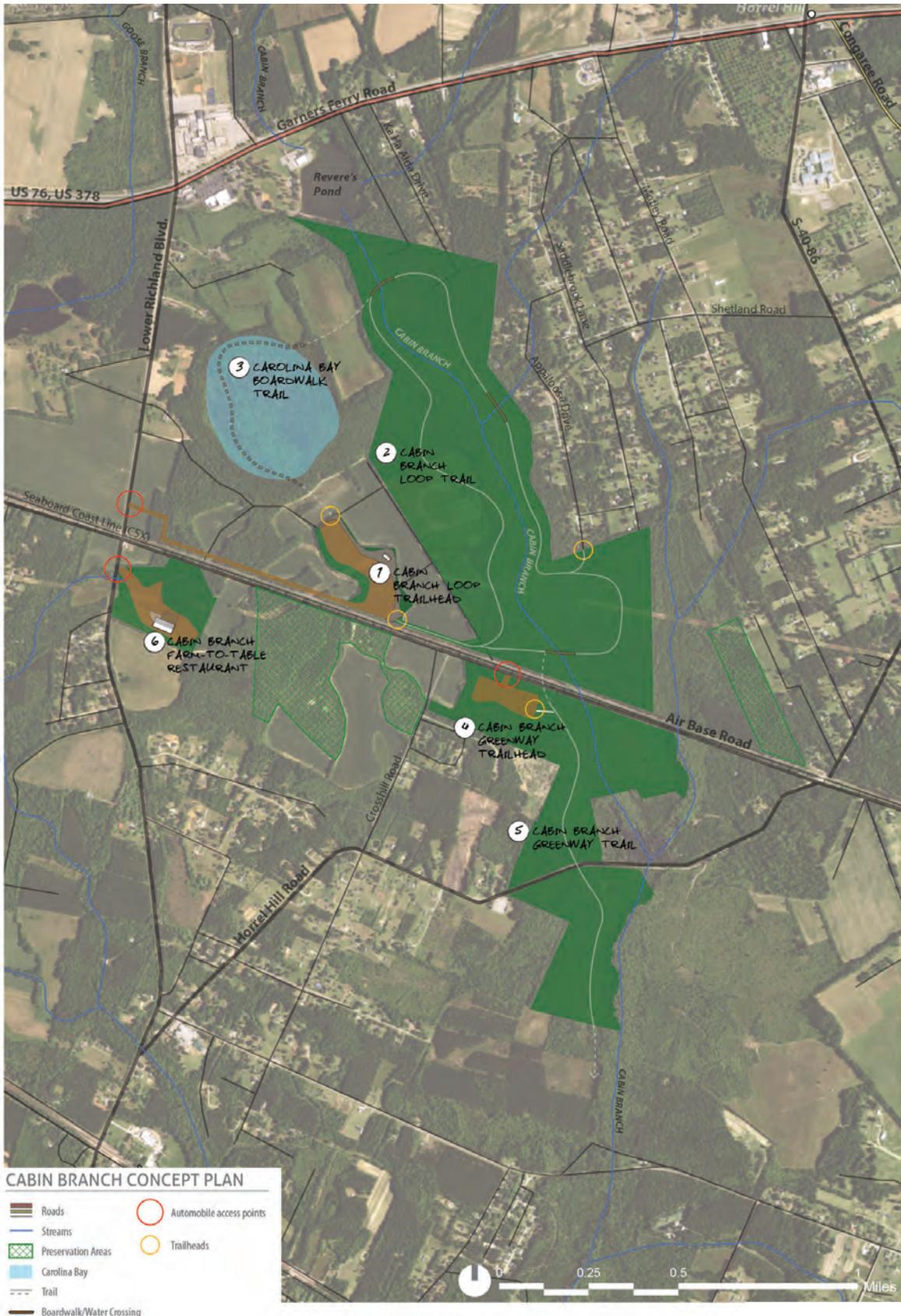
1. Connect residents to conservation and heritage lands through new trails and programming that complements existing park programming nearby and access to new opportunities.
2. Draw on the site's diverse agricultural and ecological history and emerging niche agricultural enterprises nearby to create a heritage destination for both residents and tourists.
3. Clarify access with trailheads and additional conservation.

RECOMMENDATIONS

1. Locate a modest parking area near access to Lower Richland Blvd. and include an unstaffed trailhead/information kiosk.
2. Development site framework to include new trails, trailheads, interpretive signage and connections to nearby heritage features.
3. Identify site for signature farm-to-table restaurant.
4. Coordinate with organic farmers currently nearby.
5. Work with adjacent landowners to develop access points and easements that complement existing trails on the Cabin Branch site, including access from major roads as well as access to natural features like Mistletoe Bay.



Precedent for a modest trailhead/information kiosk at the Cabin Branch tract



Concept plan for the Cabin Branch tract

TRAILS

A trail system at Cabin Branch would be an ideal amenity for a site that, due to its fragmented and sometimes narrow nature does not easily lend itself to more substantial or higher-use nature-tourism amenities. Low-impact trail design should guide trail development specifically due to the sensitive nature of Cabin Branch's riparian zones. In particularly sensitive and regularly flooded areas, boardwalks should be utilized to both minimize trail closures due to flooding and to minimize erosion from foot traffic on wet soils. Additionally, pairing trail design with interpretive planning and weaving a trail from riparian zones into agricultural zones (with permission from landowners through easements) can tell a unique story of Lower Richland's agricultural history and current day agricultural economy.

Further study should assess the environmental impact of bicycle and pedestrian trails on site as both trail types are currently absent in this part of the region despite substantial demand for both.

Perhaps one of the most intriguing opportunities at Cabin Branch comes from its location adjacent to one of the largest Carolina bays in the region - Mistletoe Bay. With landowner approval and appropriate easements, a spur trail, including a boardwalk that weaves into the bay, should be created to provide visitor access to the unique natural site.

Branding recommended for Lower Richland's Tourism industry should be consistent with some minimal trail and kiosk signage throughout the parking, trailhead, and trail areas of the Cabin Branch site.

ACCESS + PARKING

Access to the Cabin Branch site should be provided by automobile via Lower Richland Blvd where the property comes into contact with the road just north of Air Base Road. This access would lead to the main Cabin Branch Loop trailhead and should provide parking, signage and educational materials at a kiosk, minimal restroom facilities, and potable water. From the parking lot, two trailhead access points are recommended - one to the east feeding into a loop trail that traverses the riparian areas of Cabin Branch, and another to the north that would provide access to Mistletoe Bay with approval from the current landowner.

Further study should be done about the feasibility of connecting the Cabin Branch Loop Trail to county-owned land south of Air Base Road. The position of the Seaboard Coast Line (CSX) rail line imposes a significant barrier to connecting Cabin Branch properties from north to south.



The Sewee Shell Ring Interpretive Trail in Francis Marion National Forest is a precedent for a future trail link across the Carolina Bay



Carolina Bay Farms is one of the existing farms located adjacent to the Cabin Branch tract that is part of the broader site narrative

In the near-term, a secondary parking area and trailhead access on the south side of Air Base Road is recommended to provide access to the recommended Cabin Branch Greenway Trail. In the long-term, acquisition of land further south along Cabin Branch would provide an ideal opportunity to create a linear greenway trail through Lower Richland.

Two properties, shown in the Cabin Branch Concept Plan as “Preservation Areas” are not recommended for access in initial phasing of this plan because of their fragmented nature relative to other properties.

PARTNERSHIPS WITH FARMERS

Part of the story that should be told at Cabin Branch is the rich agricultural history of the site and current day industry adjacent to the county-owned open spaces. Collaborating with adjacent landowners - especially those who are actively farming - can further bolster the nature and heritage tourism economy by providing a site for agri-tourism through farm site visits. Additionally, with landowner approval and appropriate security precautions in place, trails could weave through both the riparian areas on the county-owned land and the margins of agricultural lands nearby,



A farm-to-table restaurant is proposed for a portion of the Cabin Branch tract that would have frontage on Lower Richland Boulevard and Air Base Road

allowing hikers a view into agricultural production in Lower Richland.

FARM-TO-TABLE RESTAURANT

The concept plan for the Cabin Branch site shows a farm-to-table restaurant sited with frontage on Lower Richland Blvd. The county should incentivize local Lower Richland-based entrepreneurs to develop and operate a farm-to-table restaurant on site that both complements the nature/agricultural interpretive trails on the rest of the Cabin Branch property, but also provides economic benefit for the local economy by providing a food service for visitors that features food grown in Lower Richland.



Heritage Tourism

One of Lower Richland's strongest assets is barely visible to someone not familiar with the area: the concentration of diverse heritage sites and the stories that animate their histories.

Although none of these sites can carry an emerging tourism economy on its own, Lower Richland boasts a community of residents with a strong desire to tell these stories and make these sites more inviting and accessible to a broader audience. Limited resources and a lack of shared vision have hampered efforts to leverage the area's heritage for economic development. The recommendations in the following section focus on ways of organizing, promoting, leveraging and sustaining Lower Richland's heritage assets so that, coupled with the area's significant natural resources, they may become the foundation for a sustainable tourism economy.



Major Project Lower Richland Heritage Center



Farmers Market



Community Porch at the heritage center



Bandshell

RECOMMENDATIONS

This project is envisioned as a major gateway destination and community resource to Lower Richland that can provide new space for telling the stories of Lower Richland residents through exhibits, presentations, educational programs, community space and guides to the many existing heritage sites in Lower Richland.

We believe that for heritage tourism to thrive, Lower Richland and its partners will need to develop a *Heritage Tourism Center*. The purpose of the Center, at least from a tourism perspective, is to offer travelers a single destination for learning about Lower Richland heritage. At the Center, travelers will be introduced to the various heritage sites around Lower Richland.

This strategy utilizes a traditional hub-and-spoke strategy to connect visitors to Lower Richland heritage. Visitors would begin their travel at the Center, be introduced to the heritage storylines and stories for the region, and then continue to visit the specific sites spread around Lower Richland. Examples of such a heritage center include the new Harriet Tubman Underground Railroad State Park in Maryland and the Colleton Museum and Farmers Market in Walterboro, South Carolina.

The Center is envisioned as much more than a tourism attraction. The Center should contain a library, community meeting spaces, a reunion hall, a historical archive, and the like. The agricultural heritage of Lower Richland should be interpreted in the Center, including the establishment of an adjacent working farm. The current conceptual plan for a Richland Library in Hopkins should be integrated into this overarching plan with the Richland Library system taking a leadership role in the Center's development.

The agricultural heritage of Lower Richland is a critical component in the area's sustainable tourism and recreation strategy. A critical part of this strategy is the development of value-added products. Currently, most of Lower Richland agriculture is invested in commodity production. What is needed is a concerted effort to develop consumer end or farm-to-table products.

The Center can help to facilitate this new market by including a community commercial kitchen where residents could have access to the space and equipment necessary to produce locally-sourced, value-added, consumption-ready products. Tours of local farms that are engaged in farm-to-table production should also be developed by the Center.

As envisioned, the heritage center will attract a diversity of travelers. The rewards that come from this diversity can be significant. For example, a recent study from the University of South Carolina's Richardson Family SmartState Center of Economic Excellence in Tourism and Economic Development has revealed that African-American tourists are responsible for \$2.4 billion in economic impact for South Carolina, an impact that is associated with approximately 26,302 jobs and \$789.5 million in labor income. Just a 5% increase in visitation from African-Americans will result in an economic impact of \$118.6 million in annual output, and an additional 1,315 jobs and \$39.5 million in labor income for South Carolinians. But the surveys showed that awareness is still low, with 55% of African-American visitors unfamiliar with African-American cultural attractions in South Carolina.

The USC report concludes that "the state needs to invest in promoting African-American culture." Where is there a better place to increase African-American visitation, and

Major Project Lower Richland Heritage Center

to promote African-American culture, than in Lower Richland? The development of the Center is a critical step forward in attracting this burgeoning market to the rich African-American heritage of Lower Richland.

Richland County has been very involved with the Slave Dwelling Project. The county has funded condition assessments on five slave cabins in Richland County, as well as funded the restoration of the Laurelwood cabin in upper Lower Richland. We recommend the organization of a specific antebellum tourism and interpretive strategy in conjunction with the development of the new Center.



Colleton Museum & Farmers market in Walterboro, SC, which features a highly successful commercial kitchen for community use.



COLLETON MUSEUM & FARMERS MARKET

KEY

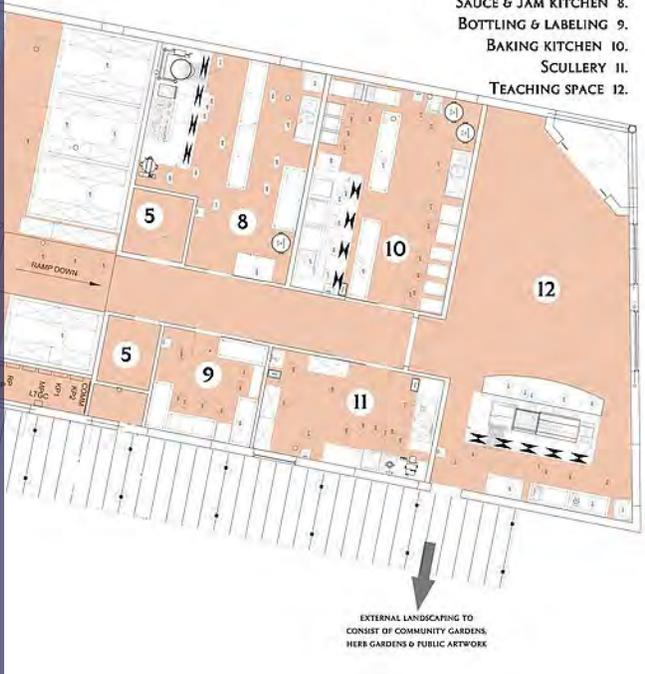
- ENTRANCE FROM WASHINGTON ST. 1.
- ENTRANCE FROM EXISTING MUSEUM 2.
- ENTRANCE FROM PARKING LOT 3.
- RETAIL DISPLAY AREA 4.
- RESTROOMS 5.
- RETAIL COUNTER & FOOD SERVICE AREA 6.
- DRY STORAGE & REFRIGERATION 7.
- SAUCE & JAM KITCHEN 8.
- BOTTLING & LABELING 9.
- BAKING KITCHEN 10.
- SCULLERY 11.
- TEACHING SPACE 12.

Precedent project:

COLLETON MUSEUM & FARMERS MARKET

Established as a strategy to preserve and promote the historical, natural, cultural, and agricultural heritage of Colleton County, the Colleton Museum in Walterboro, SC, offers one of the best precedents for the Lower Richland Heritage Center in regard to similar program scope and scale of operations. With its integral farmers market and commercial kitchen, the museum provides a convincing proof of concept for the proposed strategy of combining research and interpretation-based heritage programs with the living heritage of agri-tourism.

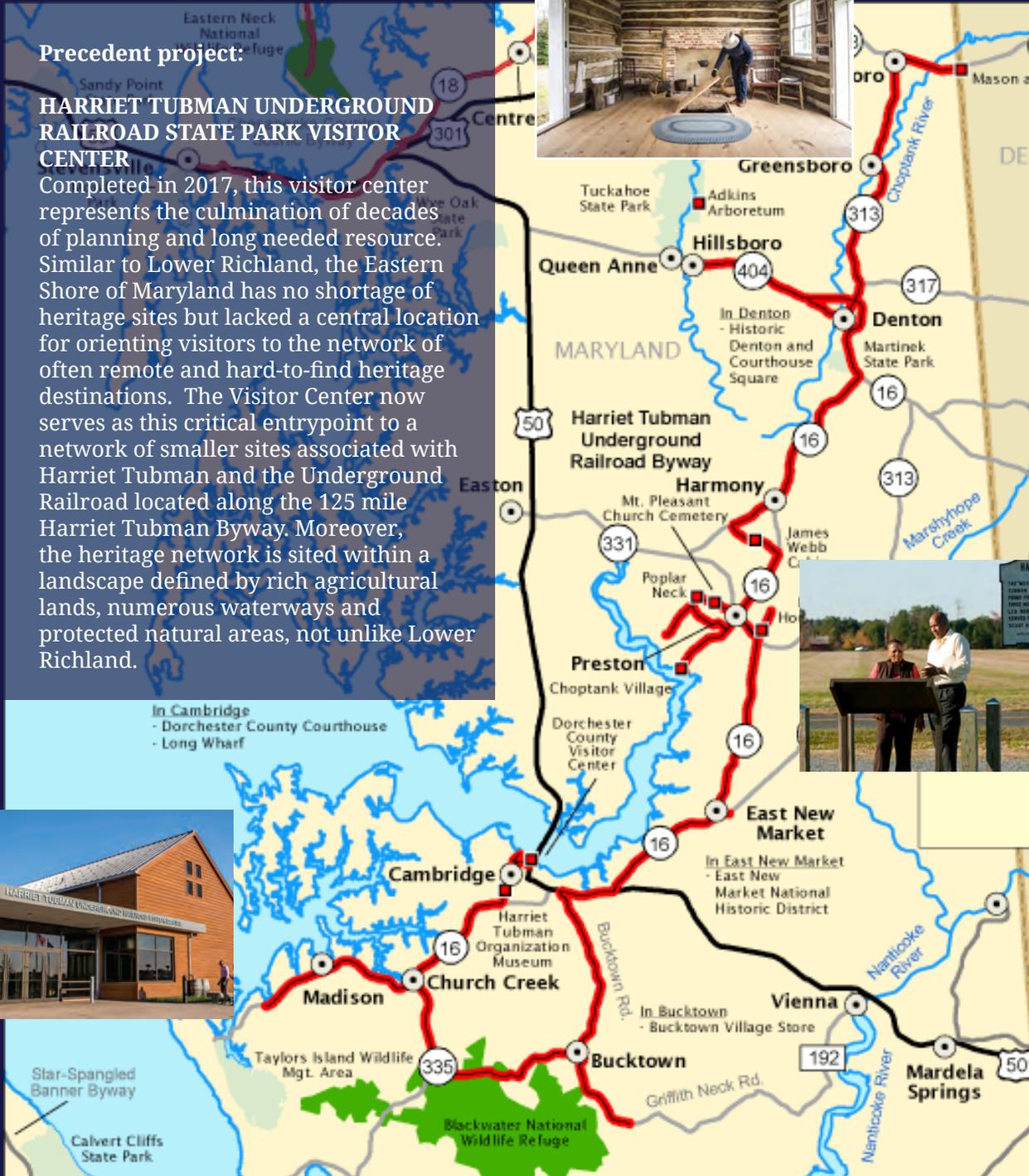
Precedent project:



Precedent project:

HARRIET TUBMAN UNDERGROUND RAILROAD STATE PARK VISITOR CENTER

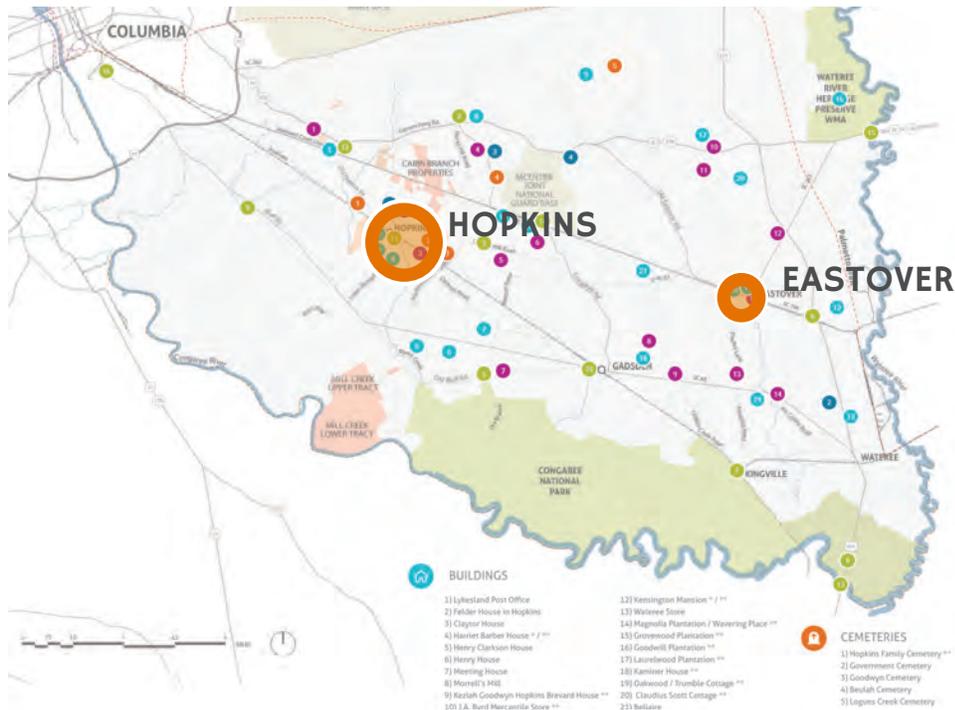
Completed in 2017, this visitor center represents the culmination of decades of planning and long needed resource. Similar to Lower Richland, the Eastern Shore of Maryland has no shortage of heritage sites but lacked a central location for orienting visitors to the network of often remote and hard-to-find heritage destinations. The Visitor Center now serves as this critical entrypoint to a network of smaller sites associated with Harriet Tubman and the Underground Railroad located along the 125 mile Harriet Tubman Byway. Moreover, the heritage network is sited within a landscape defined by rich agricultural lands, numerous waterways and protected natural areas, not unlike Lower Richland.



In Cambridge
- Dorchester County Courthouse
- Long Wharf

Star-Spangled
Banner Byway
Calvert Cliffs
State Park

HERITAGE TOURISM NETWORK



Key map for the heritage tourism network

The Heritage Tourism Network proposed for Lower Richland builds on the numerous heritage sites scattered throughout the area but relies on investment in two specific hubs to insure that the network is visible, accessible and inviting. The primary hub resides at the center of Hopkins where an existing open space, often commonly referred to as the *Hopkins Village Green*, is envisioned as a cluster of new public facilities. At the core of this cluster is a proposed new institution, the Lower Richland Heritage Center, which would be adjacent to three other key resources: a community commercial kitchen for producing small batch value-added locally sourced food products, the Lower Richland Small Business Incubator space, a dedicated covered farmers market space, and a band shell for performances. As the minor hub, Eastover is seen as a place where an existing concentration of underutilized historic structures can be adaptively reused. The town's current plan to relocate its City Hall into an historic building on Main Street is envisioned as a catalyst for additional historic redevelopment that can bring new services to the area while orienting visitors to Lower Richland heritage at the same time.

GOALS

1. Improve the visibility of all Lower Richland heritage sites and reinforce their long-term preservation
2. Improve the connectivity between all heritage sites in Lower Richland through improved access and shared identity
3. Provide new opportunities to tell the Lower Richland story to an expanded audience
4. Identify sources of funding for new initiatives through public/private partnerships

RECOMMENDATIONS

Major Project Lower Richland Heritage Center

1. Consolidate support for Lower Richland to be included in the existing *South Carolina National Heritage Corridor* (SCNHC) and advocate for this legislation.
2. Leverage the existing heritage resources including the SERCO guide as a basis for more robust interpretive trail network.
3. Help existing Lower Richland nonprofits grow their capacity and be better positioned for future funding opportunities.
4. Utilize county funds to develop a branding identity for Lower Richland tourism that can be used to promote all heritage sites.
5. Based on the Lower Richland brand, develop a wayfinding signage system with coordinated website and other outreach materials to better link the existing sites and advance their shared identity.
 - Coordinate with the South Carolina Parks, Recreation and Tourism for potential funding assistance through the *Tourist-Oriented Directional Signage program (TODS)*, *Emerging Destination Marketing Grant* program, as well as other grant opportunities.
6. Explore the potential to use one of the rail corridors as a trail to connect numerous sites of significance in Lower Richland.
 - Work with the Rails to Trails Conservancy to conduct a feasibility study on this effort.
7. Develop the Hopkins Village Green into a multi-faceted community commons oriented around a Lower Richland heritage center, a park that can serve as a festival grounds, a covered pavilion that can serve as a ‘community porch’, and a bandshell that can anchor a performance space.
 - Explore the concept of restoring an existing historic building as part of the heritage center.
 - The project would be an ideal county initiative or public/private partnership with the addition of an integrated retail component.
8. Support the City of Eastover’s continuing efforts to rehabilitate its historic building on Main Street.
9. Explore tax abatements and other incentives for adaptive reuse retail development within the historic structures along Eastover’s Main Street.
10. Utilize county funds to launch a Lower Richland oral history initiative immediately .
 - Commission a local videographer to oversee the project.
 - The project should include both new oral histories as well as help to gather and make accessible previously recorded oral histories.
 - Make the oral histories fully accessible on the Lower Richland tourism website and the Richland Library system.
11. Explore potential partnerships with the Richland Library system to help develop the heritage center project and associated programs.
12. Coordinate with Palmetto Conservation Foundation on ways to better connect the Palmetto Trail to existing heritage sites in Lower Richland.

EXPANDED DESCRIPTIONS FOR SELECT RECOMMENDATIONS

INCLUSION IN NATIONAL HERITAGE AREA

Recognition within a National Heritage Area would provide significant boost to Lower Richland’s nascent tourism economy and the area deserves this recognition. As envisioned, the proposed Heritage Center will work to organize and consolidate heritage tourism opportunities for the entire region. This structure (Center with connecting heritage sites) is the basic platform for creating an official heritage area. Interestingly, just such a heritage area already borders Lower Richland, the South Carolina National Heritage Corridor (SCNHC). However, the corridor inexplicably excludes Lower Richland.

According to the National Park Service: *“A National Heritage Area (NHA) is a designation given by the United States Congress to an area that has places and landscapes that collectively represent a unique, nationally important American story. An NHA can be any size and is intended to encourage historic preservation and an appreciation of the natural, cultural, historic, and scenic resources that have been shaped by the area’s geography and history of human activity.”*

“...National Heritage Areas (NHA) are places where natural, cultural, historic, and scenic resources combine to form a cohesive, nationally important landscape arising from patterns of human activity shaped by geography.”

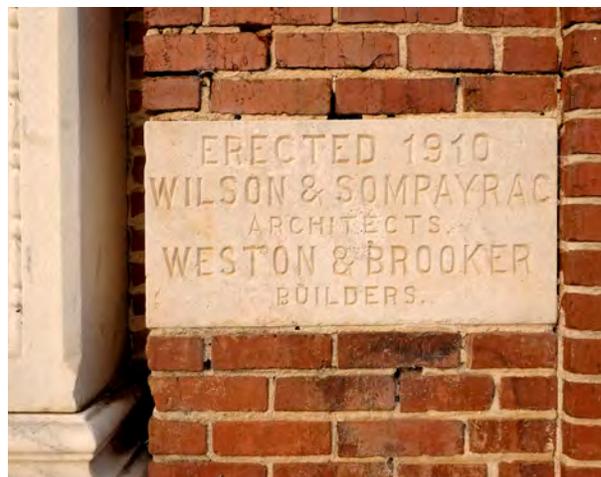
EASTOVER HERITAGE HUB

As the only incorporated municipality in Lower Richland and the only town with a conventional ‘main street’ plan, Eastover represents a unique opportunity to catalyze investment around heritage tourism and serve as a key hub within the heritage tourism network.

Recent plans to relocate the town’s City Hall to a nearby historic structure has the potential to trigger other adaptive reuse efforts in adjacent buildings. Eastover has already received some



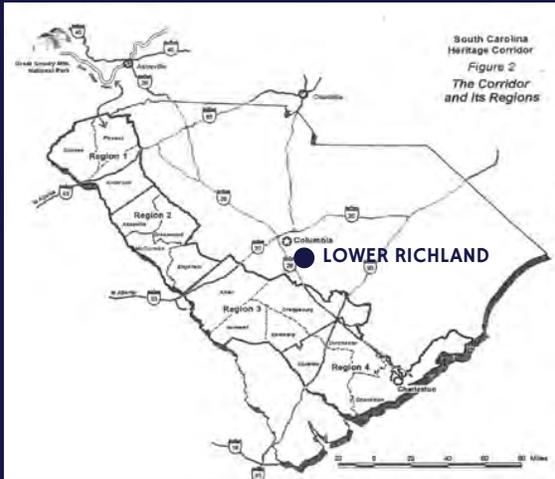
Logo for the South Carolina National Heritage Corridor



Architectural detail in Eastover

financial support from the county for its City Hall project. This plan proposes additional support to ensure the project is realized as well as additional regulatory measures such as tax abatement and historic preservation incentives to encourage more redevelopment of the town’s vacant storefronts. With its proximity to Kensington Mansion, the terminus of a potential rail trail from Cabin Branch, the Palmetto Trail, and the Wateree and Congaree River paddle takeouts, a revitalized Eastover could effectively link heritage tourism with nature tourism in Lower Richland.

South Carolina National Heritage Corridor (SCNHC)



Map of the SCNHC showing its 4 regions and geographic proximity to Lower Richland.

Congress designated the SCNHC in 1996. According to the National Park Service; the SCNHC was created for the Southeastern states to receive a NHA designation and the SCNHC is one of the largest Heritage Areas. The SCNHC extends 240 miles across South Carolina, stretching from the mountains of Oconee County, along the Savannah River, to the port city of Charleston. Bounded at one end by the historical port of Charleston and at the other by the mountains of the Blue Ridge, the South Carolina National Heritage Corridor, also known as the “Corridor,” encompasses the history of the settlement and evolution of the State. Within its boundaries, the Corridor also holds the places where rural and agricultural-based lifestyles developed and that remain as unique and powerful today as they were centuries ago.

CONNECT HERITAGE TO NATURE

In 2017, Congaree National Park welcomed over 160,000 visitors, a 15% increase over the previous year, and the most recorded in the park’s history. Yet very few of these visitors left Lower Richland with any awareness of the area’s cultural heritage. For tourism of any kind to succeed in Lower Richland in the long term, heritage assets must be linked with natural resource assets to create a shared identity for the area. Not only will this serve as a more authentic representation of Lower Richland but it will be more interesting to visitors. Some may come for one reason and stay for another. Others will be enticed to visit because Lower Richland offers a unique fusion of nature and heritage experiences. There are numerous program opportunities that can help to marry these interests beginning with a brand identity and marketing campaign that gives equal credence to both types of tourism. Other programs include improved interpretive education coursework for both nature and heritage guides that effectively links Lower Richland’s to the landscape of the region.

WATEREE RIVER HERITAGE PRESERVE WILDLIFE MANAGEMENT AREA

Waterree River Heritage Preserve WMA is managed by SC DNR to preserve and enhance natural and cultural resources of the area. A major part of that management consists of restoring and enhancing of wetlands and streams on the property. SC DNR is also addressing the cultural resources aspects of the property through an in-depth archaeological study that will be used to provide educational material and programs for visitors. New heritage trails with interpretive signage and wayfinding could help to make the findings of the study more accessible to visitors. Although certain activities and practices are restricted on this heritage preserve because of a conservation easement and the Heritage Trust Law, Richland County and SC DNR should continue to work with the private owner of the Goodwill Plantation to conduct public tours of this important site, and if possible, develop a schedule of regular events that would allow visitors to plan in advance.

“Libraries aren’t amenities; we’re necessities. And we will continue to move our communities forward, making sure our residents are prepared for the future. We will be places where the community can come together and discuss issues that are important to them. We are ensuring people have spaces to learn, create and share. And we need to break down barriers, provide access to information and connect local residents directly to the experts.”

*Melanie Huggins, Executive Director
Richland Library*

LIBRARY SYSTEM COLLABORATION

The Richland Library system has set an impressive standard for public service and is guided by a mission which closely aligns with the goals of the Lower Richland Tourism Plan. After a successful bond measure in 2013, the Richland Library has developed construction plans for six new or renovated libraries in the county and has spent the last year gathering community input on their plans. The Library has a history of positive programming in Lower Richland with heritage programming at the Eastover branch location and an ambitious culinary program at Lower Richland High School. Yet, Lower Richland remains underserved by the Library and the Hopkins area has been identified as an ideal location for expanded programming. There is a significant shared interest in the Library’s plans and the vision for the Lower Richland Heritage Center, and this plan proposes a substantial collaboration to realize the vision.

BRANDING + WAYFINDING

The development of a custom branded identity is a relatively low-cost but high return investment in the development of heritage tourism economy for Lower Richland. The branding as simplified representation of Lower Richland’s shared identity will help significantly to unify the many distinct heritage sites of the area and aid in guiding visitors who will be looking for consistent and recognizable identification. The branding would typically include a logo graphic, color and typography standards, and potentially a phrase or motto that could be used to distill and easily communicate the essence of Lower Richland to new visitors.

These branding elements then become the foundation for wayfinding signage that can be placed at strategic locations throughout Lower Richland to help guide visitors and steer them to the various heritage sites (see the *Wayfinding* section of the *Tourism Framework* for an expanded description and example of the signage). Additionally, the South Carolina Parks, Recreation & Tourism department offers



Richland Library has a history of integrating heritage resources into its programming including these panels at the Eastover Branch.

grant funding and assistance for emerging tourism areas to implement more standard tourism wayfinding signage through its *Tourism-Oriented Directional Signage* (TODS) program.

INTERPRETIVE OPPORTUNITIES

There is a wealth of knowledge and interest in sharing stories among Lower Richland's resident population, but there exist few resources for residents to communicate and share this interpretive local knowledge to area visitors. Interpretation is a keystone for successful tourism as it provides a way for visitors to learn about places that may not speak for themselves and it allows local residents a means of educating visitors about these places. Successful interpretation will also help to inspire appreciation for places among visitors which may lead them to return or at least share stories with other potential visitors, which in turn leads to more tourism. In many cases, if visitors struggle to find information about the key places that make an area special, they will likely not enjoy their experience, or at a minimum may depart the area with an insufficient understanding of the place and little of value to share with other potential visitors.

There are several ways that interpretation can help establish and enhance tourism in Lower Richland. A key first step is to develop an interpretive strategy for the region that aligns with the recommendations of this plan. The interpretive strategy would help to better define the specific narratives and tours that can connect multiple heritage sites in Lower Richland and help to prioritize investment in the area's heritage resources.

Interpretive training will be important for the local guides to offer these tours. To encourage and facilitate more local residents to earn guide credentials, Richland County can offer guide certification training offered by the National Association for Interpretation. Another resource is Benedict College which at one time offered a tourism studies program that could be potentially be reinstated as a continuing education course.

Following the interpretive strategy and establishment of a training program, various interpretive products, such as maps and booklets, signage, websites, and smart-phone apps, can be developed to help travelers connect with the experiences available in Lower Richland. These products can also be implemented in phases as funding is available.

Tourist-Oriented Directional Signage (TODS)



The *Agriculture and Tourist Oriented Directional Signage* Programs, commonly referred to as TODS, allows tourism- and agritourism-oriented facilities to have directional signage placed in the highway right-of-way in rural areas.

The Department of Agriculture and SCPRT are responsible for promoting the programs and screening businesses to make sure they qualify to participate in the programs. Because the backbone of the program revolves around highway signage, SCDOT will oversee the program and maintain all program regulations. The regulations were developed cooperatively by the three agencies and are in compliance with the Federal Highway Administration's Manual of Uniform Traffic Control Devices. (program text from the *South Carolina Parks, Recreation and Tourism* website)

There are also many traditional interpretive enhancement programs that can be utilized or leveraged not only to tell Lower Richland's stories but to conserve its historic resources as well. Lower Richland is already home to numerous sites listed on the National register of Historic Places but many of these are not well known or identified. This information should be a key component of any interpretive products developed for Lower Richland. There also remain many historic sites in Lower Richland that are not identified by historical markers, and it is recommend that Richland County and Lower Richland stakeholders work with the South Carolina Historic Preservation Office and its historic marker program to have these sites designated. Finally, there are also existing grant programs available to help with the restoration of sites so they are more equipped to receive tourists.

TARGETED PRESERVATION

A qualified consultant should work with Richland County to develop the comprehensive interpretive strategy for Lower Richland identified in the previous recommendations. This strategy will include a general framework for interpretation that will aid in guided tours and interpretive products, as well as identifying a strategy for prioritizing historic preservation sites. Key sites that can best inform visitors about the themes of Lower Richland's heritage should be prioritized for preservation and restoration. In advance of a commissioned interpretive strategy, Richland County Conservation Commission can begin to pursue a strategy of prioritizing sites based on the following themes to ensure that an inclusive and diverse narrative of Lower Richland is presented to visitors:

- Native American settlements
- Dwellings of the Antebellum period, including dwellings of enslaved people and plantations
- African American homesteading during the period of Reconstruction



Preservation and adaptive reuse of the historic Wateree Store could help tell the story of mercantile culture in Lower Richland while providing goods and services for the resident and visitor communities.

- Evolution of agricultural practices tied to the land
- The continuity of religious faith to Lower Richland residents
- Mercantile culture
- The impact of the railroad on Lower Richland communities

RESTORE AND REOPEN KENSINGTON MANSION

The preservation of Kensington Manor as a public heritage site needs to be of the utmost priority. Not only is this Lower Richland's most significant historic building, it is one of very few sites along the eastern edge of Lower Richland and is capable of drawing a large number of visitors. Owned by International Paper and currently under restoration, plans for public access, tours, event rentals, etc. have not been made known. The slave cabin on the property is in great need of restoration and interpretation and must be made available to tell the complete story of Kensington. Richland County should be the leader in advocating for public access to both structures.

COMMUNITY COMMONS / FESTIVAL GROUNDS

In conjunction with the proposed Lower Richland heritage center, the heritage hub should include a more flexible *Community Commons* area that can provide dedicated

park space for festivals, performances, outdoor movie screenings, and other community gatherings. One of Lower Richland's strongest heritage assets is its calendar of festivals which could attract more visitors from across the state and beyond if provided with a dedicated space.

In advance of the heritage center, the *Community Commons* could also provide a space for an open air visitor center and serve as an effective initial phase of the heritage center project as additional funding becomes available.

ORAL HISTORIES

The heritage of Lower Richland resides in both the built environment of the area as well as the collective memory of area residents past and present. An effective interpretation of Lower Richland's heritage will integrate stories of local residents into the tourism experience. There is of course a generational component to these stories, and while many stories have been passed from one generation to the next, many of the most illustrative stories are at risk of being lost if not documented soon. To this end, it is recommended that Richland County conduct an immediate effort to document, organize, and make accessible the *Oral Histories* of Lower Richland residents and others familiar with the area. Efforts should also be made to gather and make accessible any and all past oral history work conducted in Lower Richland. This project could be done in conjunction with Richland Library and/or a local audio/visual consultant.

RAIL TRAILS

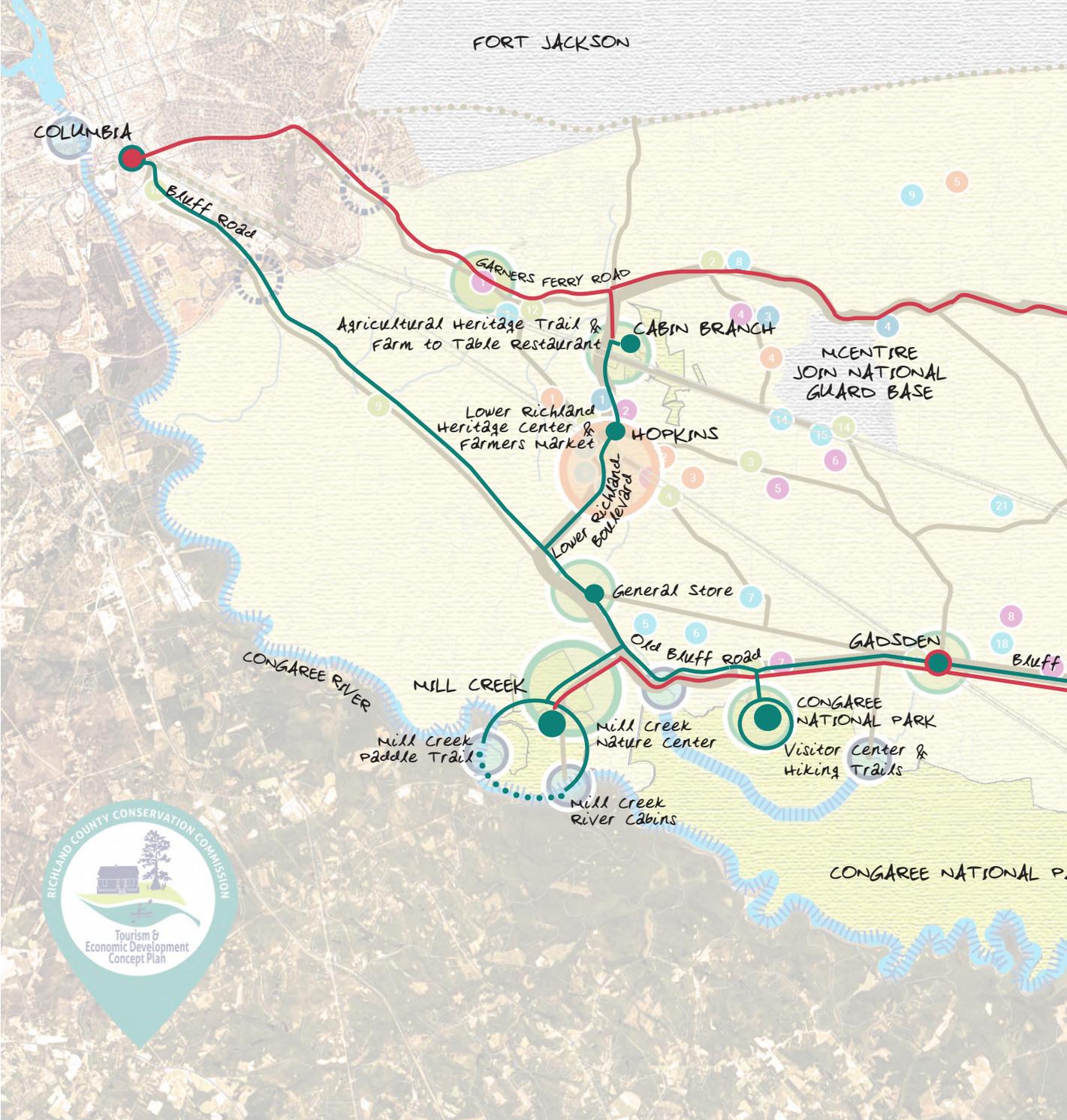
The impact of the railroad on the development Lower Richland is unmistakable. Not only were all of the current population centers of Lower Richland founded along one of two freight lines, these lines continue to operate and structure life in the area. There are examples of heritage tourism already happening in conjunction with the railroads, notably the annual Kingville Festival which

celebrates the memory of a once prosperous railroad town of which almost nothing remains, as well as numerous historic markers along the lines. Yet there may exist opportunities to better leverage the railroad right-of-way itself to spur heritage tourism.

Rail Trails are a concept in recreation, tourism, and active transportation, in which rail corridors are adapted to serve as hike and bike trails. Hundreds of communities all over the United States have successfully found ways to adapt their railroad right-of-ways to better serve their residents as amenities. While the majority of these trails have been created from decommissioned rail lines, such as the well-known Swamp Rabbit Trail in Greenville, SC, there are an increasing number of trails along active rail lines, often referred to as *Rails with Trails* in which the trail is physically separated from the actual train line but utilizes a portion of the same right-of-way.

In Lower Richland, both the southern rail line operated by CSX, and the northern rail line operated by Norfolk Southern, may have potential to support *Rails with Trails*. Along the Norfolk Southern line in particular, key segments pass through Eastover and Cabin Branch and could make for meaningful trail projects even as short isolated segments. It is recommended that Richland County staff oversee some preliminary due diligence work to learn which segments of the rail lines include right-of-way in excess of 50'. Following this study, the county should work with the Washington D.C. based non-profit organization Rails to Trails Conservancy to conduct a basic feasibility study of the potential for *Rails with Trails* in Lower Richland. Given the critical need for improved bikeways in Lower Richland but the difficulty in adapting them to the area's narrow roadways, even limited sections of *Rails with Trails* could have a huge impact on connectivity.

Nature & Heritage Itineraries



RECOMMENDATIONS



Two-Day Itinerary

1. From Columbia, head to Mill Creek Nature Center via Bluff Road.
2. Get oriented, visit the environmental education exhibits, and pick up picnic lunch from a park concessionaire.
3. At the riverfront, go fishing, bird watch, or rent kayaks for the Mill Creek Paddle Trail, and enjoy lunch on the river.
4. By early afternoon, head to Hopkins, stopping at the Harriet Barber House, and then browse the exhibition at the Lower Richland Heritage Center.
5. Finish the day with a short stroll along the Cabin Branch Agricultural Heritage Trail before dinner at the Cabin Branch Farm to Table restaurant.
6. Head back to Mill Creek and stay the night at a River Cabin or camp site.
7. After breakfast, rent mountain bikes and ride the Mill Creek trail loop.
8. Grab a picnic lunch at the new general store near the intersection of Bluff Road and Old Bluff road, and continue to Congaree National Park.
9. Get oriented at the Harry Hampton Visitor Center and enjoy any of several hiking trails.
10. Take an afternoon driving tour of heritage sites including a stop at Kensington Mansion.
11. Stop for dinner in Eastover or Gadsden. Return to Mill Creek for the night, check in at a local Bed & Breakfast, or return to Columbia.

Third Day Options

1. Drive to Eastover and rent bikes to explore the Palmetto Trail along McCord's Ferry Road and across the Wateree River via the Wateree Passage.
2. Stop at the Wateree Store for lunch or snacks, and browse for Lower Richland local goods.
3. Drive to Wateree River Heritage Preserve WMA to explore Cooks Mountain and the heritage trails, mountain biking, fishing, or check out Wateree Range for skeet shooting.
4. Return to Columbia via Garner's Ferry Road, stopping at any of the local family farms near Cabin Branch.





Small Business Development

A truly sustainable tourism economy is not just environmentally beneficial - it also creates economic opportunity and financial sustainability for local communities and families.

In order to grow tourism businesses that are led and sustained by Lower Richland residents and families, offering resources, policies, and programs for small business development will be essential. The recommendations in this section are designed to create “ladders of opportunity” so that residents at every level of expertise can participate in the process and find the type of small business that works for them and their family. They include recommendations on the key growth sectors for small businesses, as well as opportunities for financing, education and capacity building, and zoning refinements to support business growth.

KEY INCUBATOR PROGRAMS



RECOMMENDATIONS

The Small Business Incubator will serve as the cornerstone of local business development in Lower Richland. The Incubator can be co-located with the Heritage Center and new Richland Library branch at the Hopkins Heritage hub, and will be a core component of the county and its local partners' work to ensure that Lower Richland residents benefit from the burgeoning tourism economy in the area.

Education and Technical Assistance

The incubator will be the central “hub” for educational resources and technical assistance for Lower Richland residents who are working to start and grow new businesses. Educational resources will be available to residents at every stage of the process - from those who are just starting to think about a new business and wondering what the opportunities are, to those who have a small business and are looking for financing to take the next step in their growth, to those who already have an established business and are working to grow their market, revenue, and profit. Initial programming will focus on the three key sectors identified by Lower Richland residents: lodging and accommodations, restaurants and food service, and agriculture and food production. However, programs and partnerships at the incubator can easily be expanded to serve new areas of economic opportunity and growth. Partners including Clemson University, USC, the Ice House business development program, USDA, and others will be critical. Richland Library or other staff support will be crucial to facilitate and organize meetings and to maintain ongoing programming.

Networking

The incubator will help Lower Richland business owners grow their networks, secure financing, expand their market share with new customers, and build a qualified employee base. The incubator can be a space for convening and networking for multiple groups, including:

- Investors looking for new businesses to support - including private investors as well as bank, credit union, and micro-lender staff
- Convention and Visitor's Bureau informational events on marketing and attracting a visitor-based clientele
- Restaurants and grocers who may be interested in purchasing local agricultural products
- Small businesses looking for potential employees - who can host a job fair or recruitment event

Designing Programs and Attracting Resources

Incubators work best when they are spaces that can support many different types of programming, and can provide concrete support for business development - including competitions or micro-loan pools to get new businesses started; “accelerator” programs that provide intense guidance, mentorship, and often funding to help businesses grow; and even pop-up retail, restaurant, or other spaces that can provide essential equipment and visibility for growing businesses in order to get them ready for the next step of running their own venue. In order to support these programs, the business incubator will need knowledgeable staff who have experience in development and grantwriting work, or close partnerships with county or other agencies who can provide support for program design and resource development.

One initial program we recommend that the Small Business Incubator undertake is the development and operation of a commercial kitchen space that will offer resources for aspiring caterers, restaurateurs, and specialty food producers to cook at larger scales and process products in ways that are consistent with food safety regulations. Commercial kitchens are a proven mechanism for helping aspiring small-business owners get “off their kitchen table” and into a space that allows them to scale up operations and gain needed experience that enables them to receive financing for further expansion. However, competent and consistent supervision of commercial kitchen spaces is required in order for them to offer a significant benefit to the community, which will require the incubator to work with partner organizations and funders to find sustainable funding for operations.

Develop High Opportunity Business Sectors



Mr. Bunkys is one of the few examples of a successful retail operation in Lower Richland and currently fulfills many retail needs including basic conveniences, grocery, restaurant, and fuel.

RECOMMENDATIONS

Currently, there are few businesses available for tourists and visitors to patronize in Lower Richland, and community members also see a dearth of available services and retail options to meet their daily needs. Growing businesses in Lower Richland is therefore an opportunity to serve visitors coming to enjoy the natural and heritage assets of the area; to fuel additional demand for community-serving businesses like grocery stores and restaurants; and to enable local residents to build wealth through business ownership and local employment. Residents engaged in the planning process expressed a need to focus on targeted, high-opportunity business sectors for small business development, including lodging and accommodation businesses; restaurant and food service businesses; and agricultural and food production businesses.

GOALS

- 1. Lodging and Accommodations:** From creating a small RV park, to ensuring that zoning permits small bed-and-breakfast or lodging opportunities, to the possibility of a larger “boutique” hotel, Lower Richland should offer an array of lodging and accommodation options for visitors and tourists that are locally-owned and build local wealth.
- 2. Restaurants and Food Service:** Restaurants and food service opportunities in Lower Richland develop to serve both residents and visitors to the area, and take advantage of local expertise and local agricultural products.
- 3. Agriculture and Food Production:** The agricultural heritage of Lower Richland becomes an economic generator through opportunities for specialty and organic farming; value-added production of food products using local ingredients; and resource-pooling strategies such as cooperative ownership of land and cooperative sales.
- 4. Community-Serving Businesses:** Grocery stores and neighborhood-serving retail businesses can serve both residents and tourists. Using the tourism market to expand the economic potential of key development sites can help attract businesses like grocery and dry goods stores that rely on traffic and visitor counts to determine where to locate.



Precedent

Gateway to Big Bend National Park

At first glance, Marathon, Texas, may not appear to have much in common with any of the towns in Lower Richland. However, what they share is a proximity to a heavily visited national park, small town character, an intact cultural heritage, and no other economic development beyond small-scale tourism.

As the self-proclaimed 'Gateway to Big Bend National Park', Marathon has successfully leveraged its location to serve as a much needed hub for visitors continuing to the park.

Lodging + Accommodations

RECOMMENDATIONS

1. Take advantage of the “sharing economy” by creating a training program at the Small Business Incubator and encouraging local residents to try renting rooms in their home, or other properties they own, to visitors on a short-term basis.
2. Based on proven demand for sharing economy rentals, develop a targeted loan program to help residents build accessory dwelling units (mother-in-law units) to be rented through Airbnb or other online listing venues.
3. Develop small RV parks and lodging options at the Mill Creek tract to help further prove the market for lodging in Lower Richland. The successful RV park arrangement at the Harriet Barber House during Congaree Swampfest and the continued growth of the National African American RVers Association (NAARVA) has demonstrated an ongoing need.
4. Ensure residents are aware of the lodging businesses currently permitted in Lower Richland within the zoning ordinance, and perform an economic impact assessment related to zoning alterations that would allow larger bed-and-breakfast uses and/or expand the Rural Commercial category to allow for additional areas of potential hotel development.
5. Provide educational programs and financing resources that support local residents to build businesses in this market sector (see “Financing” and “Education and Capacity Building”).



Bed & Breakfasts are already permitted within the existing RU zoning designation but many Lower Richland residents are not aware of this.



An RV campground has been long needed in Lower Richland and could be accommodated at the Mill Creek tract.



Upland Cabins are one of the potential lodging options that would be ideal at the Mill Creek tract.

SHARING ECONOMY

Take advantage of the “sharing economy” by creating a training program at the Small Business Incubator and encouraging local residents to try renting rooms in their home, or other properties they own, to visitors on a short-term basis.

The “sharing economy” is a word often used for online booking sites, like Airbnb, VRBO, or HomeAway, that enable local residents to advertise and rent rooms in their homes or whole properties to a national and international group of tourists and visitors. These sites allow property owners to list their room or property as often as they would like to (all the time, during peak seasons, or just one weekend a year during a major festival). Hosts and guests are able to review one another, so property owners can determine whether a potential guest is going to be respectful of their home or property. A short class on listing property on “sharing economy” websites, including a primer on the different websites available and guest and host responsibilities, could be helpful to show Lower Richland residents the potential of their properties to generate additional income from tourism visitors. Residents can then decide whether they would like to try listing their property.

ACCESSORY DWELLING UNITS

Based on proven demand for sharing economy rentals, develop a targeted loan program to help residents build accessory dwelling units (mother-in-law units) to be rented through Airbnb or other online listing venues.

Many people on sharing economy websites keep renting rooms in their home for a long time. However, many visitors want to rent independent apartment suites, cabins, or homes, with their own kitchens and bathrooms — and they will pay a premium for these types of units. Residents of Lower Richland who have tried renting rooms and see an opportunity for additional visitors may want to add small “accessory units” or “mother-in-law units”

on their property in order to increase the number of visitors they can attract, but these renovations can be expensive. Developing a loan program with a local bank or credit union can help residents access loan officers who understand the local tourism environment and the opportunities for Lower Richland residents to invest in lodging for visitors.

MILL CREEK LODGING

Develop small RV parks and lodging options at Mill Creek to help prove the market for lodging in Lower Richland.

Often, banks can be reluctant to lend to any development that is the first of its kind in a particular area, and the lack of current lodging options in Lower Richland means that community members who want to create RV parks or small lodges will need to work through this barrier. One way to remove this barrier is for the county to help take the first step toward proving that visitors can and will stay in Lower Richland if they are given the opportunity. This plan therefore recommends that a small RV park and a set of lodging options on the Congaree River be integrated into the county-owned Mill Creek site. In order to ensure that these lodging options provide benefit to the community, the county should examine local employment opportunities, and potentially operate some of the lodging facilities as “concession” models in which a local business could lease and operate the county-owned site.



The small bed & breakfast at Wavering Place Plantation in Lower Richland is a scale that other property owners could emulate.

CLARIFY AND ADAPT ZONING

Ensure residents are aware of the lodging businesses currently permitted in Lower Richland within the zoning ordinance, and perform an economic impact assessment related to zoning alterations that would allow larger bed-and-breakfast uses and/or expand the Rural Commercial category to allow for additional areas of potential hotel development.

Currently, the Rural zoning category allows bed-and-breakfast development for properties with less than 9 rooms within the Rural zoning district, while larger hotel and motel uses are permitted under the Rural Commercial category. This plan recommends that the Richland County Planning department ensure residents are aware of current opportunities to develop small bed-and-breakfast uses, and perform an economic impact assessment of opportunities to either expand the number of rooms allowed in bed and breakfast uses, or expand hotel/motel development through use of the proposed RTCS zoning designation along major corridors (Lower Richland Blvd, Bluff Rd, and Old Bluff Rd) and within the Gadsden Commercial District which forms the gateway to the Congaree National Park.

FINANCING, EDUCATION, AND CAPACITY

Provide educational programs and financing resources that support local residents to build businesses in this market sector (see “Financing” and “Education and Capacity Building”).

The “Financing” and “Education and Capacity Building” components of this section will focus on educational and financing resource development that can support lodging businesses and other small businesses in Lower Richland.

GROWING A BUSINESS

See the following page for a chart that discusses a “sample path” for growing a business in the lodging and accommodations sectors, and shows how the resources described in this plan can assist businesses in each stage of growth:

- Taking the First Steps
- Growing a Small Business
- Scaling Up for Success

LODGING & ACCOMMODATIONS	Taking the First Steps	Growing a Small Business	Scaling Up for Success
<p>A Sample Path: Growing a lodging & accommodations business</p>	<p>Residents rent a room in their house on Airbnb during peak tourist seasons (e.g. firefly season) to gain extra income</p>	<p>Residents develop a “mother in law” unit or “accessory dwelling unit” on personal property and rent it via Airbnb, VRBO, or other online venue full-time</p>	<p>Residents attract investment to develop and operate a bed & breakfast or a lodge for visitors.</p>
<p>RESOURCES FOR LODGING & ACCOMMODATIONS BUSINESSES</p>			
<p>Spaces & Places</p>	<p>Business Incubator: Co-located with a new Richland Library branch and the Heritage Center, this is a space to convene partners who can provide educational resources to help Lower Richland residents grow successful businesses</p>	<p>Business Incubator</p>	<p>Business Incubator</p>
<p>Education</p>	<p>Ice House Program at the Business Incubator: Create a basic business plan to envision what a successful business could look like</p>	<p>Business Incubator Classes: Partnerships with USC’s college of Hospitality, Retail and Sport Management and their Tourism Incubator, as well as Benedict College’s Recreation and Leisure Services department, can help bring relevant content to the Business Incubator in Lower Richland.</p>	<p>Business Incubator Classes and Networking Events: The business incubator may offer additional classes as well as networking events with local investors, banks, and credit unions.</p>
<p>Financing</p>	<p>No financing required! The “first steps” are designed to be low-cost, low-investment, and low-risk ventures that let people try out different types of businesses and see what is right for them.</p>	<p>Local Bank or Credit Union: Programs at the business incubator assist residents to apply for a bank loan from a local bank or credit union to develop small, rentable units on their properties, or a micro-loan to renovate their existing properties. County Small Business Development: Dedicated staff for small business development at the county level may assist to develop a targeted loan product for LR residents with a local bank.</p>	<p>The success of small lodging options on county sites and in residents’ backyards has shown investors and banks the opportunity that exists in Lower Richland - programs at the business incubator and at USC can help residents work with these investors and banks to grow new lodging options that enhance and display local character.</p>
<p>Partners</p>	<p>The IceHouse Program; Richland Library system</p>	<p>USC; Benedict College; USDA; County Economic Development staffer devoted to small businesses; Richland Library system</p>	<p>Local banks and credit unions; investors</p>

Food Service & Production

RECOMMENDATIONS

1. Develop a commercial kitchen that can be operated as part of the Small Business Incubator concept.
2. Create restaurant or catering facilities at publicly-owned properties, including at the proposed Heritage Center and Nature Center, that can be operated on a “concession” model by a local business.
3. Focus on food trucks as a potential intermediate step for small businesses that have outgrown the commercial kitchen and concession model.
4. Adapt zoning to facilitate restaurant development around the Gadsden and Garner’s Ferry hubs and along Old Bluff Road and Lower Richland Boulevard.
5. Provide educational programs and financing resources that support local residents to build businesses in this market sector (see “Financing” and “Education and Capacity Building”).



Whippoorwill Cafe & Bakery is a relatively new locally owned restaurant on Garner’s Ferry Road.



The Certified SC program provides free marketing for value-added products produced in commercial kitchens.

COMMERCIAL KITCHEN

Develop a commercial kitchen that can be operated as part of the Small Business Incubator concept.

Commercial kitchens are important assets that help residents scale up their catering businesses, restaurant concepts, and specialty food product ideas, while following important food safety rules and learning to use standard commercial equipment rather than home-kitchen equipment. The key to a successful commercial kitchen incubator program is to ensure that it is operated and maintained on an ongoing basis by staff with the ability to train new users on regulations, equipment usage, and cleanup. This commercial kitchen should therefore be located near the Small Business Incubator and operated as a component of the incubator program.

RESTAURANT OR CATERING FACILITY

Create restaurant or catering facilities at publicly-owned properties, including at the proposed Heritage Center and Nature Center, that can be operated on a “concession” model by a local business.

New catering and food service facilities at the Mill Creek and Hopkins Heritage Center sites can build opportunities for new businesses to operate a restaurant without having to make a large capital investment in kitchen equipment. These “concession” operations will generally charge the restaurant operator a standard fee to use and operate the space, and the small business operator will receive their sales income and use it to grow their business further. Because these facilities will be associated with major tourism hubs, they offer opportunities to attract visitors while also creating new dining options for local residents. The concession model creates opportunities for start-up restaurants to experiment; for “pop-up” restaurants to generate excitement and bring new visitors to the area; and for tourism hubs to attract visitors who are looking to stay out for the day with their families, rather than return to Columbia to find lunch or dinner.

FOOD TRUCKS

Focus on food trucks as a potential intermediate step for small businesses that have outgrown the commercial kitchen and concession model.

Investing in and starting up a food truck business can require between \$25,000 and \$100,000, depending on whether the food truck is new or used and the types of kitchen equipment required. While this is a significant amount, it is still far less than the amount needed to fully renovate or build a new restaurant space. Food trucks have several other advantages for young businesses and aspiring restaurateurs: they allow the operator to market and build a customer base in multiple locations around Lower Richland and the region before establishing a brick-and-mortar business; and they create opportunities to take advantage of local events like festivals and farmer’s markets that attract additional visitors. Richland County can help to encourage or incentivize these types of business by dedicating specific locations to be *Food Truck Parks* where patrons can expect to encounter the food trucks on a regular basis.



In recent years, food trucks have become one of the most accessible means for new entrepreneurs to develop small scale food service operations.



The general store is a retail typology that can serve the needs of both local residents and tourists alike.

CLARIFY & ADAPT ZONING

Adapt zoning to facilitate restaurant and targeted types of retail development around the Gadsden and Garner’s Ferry hubs and along Old Bluff Road and Lower Richland Boulevard

The Rural zoning category allows very few types of retail uses, which has limited the opportunity to develop tourist-serving businesses in Lower Richland. Residents of Lower Richland recognize the need to take a balanced approach to development that preserves the area’s rural character, while still allowing some retail services to develop in order to benefit tourism and the local community. Along major corridors, allowing small restaurant uses with limited parking can be a strategy for facilitating locally-owned business growth while limiting interest from large franchises and chains that have minimum parking requirements when they perform site selection. Within commercial hubs (e.g. Gadsden) and at major intersections, the county planning department should work with local residents to study opportunities to expand the Rural Commercial district in order to grow retail uses that are in demand from visitors and residents.

FINANCING, EDUCATION, AND CAPACITY

Provide educational programs and financing resources that support local residents to build businesses in this market sector (see “Financing” and “Education and Capacity Building”).

The “Financing” and “Education and Capacity Building” components of this section will focus on educational and financing resource development that can support food service businesses and other small businesses in Lower Richland.

GROWING A BUSINESS

See the following page for a chart that discusses a “sample path” for growing a business in the restaurant and food service sectors, and shows how the resources described in this plan can assist businesses in each stage of growth:

- Taking the First Steps
- Growing a Small Business
- Scaling Up for Success

RESTAURANTS & FOOD SERVICE	Taking the First Steps	Growing a Small Business	Scaling Up for Success
<p>A Sample Path: Growing a restaurant or food production business</p>	<p>Use the commercial kitchen located at the business incubator to start a catering business, or to start learning about food safety rules related to processing and selling foods like local sausages or peanut oils.</p>	<p>With the help of a micro-loan, start a food truck business that can sell at multiple local events and venues; or, operate a local food concession at Mill Creek or the Heritage Center.</p>	<p>Attract funding from investors and loans from local banks to help rehabilitate an Eastover commercial building as a restaurant, or construct a new restaurant in Gadsden, the “Gateway to Congaree.”</p>
<p>RESOURCES FOR RESTAURANT & FOOD SERVICE BUSINESSES</p>			
<p>Spaces & Places</p>	<p>Business Incubator: Co-located with a new Richland Library branch and the Heritage Center, this is a space to convene partners who can provide educational resources to help Lower Richland residents grow successful businesses.</p> <p>Commercial Kitchen: A commercial kitchen in Lower Richland will provide classes, programming, and facilities to help residents grow catering and restaurant businesses.</p>	<p>Concessions: Facilities like the Heritage Center and Mill Creek Nature Center are good locations for built-in cafes with kitchens to serve the tourist population. These facilities can be run as “concessions” in which a local business can operate the location without having to immediately invest in a full kitchen buildout. Criteria for selecting concession operator could include local ownership or local employment.</p> <p>Food Trucks: A food truck is a more accessible and inexpensive way to launch a new restaurant business and try out different concepts without the pressure to invest in a full physical location with seating. The mobility of a food truck also makes it possible to try out different locations and see what works before committing to a building.</p>	<p>New and Renovated Buildings: The Eastover commercial corridor is a potential source for historic buildings that could be renovated to house a new restaurant or retail store, while the Gadsden Business District offers opportunities to develop new restaurants and stores that serve Congaree National Park and Mill Creek visitors.</p>
<p>Education</p>	<p>Ice House Program at the Business Incubator: Create a basic business plan to envision what a successful business could look like.</p> <p>Commercial Kitchen: Learn about requirements for food safety and ideas for operating a successful restaurant or food service business at the commercial kitchen.</p>	<p>Business Incubator Classes: A marketing course at the business incubator can help local restaurateurs, caterers, and food production businesses understand how to use social media and press coverage to promote these businesses.</p>	<p>Detailed Business Plan Courses: Create a full-fledged business plan that moves toward full-time rather than part-time agricultural work with help from the Midlands Food Alliance, the USC Tourism Incubator program, or the local Small Business Development Centers at Benedict College, Midlands Technical College, or USC.</p>
<p>Financing</p>	<p>No financing required! The “first steps” are designed to be low-cost, low-investment, and low-risk ventures that let people try out different types of businesses and see what is right for them.</p>	<p>Micro-Loan: Consider a micro-loan for a food truck, or other equipment or resources needed to grow the business</p>	<p>Local Bank or Credit Union: Using a business plan, approach a local bank to purchase equipment and land to continue expanding the business</p>

Agriculture & Food Production

RECOMMENDATIONS

1. Develop a farm-to-table branding campaign for Lower Richland agricultural products and work with the CVB, Columbia restaurants, and others to promote local produce.
2. Develop a farmers' market venue at the Heritage hub in Hopkins that is co-located with the Heritage Center, Small Business Incubator, Richland Library, and commercial kitchen.
3. Create educational and training programs that support specialty farming techniques and products including heirloom products, organic farming.
4. Use the commercial kitchen to support processing and packaging of agricultural products, as well as “value added agriculture” which involves the production of more finished products from agricultural resources.
5. Work with local residents and stakeholders to build support and participation for a “farmers' co-op” in Lower Richland and examine whether the co-op should focus on supply of key items, marketing and distribution of products, or both.
6. Work with local farmers and Clemson Extension to design and site “refrigeration hubs” for cooling produce after it is harvested, extending its shelf life.
7. Provide educational programs and financing resources that support local residents to build businesses in this market sector (see “Financing” and “Education and Capacity Building”).



*Vendor at Colleton Farmers' Market
Credit: Colleton County*



*Value-added products at a farmers' market
Credit: Highlands Current.*



Refrigeration trailer using A/C system with CoolBot technology. Credit: EverGood Farm

FARM-TO-TABLE BRANDING

Develop a farm-to-table branding campaign for Lower Richland agricultural products and work with the CVB, Columbia restaurants, and others to promote local produce.

Lower Richland is an incredibly rich agricultural environment and has a built-in local urban market in Columbia; however, small-scale specialty agricultural production has often been replaced with large-scale agricultural operations, leaving the area without clear recognition as an area with agricultural opportunity and high-quality local produce. Recruiting key stakeholders including local growers, local restaurants, partners like Clemson Extension, and others to work on a unified branding campaign for Lower Richland produce should benefit existing farms and open up the opportunity for new growers to build the brand; the branding work should also help promote the Farmers' Market and other local venues for agricultural sales.

TRAINING

Create educational and training programs that support specialty farming techniques and products including heirloom products and organic farming.

One of the main issues expressed by Lower Richland residents is that farming is an extremely difficult way to make a living - and that large, commercial farming has taken the place of the small farming that many residents feel is achievable. It is important for these small growers to develop specialty markets and to think about how to grow products that are more valuable on a ton-by-ton basis, and less widely available, than the typical large farm. Some important opportunities include the farming of heirloom products, such as the Carolina Gold rice being grown by Anson Mills, and organic farming, which requires specialized knowledge and practices but brings in higher prices for the final product. Making educational opportunities available related to these farming techniques and products, and supporting small growers who may not be able to farm full-time, will expand the base of local residents who have the knowledge and desire to recreate the agricultural strength of Lower Richland.

FARMERS MARKET

Develop a farmers' market venue at the Heritage hub in Hopkins that is co-located with the Heritage Center, Small Business Incubator, Richland Library, and commercial kitchen.

One of the elements proposed for the Hopkins Heritage Hub is a farmers' market venue that includes a basic structure, sheltered from the elements, where farmers and even small growers and gardeners can establish a regularly-scheduled market for local produce and value-added products. Farmers' markets are great opportunities for the food community in Lower Richland to come together and to attract visitors from Columbia and out of town; food trucks, local heritage events and festivals, and other visitor-attractive opportunities can be scheduled together with the farmers' market to create a strong hub of activity.

COMMERCIAL KITCHEN

Use the commercial kitchen to support processing and packaging of agricultural products, as well as "value added agriculture" which involves the production of more finished products from agricultural resources.

Providing resources for farmers to appropriately wash and package agricultural products for distribution, and to work on creating "value-added" products by processing their crops, are both proven strategies for enhancing growers' opportunity to market their products to a wider audience. An example of value-added agriculture is creating boiled peanuts, peanut oil, or peanut butter from a peanut crop; these products can increase the value of crops and can bring in more revenue for the farmer or grower. However, food-safety regulations apply to processed foods, and appropriately processing and packaging produce and value-added products is critical in order to develop a larger market for local growers' goods. The commercial kitchen can provide facilities for processing small growers' products and teaching appropriate food safety and produce preservation techniques, with help from local experts.

FARMERS CO-OP

Work with local residents and stakeholders to build support and participation for a “farmers’ co-op” in Lower Richland and examine whether the co-op should focus on supply of key items, marketing and distribution of products, or both.

Agricultural cooperatives, or “farmers’ co-ops,” have been used nationwide to help small producers pool their resources, grow their businesses, and compete successfully with larger farm suppliers. The common thread among co-ops is cooperation, but farmers cooperate in a number of different ways depending on their needs and wants. The USDA provides special funding for setting up local farmers’ co-ops.

- Supply co-ops help farmers purchase the products and services they need collaboratively; costs are lowered for everyone by purchasing goods like seeds or fuel in bulk, and members can pool resources to purchase expensive goods like machinery and equipment where appropriate. The concept of a “farm hub” that would loan equipment to its members, and that could solicit donations or reduced prices on machinery, would fit neatly into this area.
- The Distribution co-ops work to ensure that farmers can package, distribute, and market their *products collaboratively in order to increase the amount and diversity of products they can provide. A distribution co-op could also take responsibility for promoting the Lower Richland agricultural brand.*

Local growers and residents should be engaged in determining whether one or both types of co-ops would be most helpful for Lower Richland residents in entering the agricultural field, and should be involved throughout the process of establishing a co-op.

REFRIGERATION HUBS

Work with local farmers and Clemson Extension to design and site “refrigeration hubs” for cooling produce after it is harvested, extending its shelf life.

Cooling produce directly after it is harvested is a very important step in extending the shelf life of the produce and enabling sales to grocery stores and grocery distributors. Without immediate cooling, produce tends to spoil before it can be sold to consumers. Inexpensive “refrigeration hubs” can be created using insulated shipping containers, a regular consumer-grade air conditioner, and a system called the “CoolBot” that transforms the air conditioner into a refrigeration system. As production scales up and more farmers enter the business, siting these refrigeration hubs in strategic locations or offering grants or micro-loans for farmers to purchase these systems can help build the potential for wider distribution of Lower Richland produce throughout the region.

EDUCATION, FINANCING, AND CAPACITY BUILDING

Provide educational programs and financing resources that support local residents to build businesses in this market sector (see “Financing” and “Education and Capacity Building”).

The “Financing” and “Education and Capacity Building” components of this section will focus on educational and financing resource development that can support agricultural businesses and other small businesses in Lower Richland.

GROWING A BUSINESS

See the following page for a chart that discusses a “sample path” for growing a business in the agriculture and food production sectors, and shows how the resources described in this plan can assist businesses in each stage of growth:

- Taking the First Steps
- Growing a Small Business
- Scaling Up for Success

AGRICULTURE & FOOD PRODUCTION	Taking the First Steps	Growing a Small Business	Scaling Up for Success
<p>A Sample Path: Growing an agricultural business</p>	<p>Start a garden on personal property and sell some items at the Farmers' Market in Hopkins on weekends.</p>	<p>Work with local restaurants to determine the market for heritage products and organic products; focus on growing in-demand items and selling both to restaurants and at farmers' markets</p>	<p>Work to purchase or lease additional tracts of land, potentially through a local farm co-op that also owns and loans equipment to farmers. Use local refrigeration centers to keep produce fresh after harvest so that it can be marketed to grocers and restaurants in the wider region.</p>
<p>RESOURCES FOR AGRICULTURE & FOOD PRODUCTION BUSINESSES</p>			
<p>Spaces & Places</p>	<p>Business Incubator: Co-located with a new Richland Library branch and the Heritage Center, this is a space to convene partners who can provide educational resources to help Lower Richland residents grow successful businesses Commercial Kitchen: A commercial kitchen in Lower Richland will provide classes, programming, and facilities to help residents learn to process agricultural products into value-added products using appropriate food safety requirements.</p>	<p>Farm Co-Op and Equipment Hub: Local representatives are working to form a farm co-op that could help bring more acres of land into farming, and create an equipment "hub" or lending facility to help more residents gain access to expensive farm equipment as they start new agriculture enterprises.</p>	<p>Farm Co-Op and Equipment Hub: Continue to utilize the equipment hub while growing personal investment. Refrigeration Hubs: Shipping containers can be formed into inexpensive "refrigeration hubs" distributed in areas with concentrations of farmland in order to provide immediate cooling for harvested crops, which is necessary for providing quality, fresh produce on a large scale</p>
<p>Education</p>	<p>Ice House Program at the Business Incubator: Create a basic business plan to envision what a successful business could look like. Business Incubator Classes: Take classes on local agriculture and growing techniques led by local growers, Clemson Extension, and the Midlands Food Alliance. Commercial Kitchen Classes: Learn about USDA food safety regulations required for selling processed goods.</p>	<p>Business Incubator Classes: Additional classes through Clemson Extension and the Midlands Food Alliance on producing specialty or value-added products - for example, organic farming techniques and local food processing requirements.</p>	<p>Business Incubator Business Plan Course: Create a full-fledged business plan that moves toward full-time rather than part-time agricultural work with help from Clemson Extension and the Midlands Food Alliance.</p>
<p>Financing</p>	<p>No financing required! The "first steps" are designed to be low-cost, low-investment, and low-risk ventures that let people try out different types of businesses and see what is right for them.</p>	<p>Micro-Loan: Consider a micro-loan for some equipment or resources needed to grow the business that may not be available through an equipment hub.</p>	<p>Farm Co-op: Join for access to equipment and land Local Bank or Credit Union: Using a business plan, approach a local bank to purchase equipment and land to continue expanding the business.</p>
<p>Partners</p>	<p>The IceHouse Program; Clemson University Extension; USDA; South Carolina Dept. of Agriculture</p>	<p>Clemson University Extension; USDA; South Carolina Dept. of Agriculture; Farm Co-Op Organization; micro-lenders</p>	<p>Clemson University Extension; USDA; South Carolina Dept. of Agriculture; Farm Co-Op Organization; local banks</p>

Financing



Developing relationships between business owners and local banks through networking events can help grow investment in Lower Richland. Credit: Greenville REC and SC Works Greenville.

Lower Richland residents see a strong need to ensure that residents are able to access capital and investment to build and grow their businesses. This plan approaches the challenge by building “ladders of opportunity” that involve an initial stage that requires little or no investment; targeted resources to help businesses take their first growth steps; and networking and education of banks and local investors to help bring new resources as Lower Richland businesses scale up into sustainable long-term growth.

GOALS

1. Ensure that residents have the opportunity to take low-risk, low-cost initial steps into each of the key business sectors in order to create a vision for successful growth and make the case for investment.
2. Focus on “bridging” resources from government agencies, micro-lenders, and targeted bank or credit union loan pools that can help businesses take initial growth steps in each of the three key sectors.
3. Develop investor and bank relationships with local business owners to help them make the case for increased investment and growth.

RECOMMENDATIONS

1. Establish a dedicated position at the county within the Economic Development Office for small business development.
2. Design programs that extend county economic development assistance to rural small businesses.
3. Provide guidance on funding and financing sources for Lower Richland business owners through the Economic Development Office and Small Business Incubator.



Small Business Development Centers can offer assistance to local business owners looking to grow their business. Credit: Maryland GovPics, Flickr

DEDICATED STAFF

Establish a dedicated position at the county within the Economic Development Office for small business development.

Currently, the county has an Office of Small Business Opportunity that largely focuses on small businesses that do business with the county directly, and an Economic Development Office that has traditionally been dedicated to the attraction of large manufacturing businesses. There is a need for a staff position within the Economic Development Office that can function as a “quarterback” and public-sector liaison for attracting funding for the recommendations in this plan, facilitating partnerships to open and operate the Small Business Incubator, and liaising with small businesses in Lower Richland and elsewhere in the county to ensure that the local environment is conducive to business development.

RURAL ASSISTANCE

Design programs that extend county economic development assistance to rural small businesses.

Richland County currently offers resources including a five-year Property Tax Abatement program (for manufacturers investing at least \$50,000 or more in land, building, or equipment); and a Special Source Revenue Credit program to help offset a project’s infrastructure and/or machinery and equipment costs, which credits a certain percentage or amount of the company’s tax bill over a number of years. These programs could be applicable to development of rural small businesses along commercial corridors and within hubs; Richland County should work to analyze the economic impact of modifying program criteria to apply to rural small businesses in targeted areas, and design programs that create a measurable impact on the finances of start-up small businesses in these areas.

FUNDING & FINANCING GUIDANCE

Provide guidance on funding and financing sources for Lower Richland business owners through the Economic Development Office and the Small Business Incubator.

Growth often seems daunting for small business owners, whether it entails moving from self-employment to hiring their first employee, or from renting a room in their own house to purchasing another property they can rent to visitors full-time. Resources such as micro-loans, which require little to no collateral and fewer technical requirements, have been created to help businesses bridge this gap. After receiving and successfully utilizing a micro-loan, businesses may be ready to make larger equipment purchases or to develop or redevelop a new building to house their lodging, retail, or agricultural production work; banks, credit unions, and community development financial institutions specializing in small business loans are often best positioned to assist business owners to navigate the requirements of these loan opportunities. The resource list below covers key information about grant and loan programs that are available to support the growth goals of small businesses.

Name	Funding Agency	Grant / Loan	Description
Grants			
Value-Added Producer Grant	U.S. Department of Agriculture	Grant	Grants for independent farmers/producers, cooperatives, or groups of farmers to provide planning and working capital to create a “value-added” product from produce (e.g. peanut butter from peanuts).
Microloans			
Business Builder Loan	SC Community Works	Loan	Microloans of up to \$15,000; require 2 years of personal tax returns and a business plan
MicroBusiness Loan	SC Community Works	Loan	Microloans of up to \$50,000; require 2 years of personal tax returns, a business plan, and an equity contribution from the business owner
Microloan Program	Carolina Small Business Development Fund	Loan	Microloans up to \$50,000; require 1 year of personal and business tax returns, profit and loss statement for the calendar year, resumes, and cash flow projections
Financial Institutions Specializing in Small Business			
Community Business Loan Program	SC Community Loan Fund	Loan	Loans of \$10,000 - \$1,000,000, focused on “community businesses serving and employing low to moderate income individuals located in under-served South Carolina communities.” Require financial statements, cash flow projections, collateral in the form of equipment or real estate.
Benedict Minority Revolving Loan Fund	Benedict-Allen Community Development Corporation	Loan	Loans for small and minority-owned businesses, administered by banks. Applicants receive assistance from the Benedict-Allen Community Development Corporation during the application process.
Small Business Loans	Carolina Small Business Development Fund	Loan	Loans of up to \$250,000; require 2 years of personal and business tax returns, profit and loss statement for the calendar year, resumes, and cash flow projections.



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Education and Capacity Building



Business courses focused on core skills and local tourism sectors can help businesses grow and develop in Lower Richland. Credit: Bart Everson, Flickr.

Lower Richland residents are hungry for information on how to start sustainable small businesses that can benefit from visitation and tourism, and are looking for a venue in Lower Richland that can provide them with education, capacity building, and connection to regional partners. The Small Business Incubator, and its associated commercial kitchen, are envisioned as a place to concentrate educational and capacity building resources for small businesses.

GOALS

1. Offer residents of Lower Richland a standard set of introductory business classes that outline the fundamentals of starting, operating, and sustaining a small business, in order to stimulate small business growth and remove barriers.
2. Ensure that Lower Richland residents have access to knowledge and connections with local institutions, organizations, and businesses that bring expertise in lodging and hospitality, recreation, restaurants and food service, and agriculture and food production.
3. Act as a venue for convening, collaboration, and development of the Lower Richland “brand” as a tourism destination and a thriving local economy.



Entrepreneurship courses build local business. Credit: Maryland GovPics, Flickr.

RECOMMENDATIONS

1. Use the Ice House Entrepreneurship Program as an ongoing opportunity for all Lower Richland residents who are interested in starting a business.
2. Provide foundational courses in accounting, sales and marketing, and attracting banks and investors for growth.
3. Provide specialized informational sessions and short courses in each of the three core sectors for tourism business development: lodging and accommodations; restaurants and food service; and agriculture and food production.
4. Convene Lower Richland business owners to advocate for their needs and develop strategic collaborations around marketing and branding the Lower Richland area.
5. Target funding from the U.S. Department of Agriculture, U.S. Economic Development Administration, and philanthropic sources, and leverage staffing resources from partner organizations like the Richland Library.



The Ice House Entrepreneurship Program

Use the Ice House Entrepreneurship Program as an ongoing opportunity for all Lower Richland residents who are interested in starting a business.

The *Ice House Entrepreneurship Program* is an evidence-based program that Clemson Extension associate Stanley Green has successfully used in Columbia to help low- and moderate-income residents conceive and start businesses of their own. The program focuses on instilling the key elements of an entrepreneurial mindset, including identification of opportunities; translating ideas into action; pursuing knowledge; creating wealth; building a brand; and developing a network and community of supporters. According to Green, the Ice House program responds to the fact that “92% of startups are self-financed, and 22.5% of startups with employees, and 39.5% of startups without employees start with less than \$5,000 in capital” and creates an environment in which business owners do not require large amounts of pre-existing wealth or connections to succeed. Participants develop, test, and iterate a Business Model and develop a single-page business plan as outcomes of the program. The Ice House Entrepreneurship Program provides an ideal opportunity to get community members ready to take advantage of future possibilities while they take their first low-cost steps toward starting a business.

FOUNDATIONAL COURSES

Provide foundational courses in accounting, sales and marketing, and attracting banks and investors for growth.

Foundational courses in accounting, sales, and marketing will be important resources for Lower Richland residents as they start and grow small businesses. These courses should be applicable to all three core sectors of the Lower Richland tourism economy, meaning they should attract a broad base of resident interest. In addition, a short course on how businesses grow and what banks and investors look for when lending to a business should help entrepreneurs in all three sectors learn how to access funding and resources.

SHORT COURSES

Provide specialized informational sessions and short courses in each of the three core sectors for tourism business development: lodging and accommodations; restaurants and food service; and agriculture and food production.

Developing local partners, including universities, restaurant owners and associations, agricultural organizations, the Convention and Visitors Bureau, and others, will be a critical way for the incubator to provide more advanced capacity building and technical assistance to local businesses. Courses of interest to Lower Richland business owners could include:

- Lodging and Accommodations: The Basics of the Sharing Economy; Growing a Hospitality Business (Potential Partners: USC College of Hospitality, Retail, and Sport Management; Columbia Metropolitan Convention and Visitors Bureau)
- Restaurants and Food Service: Food Safety Rules and Regulations (Potential Partners: USDA, SCDHEC)
- Agriculture and Food Production: Food Safety Rules and Regulations; How to Grow Organic; Farming Local Heirloom Products; Value-Added Production (Potential Partners: Clemson Extension; Midlands Food Alliance)

LOWER RICHLAND BUSINESS ALLIANCE

Convene Lower Richland business owners to advocate for their needs and develop strategic collaborations around marketing and branding the Lower Richland area.

The Small Business Incubator should be a space where Lower Richland business owners can come together to make policy and program recommendations (possibly through a Lower Richland Business Alliance or similar organization), and form smaller working groups such as a Farmers' Co-op Working Group that can work on specific issues that are of interest to the Lower Richland business community.

FUNDING AND STAFFING RESOURCES

Target funding from the U.S. Department of Agriculture, U.S. Economic Development Administration, philanthropy, and corporate sources, and leverage staffing resources from partner organizations like the Richland Library.

Small business incubators often require layered sources of funding to provide all the services that are useful to local populations. The USDA offers funding sources such as the Rural Economic Development Program, the Rural Business Opportunity Program, and the Small Socially Disadvantaged Producer Program, all of which are dedicated to funding organizations that provide business incubation and technical assistance to small businesses and agricultural producers. The U.S. Economic Development Administration also offers an Economic Development Assistance / Public Works Program which funds the construction and operation of business incubator facilities; and business incubators also often receive funding from philanthropic and corporate sources. In order to maintain sustainable staffing, the Incubator should also look to leverage resources from public agencies that may be co-located on the same site, such as the Richland Library potential new branch location. The Library has experience in attracting funding and providing a wide array of social services, technological facilities like computer labs, and other programs similar to the Small Business Incubator programming and would be a strong potential partner at the Incubator facility.



Foundational courses in general marketing and short courses in websites and social media should be a part of the education and capacity-building efforts.



IMPLEMENTATION

40 169
HOPKINS
This rural community grew up around the plantation of John Hopkins (1759-1775). Hopkins, a native of Virginia, settled here in 1764. A surveyor and planter, he was later a delegate to the First Provincial Congress of 1775. Between 1836 and 1842, when the South Carolina R.R. line from Kingville to Columbia was completed, a turntable was named "Hopkins' Turnout" for the family.
Installed in 1988

IMPLEMENTATION



Implementation Matrix

Many of the recommendations in this report require funding, staff time, and a coordinated effort by numerous partners in order to achieve the ultimate goal. This section breaks down the resources required for achieving each recommendation and the funding sources that are available to move these recommendations forward.

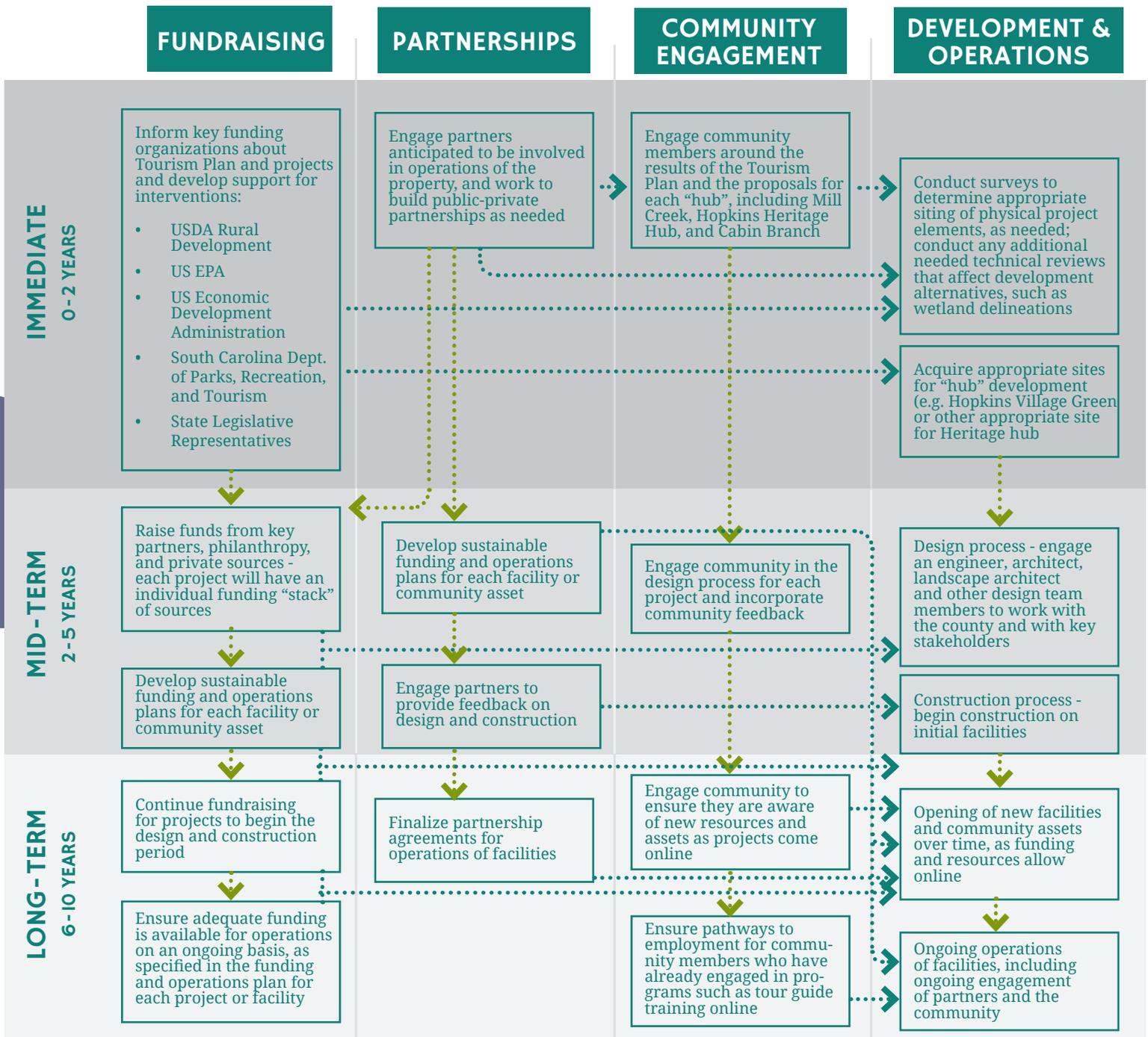
The phasing diagram on the following page gives an overview for Richland County and Lower Richland residents to show how to start work in the short term - on fundraising, business development assistance, surveys, and trail frameworks - that will lead to long-term change in Lower Richland's tourism economy, and will build economic opportunity and wealth for local residents.

The matrices within the rest of this section give detailed information on resources, partners, funding, and timing for each of the recommendations in the *Lower Richland Tourism Plan*.

PROJECTS

This table shows the typical progress of implementing a development project recommended in this plan. This process will apply primarily to physical interventions proposed in the plan - including:

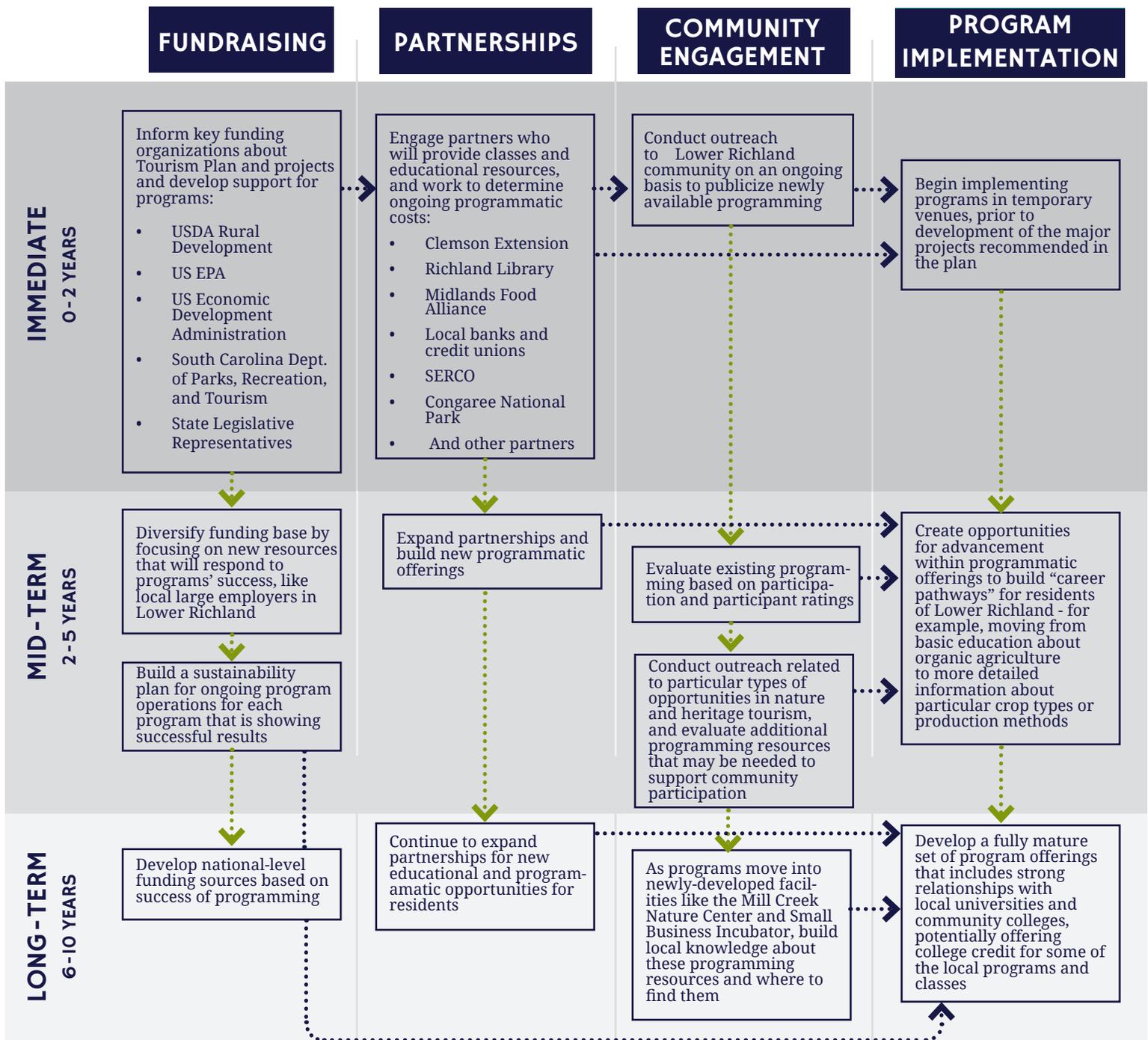
- The Mill Creek Nature Center and other physical tourism infrastructure proposed at the Mill Creek tract;
- The various projects proposed for the Hopkins Heritage Hub, including the Heritage Center, Small Business Incubator, Community Kitchen, Farmer's Market structure, and bandshell;
- The trails proposed for the Cabin Branch site and the regional trail and bikeway framework.



PROGRAMS

This table shows the typical progress of implementing the programmatic and operational interventions proposed in the plan including:

- Small Business Incubator programming, coordinating partners for ongoing small business education and financing opportunities;
- Community Kitchen classes on food safety and supervision / booking of users of the kitchen;
- Tour / interpretive guide training opportunities;
- Nature Center programming and classes



Recommendation	Resources Required	Potential Partners	Timeline
TOURISM FRAMEWORK			
Shared Identity			
Determine which agency and staff within Richland County government is best situated to oversee the development and management of a Lower Richland branding effort	Time and funding available to engage community, create a logo, create a wayfinding plan, and oversee the development of a brand campaign	USDA Rural Development; SCPRT	2018
Form a committee of local resident stakeholders to oversee the development of the brand identity and to ensure that the brand development process is closely connected to the Lower Richland resident community	County and stakeholder time	Local stakeholders working in business, conservation, heritage, agriculture	2018
Work with a branding consultant to formalize the Shared Identity into an authentic brand for Lower Richland that can be used across various forms of media and utilized to promote every tourism destination in Lower Richland. Ensure that the branding consultant has experience working in similar tourism contexts	Funding for a branding consultant: \$30,000 - \$50,000	USDA Rural Development; SCPRT; SC National Heritage Corridor	2019
In conjunction with the development of the Lower Richland brand identity, work with a consultant to develop a dedicated website for Lower Richland tourism information.	Funding for a basic but attractive website: \$5,000 - \$10,000; Funding for an elaborate custom website: \$30,000+	USDA Rural Development; SCPRT	2019
Mobility Improvements			
Work with a consultant to conduct a feasibility study for all proposed Mobility Improvements in coordination with Richland County Planning and Public Works staff as well as the Richland County Conservation Commission.	Funding for consultant	Richland County Planning; Richland County Public Works	2019
Investigate the potential for an off-street trail aligned with the route of the planned sewer line.	Funding for off-street trail if feasible; penny tax funds may be utilized	N/A	2019
Investigate the available and underutilized right-of-way adjacent to both the CSX and Norfolk Southern rail lines to understand if more than the 50ft. of necessary right-of-way exists for a feasible rail trail along any portion of these lines. If sufficient right-of-way exists, work with the Rails to Trails Conservancy to determine next steps for planning the trail segments.	N/A	CSX; Norfolk Southern; Rails to Trails Conservancy; Palmetto Conservation Foundation	2018-2019
Ensure that future Capital Improvements Planning for Richland County considers the proposed mobility improvements as a part of its broader infrastructure recommendations.	N/A	Richland County Planning	2018
Coordinate with the Palmetto Conservation Foundation on ways to improve the conditions, access and connectivity along the Palmetto Trail through Lower Richland.	Potential need for resources for Palmetto Trail improvements or community maintenance partnerships	Palmetto Conservation Foundation	2018

Recommendation	Resources Required	Potential Partners	Timeline
Regulatory Strategy			
Establish a Rural Tourism and Community Service (RTCS) land use category in the Richland County Land Development Code that creates opportunities for low- to medium-intensity land uses along major corridors and within hubs in Lower Richland.	Ongoing code update process	Richland County Planning	Immediate priority aligned with ongoing code review
Determine whether TROS zoning would permit active recreation uses and facilities such as the Mill Creek Nature Center and the canopy walk proposed for the Mill Creek site, and potentially clarify these uses within the code.	Ongoing code update process	Richland County Planning	Immediate priority aligned with ongoing code review
Work with Richland County Planning to apply appropriate zoning designations to the Mill Creek, Cabin Branch, and Hopkins sites in order to permit the proposed uses and character of development.	Update as plans for development are finalized	Richland County Planning	2018-2019
NATURE TOURISM			
Nature Tourism Network			
Create interpretive course for area guides and outfitters to better connect nature tourism to heritage tourism.	Local institutional partner(s) with experience and capacity to create the curriculum	Certified Interpretive Guide Program (CIG); NPS; USC	2019-2020
Develop a range of interpretive trails to connect Lower Richland nature and heritage sites.	Funding for trail construction and maintenance; penny tax funds may be used as a match for federal or grant funding	SCPRT State Trails Program; USDA Rural Development; SCDOT	2018-2019
Program Mill Creek site to complement opportunities at Congaree National Park.	Public-private partnerships directed by county plans for the site; funding for infrastructure provision provided by Richland County	USDA Rural Development; US Economic Development Administration; private partners and local small businesses	Begin surveys etc. in 2018-2019 to add precision to proposed site plan; move forward infrastructure for lodging and Nature Center sites coordinated with mitigation work in 2019; target opening of first lodging option and nature center by 2020
Create new put-in/take-out spots for paddlers at Mill Creek to enhance the existing Congaree Blue Trail.	Funding for a survey of proposed development area to determine ideal placement of put-in and take-out on site	USDA Rural Development; county funds	2019
Study new access points to the Wateree River to enhance the existing Blue Trail	Funding for survey of potential access points	County funds	2019-2020

Recommendation	Resources Required	Potential Partners	Timeline
Improve general conditions and access points along Palmetto Trail and link to adjacent features and other proposed interpretive trails.	Funding for improvements in trail conditions and wayfinding; potential community maintenance partnerships	SCPRT State Trails Program; USDA Rural Development; SCDOT	2018-2020
Major Project: Mill Creek Nature Center			
The Nature Center will provide: visitor orientation and wayfinding; group meeting facilities for visitor rental and environmental education; a cafe for visitor dining; space for an outfitting business to operate; and check-in facilities for campers.	Initial funding to be provided through federal, state, and private grants with potential local matching funds; ongoing operations should be funded through visitor fees	USDA Rural Development; US EPA; US Economic Development Administration; SCPRT; philanthropy; Visitor fees	Finish survey of site to determine ideal placement in 2018-2019; seek funding in 2018-2020; build infrastructure along with remainder of site infrastructure when possible according to mitigation schedule; target completion by 2021
Cabin Branch Site			
Development site framework to include new trails, trailheads, interpretive signage and connections to nearby heritage features; trail framework should include consideration of equestrian, mountain biking, and interpretive walking trails.	Site survey, consultant assistance, funding for trail construction from federal, state, local sources, and organizational partnerships and volunteers; Visitor fees for maintenance	USDA Rural Development; US EPA; US Economic Development Administration; SCPRT; philanthropy; Visitor fees	Commission survey, consult partners, and complete trail framework plan in 2018-2019; target trail development by 2020-2021
Locate a modest parking area near access to Lower Richland Blvd. and include an unstaffed trailhead/information kiosk.	Funding for kiosk and parking lot development	SCPRT	2020-2021 (in concert with trail development)
Identify site for signature farm-to-table restaurant.	County staff time to identify site; funding resources to install infrastructure	Local restaurateurs	2020-2021
Coordinate with organic farmers currently on site.	County staff time	Cabin Branch Organic Farms	2018
Work with adjacent landowners to develop access points and easements that complement existing trails on the Cabin Branch site, including access from major roads as well as access to natural features like Mistletoe Bay.	County staff time to engage adjacent landowners related to access and easements in accordance with the trail framework plan; funding and/or volunteer labor for trail construction	Local mountain biking advocacy groups	Consult adjacent landowners and negotiate easements in 2018-2019; target trail development by 2020-2021

Recommendation	Resources Required	Potential Partners	Timeline
Heritage Tourism			
Major Project: Lower Richland Heritage Center			
Consolidate support for Lower Richland to be included in the existing South Carolina National Heritage Corridor (SCNHC) and advocate for this legislation.	Work with Congressional staff and representatives to get legislation drafted and sponsored.	Congressional representatives of Lower Richland area	2019-2020
Leverage the existing heritage resources including the SERCO guide as a basis for more robust interpretive trail network	Coordinate heritage resources with other county trail planning; consultant may be desired to produce a framework plan once the Heritage Center hub is officially sited within Lower Richland	SERCO; local faith-based communities; community input	Trail framework to be developed further once the Heritage Center hub is officially sited; likely 2020-2021
Help existing Lower Richland nonprofits grow their capacity and be better positioned for future funding opportunities	Funding for nonprofit capacity building program	Together SC	2018 onward
Based on the Lower Richland brand, develop a wayfinding signage system with coordinated website and other outreach materials to better link the existing sites and advance their shared identity.	Wayfinding should be a coordinated element of the branding campaign; wayfinding material costs vary based on type of signage and quantity. Gateways on Garners' Ferry and Lower Richland, signage at hubs, and signage on major corridors should be prioritized	SCPRT Tourist-Oriented Directional Signage program (TODS), SCPRT Emerging Destination Marketing Grant program	Work coordinated with branding campaign in 2019-2020
Explore the potential to use a rail corridor as an interpretive trail to connect numerous sites of significance in Lower Richland and work with the Rails to Trails Conservancy to conduct a feasibility study on this effort.	N/A	CSX; Norfolk Southern; Rails to Trails Conservancy; Palmetto Conservation Foundation	2018-2020
Develop the Hopkins Village Green into a multi-faceted community commons oriented around a Lower Richland heritage center with an included Richland Library branch, a park that can serve as a festival grounds, a covered pavilion that can serve as a 'community porch', and a bandshell that can anchor a performance space <ul style="list-style-type: none"> The project would be an ideal county initiative or public/private partnership with the addition of an integrated retail component 	Significant funding and partnerships for infrastructure, construction, and ongoing operation of the Heritage Center and community commons elements. Richland Library will serve as a key partner in this effort	Richland Library; Richland County Planning Dept.; USDA Rural Development; Midlands Food Alliance; US EPA; US Economic Development Administration; SCPRT; philanthropy; Visitor fees	Begin working to acquire a site and develop a funding plan for the Heritage Center and Community Commons elements immediately; target ground-breaking for Heritage Center, farmers' market, pavilion, and bandshell in 2020
Support the City of Eastover's continuing efforts to rehabilitate its historic building on Main Street as a new City Hall	Explore partnerships with historic orgs. & state funding available	Palmetto Trust for Historic Preservation; SC Historic Preservation Office	2018 onward

Recommendation	Resources Required	Potential Partners	Timeline
Explore tax abatements and other incentives for adaptive reuse retail development within the historic structures along Eastover’s Main Street	Funding for adaptive reuse and historic preservation that can assist prospective building owners and business operators	Richland County Economic Development; South Carolina State Historic Preservation Office; Palmetto Trust for Historic Preservation	2018-2020
Utilize county funds to launch a Lower Richland oral history initiative immediately. <ul style="list-style-type: none"> • Commission a local videographer to oversee the project • Make the oral histories fully accessible on the Lower Richland tourism website and the Richland Library system 	Funding for videographer time; staff time or organizational partnership to oversee the effort and publicize to Lower Richland residents	Richland Library; SERCO; other historic preservation organizations	2018-2019
Explore potential partnerships with Richland Library system to help develop the heritage center project and associated programs	County and Library staff time	Richland Library	2018 onward
Coordinate with the Palmetto Conservation Foundation on ways to better connect the Palmetto Trail to existing heritage sites in Lower Richland.	County staff time	Palmetto Conservation Foundation	Coordinate with other trail framework and mobility plans; 2018-2020
SMALL BUSINESS DEVELOPMENT			
<i>Major Project: Small Business Incubator</i>	Partnership with Richland Library or other group to coordinate operations and staff the Incubator; funding for ongoing operations & staffing	Partners to provide education & networking are critical: Clemson, USC, Benedict College, local SBDCs, financial institutions, CDFIs	Begin work in 2018 by providing courses elsewhere in Lower Richland; transfer to Heritage Center location when complete
Lodging and Accommodations			
Take advantage of the “sharing economy” by creating a training program at the Small Business Incubator and encouraging local residents to try renting rooms in their home, or other properties they own, to visitors on a short-term basis.	Partners and funding to provide training	Training partners such as local SBDCs or USC; funding partners such as USDA Rural Development, SCPRT	2018-2019 (begin in temporary space and then move to Small Business Incubator upon completion)
Based on proven demand for sharing economy rentals, develop a targeted loan program to help residents build accessory dwelling units (mother-in-law units) to be rented through Airbnb or other online listing venues.	Potential loan-loss reserve fund from county or philanthropy to assist in securing lower-interest loans	Local bank or credit union	2020-2021
Develop small RV parks and lodging options at Mill Creek to help prove the market for lodging in Lower Richland.	County funds to construct infrastructure; private investors to build out additional facilities; local operators and employees	Private investors	2020-2021

Recommendation	Resources Required	Potential Partners	Timeline
Ensure residents are aware of the lodging businesses currently permitted in Lower Richland within the zoning ordinance, and adapt zoning to allow additional lodging uses along major corridors.	Ongoing code rewrite process	Richland County Planning	Immediate coordination with code rewrite process
Restaurants and Food Service			
Develop a commercial kitchen that can be operated as part of the Small Business Incubator concept.	Funding for construction and ongoing operations; Consult with Colleton County and Colleton Commercial Kitchen about their experience and programs	USDA Rural Development; user fees; Clemson Extension; Midlands Food Alliance; Midlands Local Food Collaborative	2020-2021; work to construct in concert with the Heritage Center if possible, or begin slightly afterward
Create restaurant or catering facilities at publicly-owned properties, including at the proposed Heritage Center and Nature Center, that can be operated on a “concession” model by a local business.	Funding for construction of commercial kitchens within these facilities	Food entrepreneurs and caterers; USDA Rural Development; SCPRT	2020-2021; coordinate with development of Heritage and Nature Centers
Focus on food trucks as a potential intermediate step for small businesses that have outgrown the commercial kitchen and concession model.	Potential bank or credit union targeted loan program for food truck businesses; CDFIs or small business financing organizations	SC Community Works; Carolina Small Business Development Fund; Benedict-Allen Community Development Corporation	2019-2020 (begin considering programmatic and financing assistance beginning in 2019)
Adapt zoning to facilitate restaurant development around the Gadsden and Garner’s Ferry hubs and along Old Bluff Road and Lower Richland Boulevard.	Ongoing code rewrite process	Richland County Planning	Immediate coordination with code rewrite process
Agriculture and Food Production			
Develop a farm-to-table branding campaign for Lower Richland agricultural products and work with the CVB, Columbia restaurants, and others to promote local produce.	Coordinated effort with Lower Richland branding campaign	Richland County Convention and Visitors Bureau; local restaurateurs and food entrepreneurs; Midlands Food Alliance; Midlands Local Food Collaborative	2019
Develop a farmers’ market venue at the Heritage hub in Hopkins that is co-located with the Heritage Center, Small Business Incubator, Richland Library, and commercial kitchen.	Funding for simple covered structure to house farmers’ market	USDA Rural Development; SCPRT; Midlands Food Alliance	2019-2020
Create educational and training programs that support specialty farming techniques and products including heirloom products, organic farming.	Funding for training programs provided by local partners	Clemson Extension; Anson Mills; Richland SWCD; USDA NRCS; Midlands Local Food Collaborative; Carolina Farm Stewardship Assoc.	2019-2020

Recommendation	Resources Required	Potential Partners	Timeline
Use the commercial kitchen to support processing and packaging of agricultural products, as well as “value added agriculture” which involves the production of more finished products from agricultural resources.	Funding for ongoing commercial kitchen operations and training on safe food processing practices and food safety regulations	Clemson Extension; Midlands Food Alliance; Midlands Local Food Collaborative; commercial kitchen user fees	2020-2021 (after commercial kitchen is constructed)
Work with local residents and stakeholders to build support and participation for a “farmers’ co-op” in Lower Richland and examine whether the co-op should focus on supply of key items, marketing and distribution of products, or both.	Lead organization to organize farmers’ co-op	USDA Rural Development; Clemson Extension; Midlands Food Alliance; Midlands Local Food Collaborative	2018-2019
Work with local farmers and Clemson Extension to design and site “refrigeration hubs” for cooling produce after it is harvested, extending its shelf life.	Funding (approx. \$5,000 each plus transportation and placement fees) for refrigeration hubs	Clemson Extension; local farmers; Midlands Food Alliance; SC Dept. of Agriculture	2019-2020
Financing			
Establish a dedicated position at the county within the Economic Development Office for small business development.	County funding and staff time	Richland County Economic Development Office	2018-2019
Design programs that extend county economic development assistance to rural small businesses.	Potential tax abatements; partnerships to connect to incentives for historic rehabilitation or small business loans	Richland County Economic Development Office	2019 (begin offering information through existing agencies, move to Small Business Incubator upon completion)
Provide guidance on funding and financing sources for Lower Richland business owners through the Economic Development Office and Small Business Incubator.	Informational worksheets on potential funding sources	Richland County Economic Development Office; local Small Business Development Centers	2019 (begin offering information through existing agencies, move to Small Business Incubator upon completion)
Education and Capacity Building			
Use the Ice House Entrepreneurship Program as an ongoing opportunity for all Lower Richland residents who are interested in starting a business.	Funding for Ice House program	Clemson Extension and experienced Ice House partners (Stanley Green)	2019 onward
Provide foundational courses in accounting, sales and marketing, and attracting banks and investors for growth.	Funding and partners to provide courses; Small Business Incubator staff to administer	Clemson University, USC, Benedict College, local Small Business Development Centers; Richland Library or other organization funded to staff the Incubator	2019 (begin offering courses on an annual or biannual basis in temporary space, move to Small Business Incubator upon completion)

Recommendation	Resources Required	Potential Partners	Timeline
Provide specialized informational sessions and short courses in each of the three core sectors for tourism business development: lodging and accommodations; restaurants and food service; and agriculture and food production.	Funding and partners to provide courses	Clemson University and Clemson Extension, USC, Benedict College, local Small Business Development Centers; Richland Library or other organization as incubator staff	2019 (begin offering courses on an annual or biannual basis in temporary space, move to Small Business Incubator upon completion)
Convene Lower Richland business owners to advocate for their needs and develop strategic collaborations around marketing and branding the Lower Richland area.	Lead convening agency (Richland County Economic Development Office or Cm. Myers' office)	Lower Richland business owners	2018-2019
Target funding from the U.S. Department of Agriculture, U.S. Economic Development Administration, and philanthropic sources, and leverage staffing resources from partner organizations like the Richland Library.	County staff time	USDA Rural Development; US EDA; SCPRT; South Carolina state funds; philanthropic partners	2018 onward

Opinion of Probable Cost - Capital Projects

The cost estimates on the following pages are provided as a companion to the Implementation Matrix to assist with ongoing fundraising and site planning, based on the understanding that these projects will be implemented incrementally and funded separately or combined with other projects when practical. The estimates represent ranges of probable cost based on the understanding that more precise costing will require further design development on each of the projects. The actual cost of construction is based on numerous factors including complexity of the project and existing site constraints, market demand, material cost and labor costs, and can fluctuate dramatically from year to year, season to season, or even month to month. The budgets of many projects will ultimately be determined through the input of multiple stakeholders who will help to set expectations and standards. This being said, an implementable plan relies on a basic understanding of the scale of cost for recommended improvements to facilitate prioritization, incrementalization, and overall sound decision-making.

Disclaimer on the Opinion of Probable Cost

This opinion of probable construction cost is made on the basis of Asakura Robinson's experience and qualifications and represents Asakura Robinson's best judgment as an experienced and qualified professional generally familiar with the industry. However, since Asakura Robinson has no control over the cost of labor, materials, equipment, or services furnished by others, or over the Contractor's methods of determining prices, or over competitive bidding or market conditions, Asakura Robinson cannot and does not guarantee that proposals, bids, or actual construction cost will not vary from opinions of probable construction cost as prepared by Asakura Robinson.

COST TYPES

BLDG = Costs associated with building projects

SITE = Costs associated with site development

OVHD = Costs associated with operations

HOPKINS GREEN - MAJOR HUB

TYPE	ITEM	APPROX. UNITS	COST RANGE	NOTES
BLDG	Heritage Center	10,000 sf	\$750k - \$1.5m	incl. exhibit spaces, office, classroom, lecture space, archive, cafe, and storage
BLDG	Community Porch	2000 sf	\$20k - \$40k	partially covered deck
BLDG	Commercial Kitchen	3000 sf	\$200k - \$300k	incl. equipment
BLDG	Farmers Market Pavilion	3000 sf	\$100k - \$200k	incl. covered pavilion only
BLDG	Incubator Space	6000 sf	\$200k - \$500k	incl. classrooms, offices, lecture space, lounge, and storage
BLDG	Bandshell	2500 sf	\$50k - \$100k	incl. stage structure only
BLDG	Restrooms	300 sf	\$100k - \$200k	Use county park standard
SITE	Festival/Performance Green Space	80,000 sf	\$100k - \$200k	incl. grading, planting
SITE	Trail Loop	6000 sf	\$25k - \$50k	6' wide concrete path
SITE	Streetscape & Parking Improvements	75,000 sf	\$750k - \$1m	incl. sidewalks, front-in parking, planting, and drainage
SITE	Wayfinding/Interpretive Signage (10)	N/A	\$25k - \$50k	incl. wayfinding and interpretive signage
OVHD	Heritage Center Operations	N/A	\$150k - \$300k	incl. 3 staff and other general operating costs per year
OVHD	Comm. Kitchen Operations	N/A	\$100k - \$200k	incl. 2 staff and other general operating costs per year
OVHD	Incubator Space Operations	N/A	\$150k - \$300k	incl. 3 staff and other general operating costs per year
		SUBTOTAL	\$2.47m - \$4.44m	

MILL CREEK - MAJOR HUB

BLDG	Mill Creek Nature Center	12,000 sf	\$1m - \$2m	incl. exhibit spaces, offices, classrooms, lecture space, library, storage
BLDG	Upland Cabins - 2 person (4)	300 sf	\$100k - \$150k	
BLDG	Upland Cabins - 4 person (4)	600 sf	\$150k - \$300k	
BLDG	Upland Cabins - 6 person (4)	800 sf	\$200k - \$400k	
BLDG	River Cabins - 2 person (3)	300 sf	\$150k - \$200k	
BLDG	River Cabins - 4 person (3)	600 sf	\$200k - \$300k	

MILL CREEK - MAJOR HUB *cont'd*

TYPE	ITEM	APPROX. UNITS	COST RANGE	NOTES
BLDG	Camping Office	300 sf	\$25k - \$50k	services all lodging
BLDG	Concession Huts (4)	150 sf	\$100k - \$200k	intended for food service equipment rentals, and basic recreation supplies
BLDG	Boat Rental Facility	1000 sf	\$25k - \$50k	incl. shed and boat racks
BLDG	Maintenance Facility	10,000 sf	\$50k - \$200k	incl. industrial shed and storage yard
BLDG	Restroom (4)	300 sf	\$400k - \$800k	use county park standard
BLDG	Bath House (2)	600 sf	\$400k - \$800k	
SITE	Improved Existing Roadways - 2-way traffic	800,000 sf	\$8m - \$10m	20' wide, asphalt repaving with side swales where needed
SITE	Improved Existing Roadways - 1-way traffic	400,000 sf	\$4m - \$5m	10' wide, asphalt repaving with side swales where needed
SITE	New Roadways and dropoff areas	120,000 sf	\$1m - \$2m	20' wide, asphalt paving
SITE	Boardwalk Trails	48,000 sf	\$500k - \$1m	6' wide pressure-treated lumber, 18" ht avg
SITE	Paved Trails	12,000 sf	\$50k - \$75k	6' wide concrete or asphalt
SITE	Primitive Trails	200,000 sf	\$200k - \$400k	6' wide, compacted earth
SITE	Parking	50,000 sf	\$400k - \$600k	incl. parking for lodge, nature center, and upland camping
SITE	Visitor Kiosks/Trailheads (12)	N/A	\$50k - \$100k	
SITE	Entry Signage (1)	N/A	\$10k - \$20k	incl. lighting, planting
SITE	Wayfinding/Interpretive Signage (40)	N/A	\$100k - \$150k	
SITE	Camping Platforms (20)	100 sf	\$20k - \$30k	
SITE	RV Camping hookups (20)	N/A	\$50k - \$100k	incl. power and water
SITE	Boat Ramp and launch (2)	2,000 sf	\$100k - \$200k	
SITE	Fishing Pier	10,000 sf	\$100k - \$150k	
OVHD	Park Operations	N/A	\$1m - \$2m	incl. 10 fulltime staff, 20 part-time/seasonal staff and general operationg costs per year
		SUBTOTAL	\$16.58m - \$23.9m	

CABIN BRANCH - MINOR HUB				
TYPE	ITEM	APPROX. UNITS	COST RANGE	NOTES
SITE	Roadway Access	110,000 sf	\$1m - \$1.5m	24' public r.o.w.
SITE	Loop Trail	100,000 sf	\$100k - \$200k	6' wide, compacted earth
SITE	Loop Trail foot bridges (3)	7500 sf	\$100k - \$200k	6' wide pressure-treated lumber
SITE	Agricultural Heritage Trail	30,000 sf	\$100k - \$200k	6' wide concrete or asphalt
SITE	Carolina Bay Trail	36,000 sf	\$400k - \$600k	6' wide pressure-treated lumber, 18" ht avg
SITE	Parking	6,000 sf	\$50k - \$100k	15 spaces
SITE	Visitor Kiosks/Trailheads (4)	N/A	\$20k - \$40k	
SITE	Wayfinding/Interpretive Signage (20)	N/A	\$50k - \$100k	
SITE	Entry Signage (2)	N/A	\$10k - \$20k	incl. lighting, planting
		SUBTOTAL	\$1.83m - \$2.96m	

COST TYPES

BLDG = Costs associated with building projects
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National Park Service
U.S. Department of the Interior



Natural Resource Stewardship and Science

2017 National Park Visitor Spending Effects

Economic Contributions to Local Communities, States, and the Nation

Natural Resource Report NPS/NRSS/EQD/NRR—2018/1616



ON THE COVER

Fort Laramie National Historic Site attracted visitors from around the world to see the total solar eclipse on August 21, 2017. One of 21 NPS sites in the path of totality, Fort Laramie offered four days of events and educational programs for eclipse viewers.

Photo credit: Egan Cornachione

2017 National Park Visitor Spending Effects

Economic Contributions to Local Communities, States, and the Nation

Natural Resource Report NPS/NRSS/EQD/NRR—2018/1616

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April 2018

U.S. Department of the Interior
National Park Service
Natural Resource Stewardship and Science
Fort Collins, Colorado

The National Park Service, Natural Resource Stewardship and Science office in Fort Collins, Colorado, publishes a range of reports that address natural resource topics. These reports are of interest and applicability to a broad audience in the National Park Service and others in natural resource management, including scientists, conservation and environmental constituencies, and the public.

The Natural Resource Report Series is used to disseminate comprehensive information and analysis about natural resources and related topics concerning lands managed by the National Park Service. The series supports the advancement of science, informed decision-making, and the achievement of the National Park Service mission. The series also provides a forum for presenting more lengthy results that may not be accepted by publications with page limitations.

All manuscripts in the series receive the appropriate level of peer review to ensure that the information is scientifically credible, technically accurate, appropriately written for the intended audience, and designed and published in a professional manner.

This report received formal peer review by subject-matter experts who were not directly involved in the collection, analysis, or reporting of the data, and whose background and expertise put them on par technically and scientifically with the authors of the information.

Views, statements, findings, conclusions, recommendations, and data in this report do not necessarily reflect views and policies of the National Park Service, U.S. Department of the Interior. Any use of trade, firm, or product names is for descriptive purposes only and does not imply endorsement by the U.S. Government.

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Please cite this publication as:

Cullinane Thomas, C., L. Koontz, and E. Cornachione. 2018. 2017 national park visitor spending effects: Economic contributions to local communities, states, and the nation. Natural Resource Report NPS/NRSS/EQD/NRR—2018/1616. National Park Service, Fort Collins, Colorado.

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Executive Summary

The National Park Service (NPS) manages the Nation's most iconic destinations that attract millions of visitors from across the Nation and around the world. Trip-related spending by NPS visitors generates and supports a considerable amount of economic activity within park gateway communities. This economic effects analysis measures how NPS visitor spending cycles through local economies, generating business sales and supporting jobs and income.

In 2017, the National Park System received an estimated 331 million recreation visits. Visitors to National Parks spent an estimated \$18.2 billion in local gateway regions (defined as communities within 60 miles of a park). The contribution of this spending to the national economy was 306 thousand jobs, \$11.9 billion in labor income, \$20.3 billion in value added, and \$35.8 billion in economic output. The lodging sector saw the highest direct contributions with \$5.5 billion in economic output directly contributed to local gateway economies nationally. The sector with the next greatest direct contributions was the restaurants and bars sector, with \$3.7 billion in economic output directly contributed to local gateway economies nationally.

Results from the Visitor Spending Effects report series are available online via an interactive tool. Users can view year-by-year trend data and explore current year visitor spending, jobs, labor income, value added, and economic output effects by sector for national, state, and local economies. This interactive tool is available at <https://www.nps.gov/subjects/socialscience/vse.htm>.

Introduction

The National Park System includes 417 areas covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. Lands managed by the National Park Service (NPS) serve as recreational destinations for visitors from across the Nation and around the world. On vacations or on day trips, NPS visitors spend time and money in the gateway communities surrounding NPS sites. Spending by NPS visitors generates and supports a considerable amount of economic activity within park gateway economies. The NPS has been measuring and reporting visitor spending and economic effects for more than 25 years. The 2012 analysis marked a major revision to the NPS visitor spending effects analyses, with the development of the Visitor Spending Effects model (VSE model) which replaced the previous Money Generation Model (see Cullinane Thomas et al. (2014) for a description of how the VSE model differs from the previous model). This report provides VSE estimates associated with 2017 NPS visitation.

Lands managed by the NPS received 330,882,751 recreation visits in 2017 – almost identical to the record-setting 330,971,689 recreation visits in 2016 (Ziesler, 2018). In 2017, sixty-one parks set new records for annual recreation visits, and three parks received more than 10 million recreation visits. There are a few factors that likely influenced NPS visitation in 2017. Several parks reported exceptionally high August visitation due to the solar eclipse on August 21. Starting in September, several southeastern and Caribbean parks experienced significant closures because of hurricanes. October had the largest decrease in monthly visitation compared to 2016, mostly due to lingering closures from September hurricanes.

This report begins by presenting an overview of economic effects analyses, followed by a description of the data and methods used for this analysis and 2017 model updates. Estimates of NPS visitor spending in 2017 and resulting economic effects at the national level are then presented. The report concludes with a description of current data limitations. Park, state, and regional-level spending and economic effects estimates are included in the appendix.

Results from the Visitor Spending Effects report series are available online via an interactive tool. Users can view year-by-year trend data and explore current year visitor spending, jobs, labor income, value added, and economic output effects by sector for national, state, and local economies. This interactive tool is available at <https://www.nps.gov/subjects/socialscience/vse.htm>.

Overview of Economic Effects Analyses

Visitors to NPS lands spend money in local gateway regions, and these expenditures generate and support economic activity within these local economies. Economies are complex webs of interacting consumers and producers in which goods produced by one sector of an economy become inputs to another, and the goods produced by that sector can become inputs to yet other sectors. Thus, a change in the final demand for a good or service can generate a ripple effect throughout an economy as businesses purchase inputs from one another. For example, when visitors come to an area to visit a park or historic site these visitors spend money to purchase various goods and services. The sales, income and employment resulting from these direct purchases from local businesses represent the *direct* effects of visitor spending within the economy. In order to provide supplies to local businesses for the production of their goods and services, input suppliers must purchase inputs from other industries, thus creating additional *indirect* effects of visitor spending within the economy. Additionally, employees of directly affected businesses and input suppliers use their income to purchase goods and services in the local economy, generating further *induced* effects of visitor spending. The sums of the indirect and induced effects give the *secondary* effects of visitor spending; and the sums of the direct and secondary effects give the total economic effect of visitor spending in a local economy. Economic input-output models capture these complex interactions between producers and consumers in an economy and describe the secondary effects of visitor spending through regional economic multipliers. Figure 1 illustrates how NPS visitor spending supports jobs and business activity in local economies.

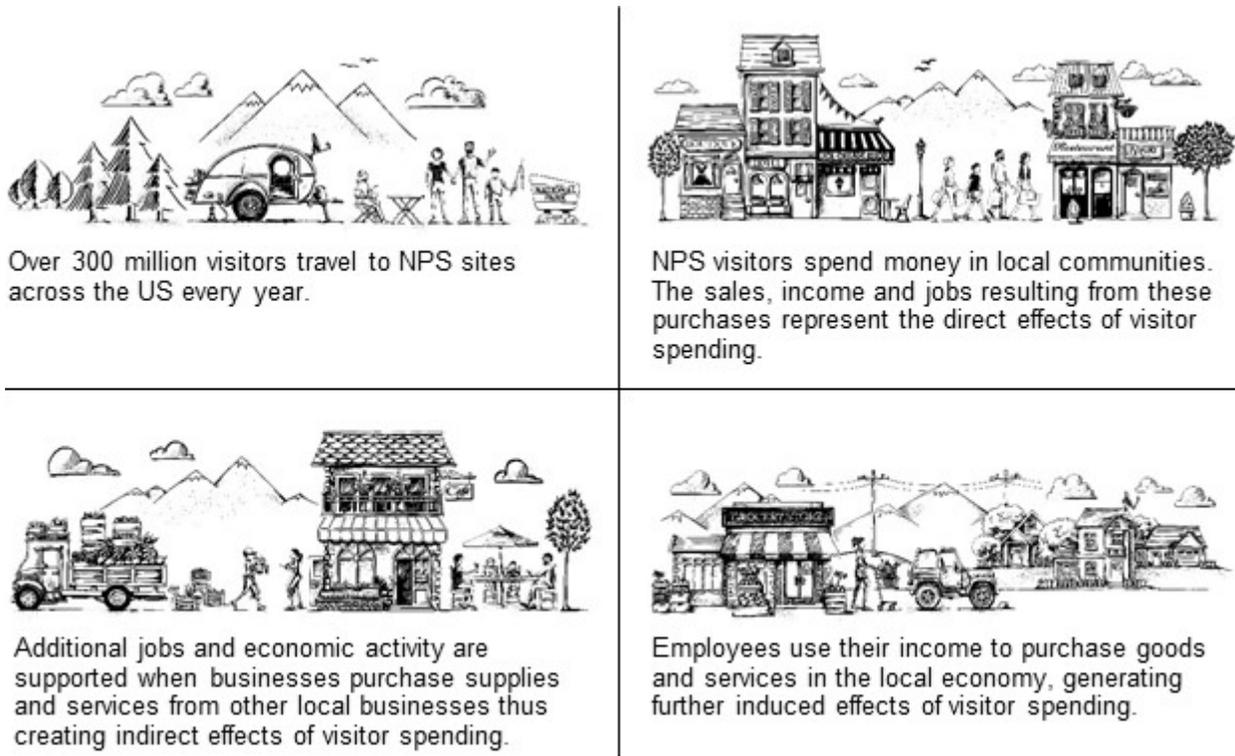


Figure 1. How NPS visitor spending supports jobs and business activity in local economies.

Economic Contribution Analysis

Economic contribution analyses describe the gross economic activity associated with NPS visitor spending within a regional economy. Results can be interpreted as the relative magnitude and importance of the economic activity generated through NPS visitor spending in the regional economy. Economic contributions are estimated by multiplying *total visitor spending* by regional economic multipliers. Total visitor spending includes spending by both local visitors who live within the local gateway regions and non-local visitors who travel to NPS sites from outside the local gateway regions.

An economic contributions analysis should not be confused with an economic impact analysis. Economic impact analyses estimate the net changes to the economic base of a regional economy that can be attributed to the inflow of new money to the economy from non-local visitors. Economic impacts can be interpreted as the economic activity that would likely be lost from the local economy if the National Park was not there. Previous VSE reports included both park-level economic contribution estimates and park-level economic impact estimates which created confusion between the results. To minimize this confusion, only park level economic contributions are provided in this report. Table 4 in the appendix provides estimates of the percent of visitor spending for each park that is made by non-local visitors.

Four types of regional economic effects are described in this report:

- **Jobs** measure annualized full and part time jobs that are supported by NPS visitor spending.
- **Labor Income** includes employee wages, salaries and payroll benefits, as well as the incomes of sole proprietors that are supported by NPS visitor spending.
- **Value Added** measures the contribution of NPS visitor spending to the Gross Domestic Product (GDP) of a regional economy. Value added is equal to the difference between the amount an industry sells a product for and the production cost of the product.
- **Economic Output** is a measure of the total estimated value of the production of goods and services supported by NPS visitor spending. Economic output is the sum of all intermediate sales (business to business) and final demand (sales to consumers and exports).

Economic Regions

In order to assess the economic effects of NPS visitor spending, appropriate local regions need to be defined for each park unit. For the purposes of this analysis, the local gateway region for each park unit is defined as all counties contained within or intersecting a 60-mile radius around each park boundary. Only spending that took place within these regional areas is included as supporting economic activity.

Geographic information systems (GIS) data were used to determine the local gateway region for each park unit by spatially identifying all counties partially or completely contained within a 60-mile radius around each park boundary. As an exception, the economic regions for parks in Alaska and Hawaii are defined as the State of Alaska and the State of Hawaii, respectively. Due to data limitations, the island economy of the State of Hawaii is used as a surrogate economic region for the U.S. territories of America Samoa, Guam, Puerto Rico, and the Virgin Islands.

The 60-mile radius method results in some relatively large local gateway regions, especially in some western states where counties are large. Because of this, there is the potential for including some areas that are not intrinsically linked to the local economies surrounding each park. Efforts are underway to improve local gateway region definitions¹.

¹ Through consultation with park staff, local areas have been updated for Acadia National Park, Charles Young Buffalo Soldiers National Monument, John D Rockefeller Jr Memorial Parkway, Manhattan Project National Historical Parks, Minidoka National Historic Sites, and Waco Mammoth National Monument.

Data Sources and Methods

As shown in Figure 2, three key pieces of information are required to estimate the economic effects of NPS visitor spending: visitor spending patterns in local gateway regions, the number of visitors who visit each park, and regional economic multipliers that describe the economic effects of visitor spending in local economies. The data sources and methods used to estimate these inputs and the resultant economic effects are described below.

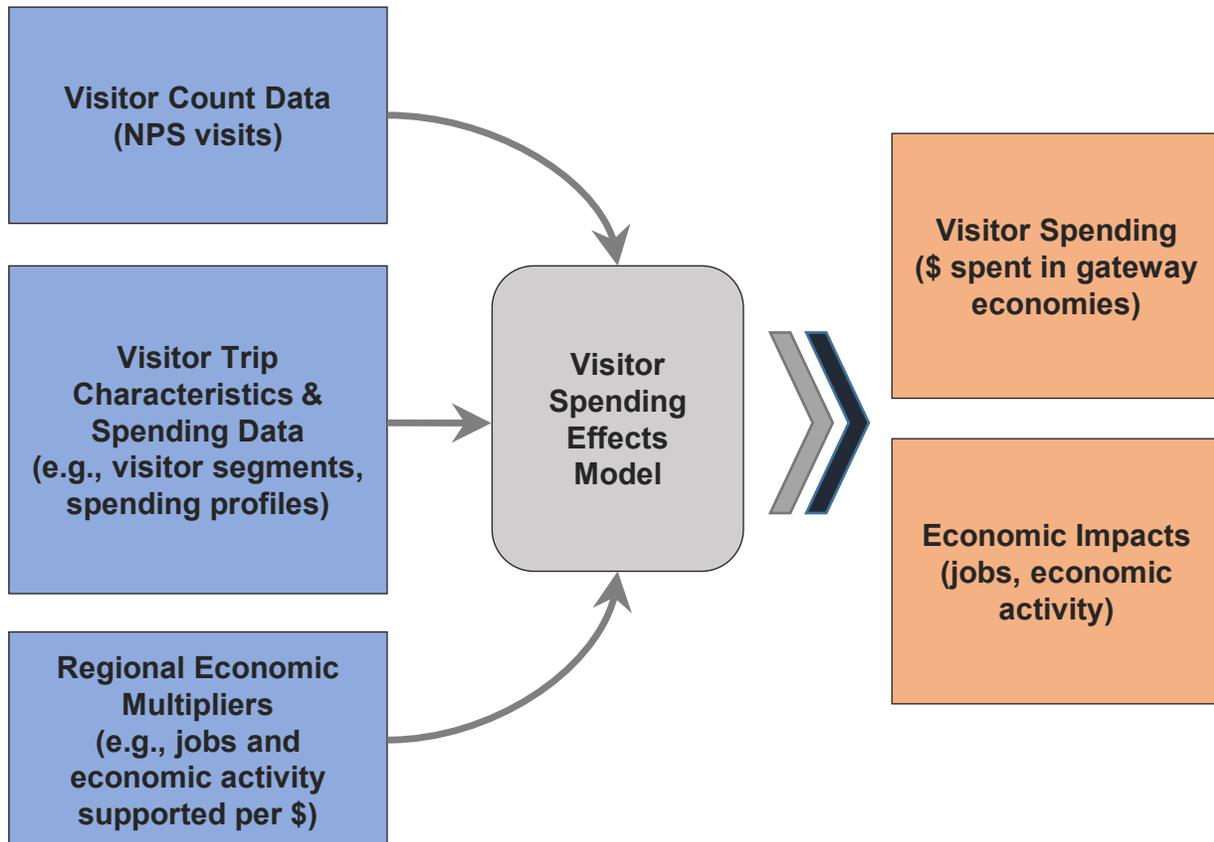


Figure 2. The Visitor Spending Effects Model.

Visitor Spending Patterns

Visitor spending patterns for this analysis are derived from survey data collected through the Visitor Services Project (VSP). These surveys measure visitor characteristics and visitor evaluations of importance and quality for services and facilities. Starting in 2003, a subset of VSP surveys included questions on visitor spending. Between 2003 and 2015, 57 VSP surveys included the requisite visitor spending questions necessary for this analysis. Spending data from these 57 surveyed parks were adjusted to 2017 dollars, and were used to develop spending patterns for the surveyed parks. Non-surveyed parks were classified into four park types: parks that have both camping and lodging available within the park (Camp and Lodge), parks that have only camping available within the park (Camp Only), parks with no overnight stays (No Stay), and parks with high day use, including National Recreation Areas, National Seashores and National Lakeshores (Recreation Areas). Generic

spending profiles for each of these park types were developed using data from the 57 surveyed parks. Some National Park units are not well represented by the four park types constructed using the VSP survey data. For these parks, profiles were constructed using the best available data. These units include parks in Alaska, parks in the Washington D.C. area, parkways, parks in highly urban areas, and several other parks². Additional information on data limitations for these parks is included in the Limitations section of this report.

The VSP data is also used to segment visitors by type of trip. NPS recreation visitors are split into the following seven distinct **visitor segments** in order to help explain differences in spending across user groups:

- *Local day trip*: local visitors who visit the park for a single day,
- *Non-local day trip*: non-local visitors who visit the park for a single day and leave the area or return home,
- *NPS Lodge*: non-local visitors who stay at a lodge or motel within the park,
- *NPS Campground*: non-local visitors who stay at campgrounds or at backcountry camping sites within the park,
- *Motel Outside Park*: non-local visitors who stay at motels, hotels, or bed and breakfasts located outside of the park,
- *Camp Outside Park*: non-local visitors who camp outside of the park, and
- *Other*: non-local visitors who stay overnight in the local region but do not have any lodging expenses. This segment includes visitors staying in private homes, with friends or relatives, or in other unpaid lodging.

Spending is broken into the following eight **spending categories** derived from the VSP survey data:

- Hotels, motels and bed and breakfasts,
- Camping fees,
- Restaurants and bars,
- Groceries and takeout food,
- Gas and oil,
- Local transportation,

²Including Aniakchak National Monument and Preserve, Big Cypress National Preserve, Cuyahoga Valley National Park, Denali National Park and Preserve, Everglades National Park, Glen Canyon National Recreation Area, George Washington Memorial Parkway, Isle Royale National Park, John D Rockefeller Jr Memorial Parkway, Manhattan Project National Historical Park, Minidoka National Historic Site, Natchez Trace Parkway, Rio Grande Wild and Scenic River, Valley Forge National Historical Park, and Yukon-Charley Rivers National Preserve.

- Admission and fees, and
- Souvenirs and other expenses.

Recreation Visitation Estimates

This analysis estimates visitor spending and associated economic effects for National Park units that collect visitation data. The NPS Visitor Use Statistics Office³ compiles detailed park-level visitation data for 382 of the 417 National Park units and publishes this data in an annual Statistical Abstract. The annual NPS recreation visitation estimates published in the 2017 Statistical Abstract are used for this analysis (Ziesler, 2018). The abstract reports total recreation visits and the number of overnight camping and lodging stays within the parks.

For each park, visitation is measured as *visits*⁴. Visitor spending profiles are in terms of spending per party per day (for visitors on day trips) or spending per party per night (for visitors on overnight trips). To estimate visitor spending, it is necessary to convert visit data to party days and party nights. Party days are the combined number of days that parties on day trips spend in the local area surrounding the park. Party nights are the combined number of nights that parties on overnight trips spend in the local area surrounding the park. A party is defined as a group that is traveling together and sharing expenses (e.g., a party could be a family, a couple, or an individual on a solo trip). To estimate total party days/nights, park visit data from the NPS Statistical Abstract are combined with trip characteristic information derived from the VSP surveys. Trip characteristic data include average party size, re-entry rate (i.e., the average number of days parties enter the park over the course of a trip), and length of stay (i.e., the average number of days or nights that parties spend in the local area). Visitation data are converted to total party days/nights using the following conversion:

For day-trip segments, **party days** = (visits ÷ party size), and

For overnight segments, **party nights** = (visits ÷ re-entry rate ÷ party size) × nights in local area.

³ <https://irma.nps.gov/Stats/>

⁴ Parks count visits as the number of individuals who enter the park each day. For example, a family of four taking a week-long vacation to Yellowstone National Park and staying at a lodge outside of the park would be counted as 28 visits (4 individuals who enter the park on 7 different days). A different family of four, also taking a week-long vacation to Yellowstone National Park but lodging within the park, would be counted as 4 visits (4 individuals who enter the park on a single day and then stay within the park for the remainder of their trip). These differences are a result of the realities of the limitations in the methods available to count park visits.

Regional Economic Multipliers

The multipliers used in this analysis are derived from the IMPLAN software and data system (IMPLAN Group LLC). IMPLAN is a widely used input-output modeling system. The underlying data drawn upon by the IMPLAN system are collected by the IMPLAN Group LLC from multiple Federal and state sources including the Bureau of Economic Analysis, Bureau of Labor Statistics, and the U.S. Census Bureau. This analysis uses IMPLAN version 3.0 software with 2015 county, state, and national-level data. Economic effects are reported on an annual basis in 2017 dollars (\$2017). Where necessary, dollar values have been adjusted to \$2017 using IMPLAN output deflators.

This analysis reports economic contributions at the park-level, state-level, NPS region-level, and national level. Park-level contributions use county-level IMPLAN models comprised of all counties contained within the local gateway regions; state-level contributions use state-level IMPLAN models; regional-level contributions use regional IMPLAN models comprised of all states contained within the NPS region⁵; and the national-level contributions use a national IMPLAN model. The size of the region included in an IMPLAN model influences the magnitude of the economic multiplier effects. As the economic region expands, the amount of secondary spending that stays within that region increases, which results in larger economic multipliers. Thus, contributions at the national level are larger than those at the regional, state, and local levels. Local, state, and national contribution estimates should not be summed.

2017 VSE Model Updates

New parks included in the 2017 VSE analysis:

- Carter G. Woodson Home National Historic Site
- Minidoka (Idaho) National Historic Site
- Minidoka (Washington) National Historic Site
- Stonewall National Monument

Changes to park profiles:

- Changes were made to the Manhattan Project National Historical Parks. These parks are classified as No Stay parks, but receive higher than average portions of local and non-local day visits. Profiles for the Manhattan Project Washington and Tennessee sites were modified to reflect a high portion of day visitors.
- Visitor spending estimates for the John D Rockefeller Jr Memorial Parkway were previously overstated. This parkway is primarily used by visitors traveling between Yellowstone National Park and Grand Teton National Park, and although there are lodging and camping opportunities along the parkway, the majority of visitors only pass through the parkway. The

⁵ The regional IMPLAN model for the National Capital Region includes the state of D.C., and also includes all counties included in the gateway regions for the National Capital Region park units.

profile for the parkway was modified to classify most visitors as day visitors. NPS visitor statistics data on overnight stays were used to determine in park camping and lodging visits, and the remainder of visits (>98%) were classified as day visits. Day visitors for this parkway are assumed to have relatively small visitor spending, estimated at \$12.12 per party.

- Several parks were moved from the Camp Only profile to the No Stay profile (Antietam National Battlefield, Chickamauga & Chattanooga National Military Park, and Fort Necessity National Battlefield). Each of these parks receive a small number of miscellaneous overnight stays, but offer little to no public camping opportunities within the park.

IMPLAN model changes:

- The 2017 VSE analysis uses the IMPLAN 2015 data set; the previous 2016 VSE analysis used the IMPLAN 2013 data set. IMPLAN data reflect the structure of the economy in the year of the data, and thus change over time. The update from IMPLAN 2013 data to IMPLAN 2015 data had two notable effects on this year's VSE estimates:
 - Projected deflators used to update visitor spending profiles to current year dollars are smaller in the IMPLAN 2015 data set compared to the IMPLAN 2013 data set. This means that, all else equal, visitor spending estimates are slightly less than they were for the 2016 analysis. IMPLAN uses Bureau of Labor Statistics implicit price index projections to estimate future year IMPLAN deflators; price index projections made in 2013 were corrected downward in 2015.
 - Multipliers differ between the two IMPLAN data sets, which causes variation in contribution estimates. Differences in multipliers vary from geography to geography and will thus affect estimates for park and state-level economies differently. Overall, employment (jobs) multipliers are relatively smaller in the 2015 IMPLAN data set compared to the 2013 IMPLAN data set. This reflects an increase in output per worker.

Results

Recreation Visits

A total of 330,882,751 NPS recreation visits are reported in the 2017 NPS Statistical Abstract (Ziesler, 2018). This is slightly down (0.03%) from 2016’s record-breaking Centennial year by less than 90,000 visits. Total party days/nights are estimated for each park unit and for each visitor segment (as described in the recreation visitation estimates section). In 2017, visitor parties accounted for 133.3 million party days/nights. Figure 3 provides the distribution of total party days/nights by visitor segment.

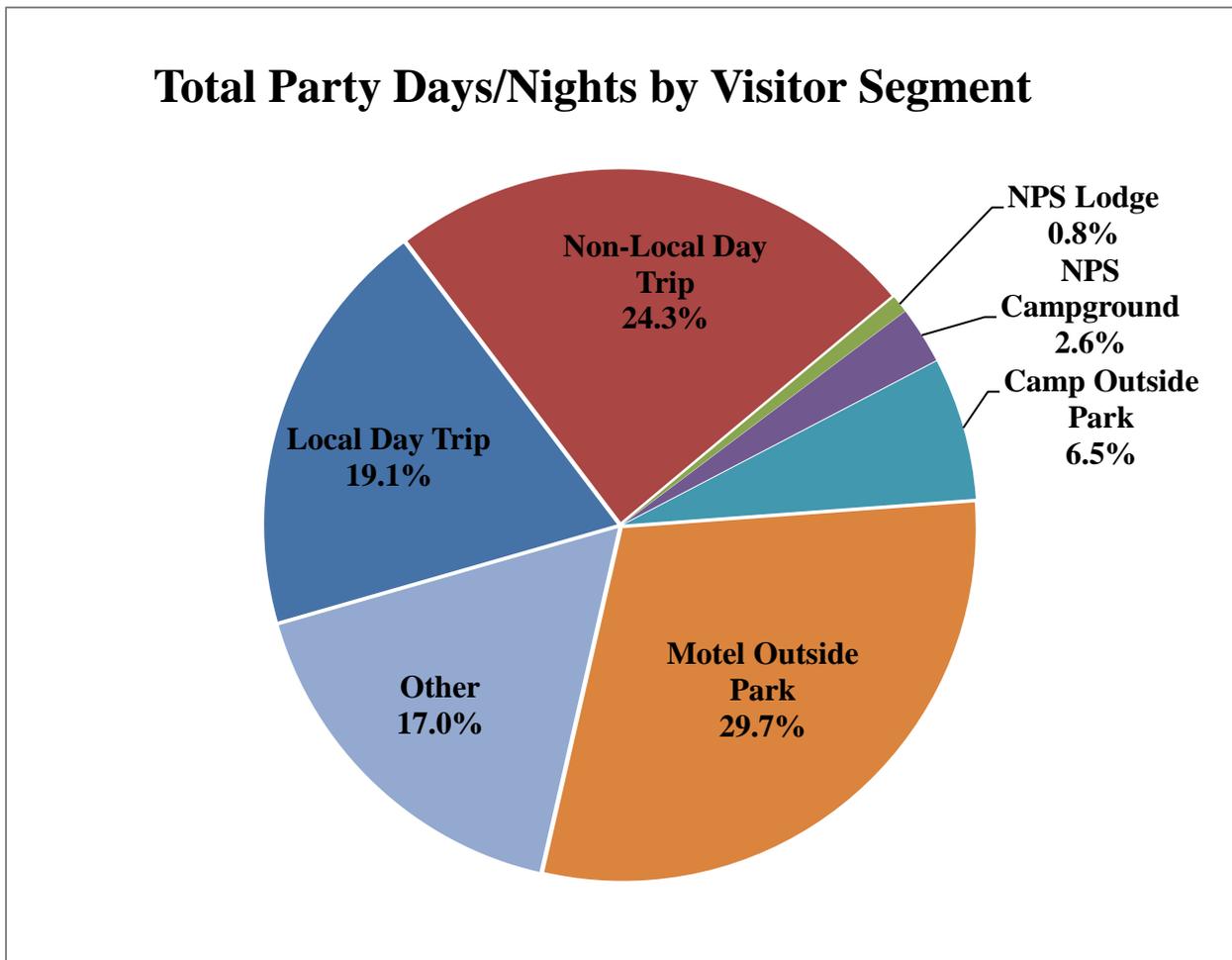


Figure 3. Distribution of total party days/nights by visitor segment. Total party days/nights measure the number of days (for day trips) and nights (for overnight trips) that visitor groups spend in gateway regions while visiting NPS sites. In 2017, visitor groups accounted for 133.3 million party days/nights.

Visitor Spending

In 2017, park visitors spent an estimated \$18.2 billion in local gateway regions while visiting NPS sites. Visitor spending was estimated for each park unit and for each visitor segment based on park and segment specific expenditure profiles (as described in the *visitor spending patterns* section). Total visitor spending is equal to total party days/nights multiplied by spending per party per day/night. Table 1 gives total spending estimates and average spending per party per day/night by visitor segment. Figure 4 presents the distribution of visitor spending by spending category. Lodging expenses account for the largest share of visitor spending. In 2017, park visitors spent \$5.5 billion on lodging in hotels, motels and bed and breakfasts, and an additional \$445.7 million on camping fees. Food expenses account for the next largest share of expenditures. In 2017, park visitors spent \$3.7 billion dining at restaurants and bars and an additional \$1.3 billion purchasing food at grocery and convenience stores.

Table 1. NPS visitor spending estimates by visitor segment for 2017.

Visitor Segment	Total Spending (\$ Millions, \$2017)	Percent of Total Spending	Average Spending per Party per Day/Night (\$2017)	Average Number of People per Party
Local Day Trip	\$1,062.2	5.8%	\$41.72	2.9
Non-Local Day Trip	\$2,908.9	16.0%	\$90.00	3.0
NPS Lodge	\$453.6	2.5%	\$421.28	3.2
NPS Camp Ground	\$434.3	2.4%	\$124.86	3.3
Motel Outside Park	\$11,274.7	62.0%	\$284.44	2.8
Camp Outside Park	\$1,094.7	6.0%	\$126.51	3.3
Other	\$953.7	5.2%	\$42.14	3.2
Total	\$18,182.1	100%	\$136.44	3.0

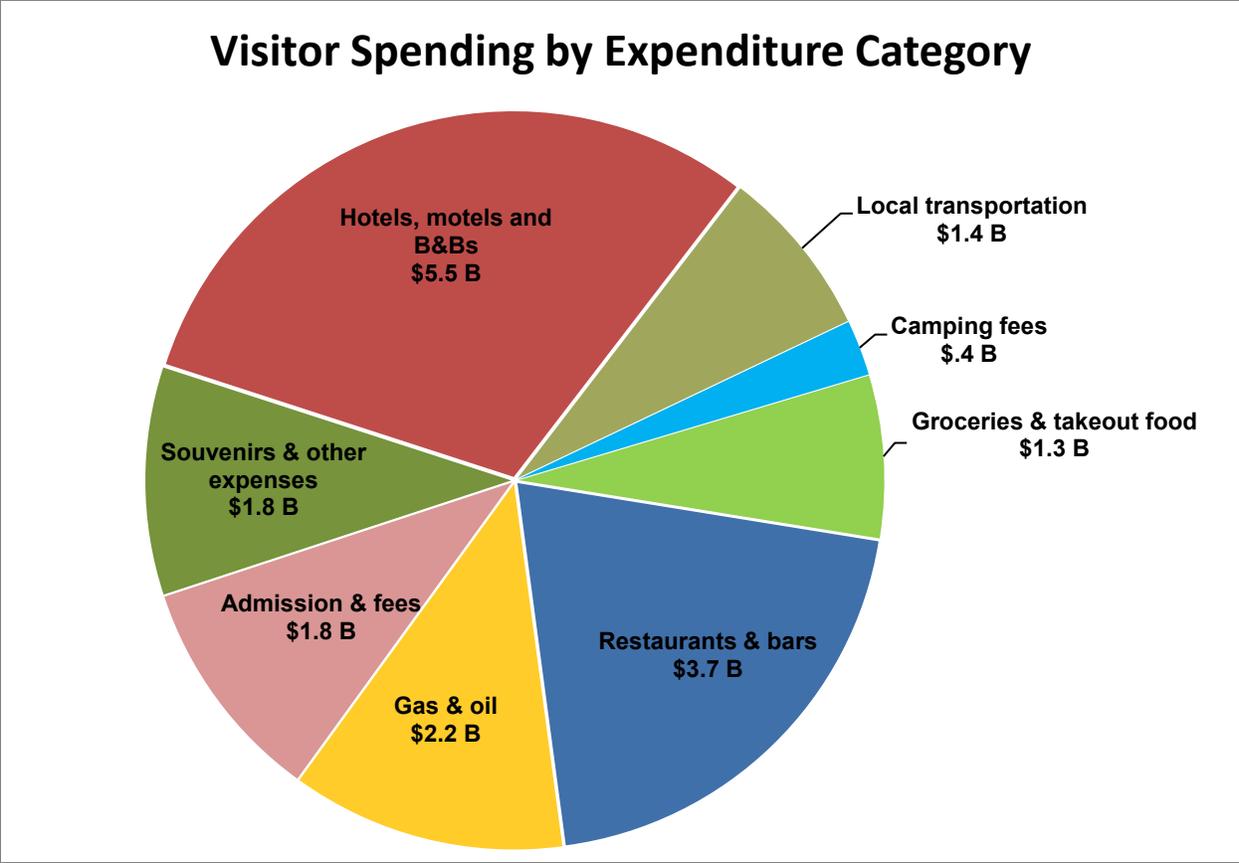


Figure 4. Distribution of NPS visitor spending by spending category. In 2017, visitors to NPS lands spent an estimated \$18.2 billion in local gateway regions.

National Contribution of Visitor Spending

This section reports the economic contributions of visitor spending to the national economy. These contributions are estimated by multiplying total visitor spending by national economic multipliers. Contributions at the national-level are larger than those at the park, state, or regional levels because, as the economic region expands, the amount of secondary spending that stays within that region increases which results in larger economic multipliers.

In 2017, NPS visitors spent a total of \$18.2 billion in local gateway regions while visiting NPS lands. Table 2 gives the economic contributions to the national economy of NPS visitor spending. In 2017, NPS visitor spending directly supported 186.6 thousand jobs, \$5.3 billion in labor income, \$8.9 billion in value added, and \$14.4 billion in economic output in the national economy. The secondary effects of visitor spending supported an additional 119.7 thousand jobs, \$6.6 billion in labor income, \$11.4 billion in value added, and \$21.4 billion in economic output in the national economy. Combined, NPS visitor spending supported a total of 306.2 thousand jobs, \$11.9 billion in labor income, \$20.3 billion in value added, and \$35.8 billion in economic output in the national economy.

Table 2. Economic contributions to the national economy of NPS visitor spending - 2017.

Effects	Sector	Jobs	Labor Income (\$ Millions, \$2017)	Value Added (\$ Millions, \$2017)	Output (\$ Millions, \$2017)
Direct Effects	Hotels, motels, and B&Bs	49,064	\$1,834.1	\$3,592.7	\$5,531.5
	Camping and other accommodations	8,503	\$265.1	\$294.2	\$445.7
	Restaurants and bars	60,447	\$1,351.2	\$2,075.2	\$3,697.7
	Grocery and convenience stores	5,255	\$167.3	\$246.3	\$360.0
	Gas stations	4,148	\$156.0	\$178.1	\$274.8
	Transit and ground transportation services	8,583	\$369.5	\$865.7	\$1,364.1
	Other amusement and recreation industries	29,378	\$674.2	\$1,028.2	\$1,812.3
	Retail establishments	21,173	\$495.8	\$566.5	\$874.2
Total Direct Effects	–	186,551	\$5,313.2	\$8,846.9	\$14,360.3
Secondary Effects	–	119,686	\$6,618.8	\$11,428.4	\$21,390.6
Total Effects	–	306,237	\$11,932.0	\$20,275.0	\$35,751.0

Local, State and Regional Effects

Contributions to local gateway economies are provided in the appendix in Table 3. Economic contributions are estimated by multiplying total (local and nonlocal) visitor spending by park-level (local gateway region) economic multipliers. Table 4 provides estimates of the percent of visitor spending for each park that is made by non-local visitors. Park unit type abbreviations are included in Table 7.

Contributions to state and regional economies are provided in the appendix in Tables 5 and 6, respectively. State-level contributions use state-level multipliers and regional-level contributions use regional multipliers. Figure 5 in the appendix provides a map of states included in each NPS region. For parks that fall within multiple states, park spending is proportionally allocated to each state based on the share of park visits that occur within each state. Visit shares for multi-state parks are listed in Table 8 in the appendix.

Limitations

The accuracy of spending and contribution estimates rests largely on the input data, namely (1) public use recreation visit and overnight stay data; (2) party size, length of stay, and park re-entry conversion factors; (3) visitor segment shares; (4) spending averages; and (5) local area multipliers.

Public use data provide estimates of visitor entries for most parks. Various counting instructions consider different travel modes within the context of each park unit to derive recreation and non-recreation visitation at both a monthly and annual resolution. Re-entry rates, vehicle occupancy rates, and other corrections are collected using travel surveys that increase the accuracy of these estimates. While these methods are well established in the visitor use estimation literature, these are still estimates.

Visitor spending estimates are calculated by multiplying total party days/nights for each visitor segment by average spending profiles for each visitor segment. Visitor segment splits for each park determine how many visits are attributed to each visitor segment (local day trip, non-local day trip, NPS lodge, NPS campground, motel outside park, camp outside park, and other), and can have a substantial effect on visitor spending estimates. Visitor segment splits are derived from Visitor Services Project (VSP) data. These data overestimate the percent of visits that fall into the ‘other’ segment. ‘Other’ visitors are defined as non-local visitors who stay overnight in the local region but do not have any lodging expenses, and includes visitors staying in private homes, with friends or relatives, or in other unpaid lodging. Although the percent of visits assigned to this segment is overestimated, average spending for the ‘other’ segment is low; thus, an overestimate in the percent of visits that are classified as ‘other’ should have a downward effect on spending and economic effect estimates.

Many visitors come to local gateway regions primarily to visit NPS lands. However, some visitors are primarily in the area for business, visiting friends and relatives, or for some other reason, and their visit to a NPS unit is not their primary purpose for their trip. For these visitors, it may not be appropriate to attribute all of their trip expenditures to the NPS. The VSE model only counts expenditures for the number of days that these visitors visit the park, but it does not adjust daily expenditures to omit spending such as motel and rental car expenses. This likely results in an over-attribution of visitor spending in sectors such as lodging and local transportation. Pilot studies are underway to improve this methodology as better data on trip purpose and visitor spending become available.

Similarly, it is difficult to allocate trip expenses for visitors who visit a park as part of a multi-destination trip, a tour package, or a longer vacation. This is especially applicable for visitors to the large western national parks and parks in vacation destinations like Hawaii. Efforts are underway to develop improved expenditure profiles for visitors on these types of trips.

The generic profiles constructed from the available VSP data should be reasonably accurate for many park units. However, a number of parks are not well represented by the generic visitor spending and trip characteristic profiles developed from the VSP data. For these parks, profiles were constructed

using the best available data. These units include parks in Alaska, parks in the Washington D.C. area, parkways, and parks in highly urban areas. There is a great need for increased sampling rigor across park types and geographic regions in order to increase the accuracy of these data and thus improve the accuracy of future visitor spending effects analyses. Efforts are underway to diversify the number of park units that these profiles represent. It is expected that these inputs to the model will continue to improve, and park unit specific data will be more prevalent through socioeconomic monitoring.

Parks in Alaska- Visit characteristics and spending at Alaska parks are unique. Spending opportunities near Alaska parks are limited and for many visitors a park visit is part of a cruise or guided tour, frequently purchased as a package. Most visitors are on extended trips to Alaska, making it difficult to allocate expenses to a particular park visit. Lodging, vehicle rentals, and air expenses frequently occur in Anchorage, many miles from the park. Also, many Alaska parks are only accessible by air or boat, so spending profiles estimated from visitor surveys at parks in the lower 48 states do not provide good approximations for Alaska parks. For this analysis, Alaska statewide multipliers are used to estimate contributions for parks in Alaska. Visitor trip characteristics and spending profiles are adopted from two reports on visitor spending and impacts in Alaska: a 2010 report on visitor spending and economic significance of visitation to Katmai National Park and Preserve (Fay and Christensen, 2010), and a 2010 report on the economic impacts of visitors to southeast Alaska (McDowell Group, 2010).

Parks in the Washington D.C. area- The many monuments and parks in the Washington, D.C. area each count visitors separately. To avoid double counting of spending across many national capital parks, we must know how many times a visitor has been counted at park units during a trip to the Washington, D.C. area. For parks in the Washington, D.C. area, we assume an average of 1.7 park visits are counted for day trips by local visitors, 3.4 park visits for day trips by non-local visitors, and 5.1 park visits on overnight trips (Stynes, 2011). A study is currently being conducted by the NPS Social Science Program that will provide better data on visitor trip patterns in the Washington D.C. area and will improve the accuracy of spending and economic effects for these parks.

In addition to the D.C. area parks, there are several other parks that are subject to similar double counting issues due to close proximity; for example, Castle Clinton NM and the Statue of Liberty NM, and parks in the Boston area. There are currently no adjustments made for these parks.

Parkways and urban parks- Parkways and urban parks present special difficulties for economic contribution analyses. These units have some of the highest numbers of visits while posing the most difficult problems for estimating recreation visits, spending, and economic contributions. Based on their proximity to urban areas and the activities available at these parks, the majority of recreation visits to parkways and urban parks are assumed to be day trips by local or non-local visitors. NPS visitor statistics parse out the potentially high number of non-recreation visits on parkways (e.g., commuters using the George Washington Memorial Parkway are not counted as recreation visits). This analysis only includes visitors driving on parkways for recreation purposes, but even so, individual visits to parkways like the George Washington Memorial Parkway are not likely to account for a substantial amount of visitor spending in the local area. For this reason, only a small amount of spending per party (\$12.12) is counted for the John D Rockefeller Jr. Memorial Parkway

and the George Washington Memorial Parkway. Better data on parkway and urban park spending patterns and trip characteristics are needed. Due to the high numbers of recreation visits at these units, small changes in assumed spending averages or segment mixes can have large effects on spending estimates.

The economic effects of visitor spending are estimated by multiplying visitor spending estimates by local area multipliers. Local area multipliers are developed using county-level IMPLAN models comprised of all counties contained within the local gateway regions. For this analysis, the local gateway region for each park unit is defined as all counties contained within or intersecting a 60-mile radius around each park boundary. This method results in some relatively large local gateway regions, especially in some western states where counties are large. Because of this, there is the potential for including some areas that are not intrinsically linked to the local economies surrounding each park. Efforts are underway to improve local gateway region definitions.

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Appendix

Table 3. Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Abraham Lincoln Birthplace NHP	269,580	\$15,412.8	242	\$6,965.1	\$11,847.7	\$20,885.0
Acadia NP	3,509,271	\$284,459.8	4,163	\$107,621.5	\$185,248.3	\$338,873.8
Adams NHP	255,563	\$14,611.5	200	\$7,971.9	\$12,984.4	\$20,679.4
African Burial Ground NM	43,183	\$2,469.0	31	\$1,392.3	\$2,253.9	\$3,381.6
Agate Fossil Beds NM*	32,039	\$2,299.0	35	\$684.1	\$1,205.5	\$2,379.4
Alibates Flint Quarries NM	6,613	\$378.1	5	\$150.2	\$257.2	\$465.3
Allegheny Portage Railroad NHS	201,837	\$11,539.7	179	\$5,649.0	\$9,085.1	\$15,724.5
Amistad NRA	1,221,635	\$52,103.1	695	\$15,795.2	\$28,427.4	\$52,168.5
Andersonville NHS	132,149	\$7,555.4	123	\$2,877.6	\$4,897.8	\$9,322.4
Andrew Johnson NHS	53,999	\$3,087.4	50	\$1,316.0	\$2,176.0	\$3,933.5
Aniakchak NM&PRES	100	\$77.2	0	\$31.3	\$72.3	\$112.2
Antietam NB ¹	366,508	\$20,950.5	281	\$10,894.6	\$18,047.7	\$28,813.3
Apostle Islands NL*	203,421	\$31,763.4	454	\$11,492.9	\$20,403.4	\$37,497.2
Appomattox Court House NHP	113,961	\$6,515.5	104	\$2,633.2	\$4,478.3	\$8,137.4
Arches NP*	1,539,028	\$182,505.5	2,869	\$75,990.7	\$132,261.2	\$241,343.9
Arkansas Post NMEM	36,079	\$2,062.5	31	\$847.5	\$1,468.0	\$2,561.2
Arlington House, The Robert E. Lee Memorial NMEM	726,060	\$41,511.4	548	\$21,575.8	\$35,866.7	\$56,918.9
Assateague Island NS	2,347,166	\$99,819.8	1,284	\$38,734.1	\$65,660.2	\$110,986.6
Aztec Ruins NM	52,755	\$3,016.2	46	\$1,078.3	\$1,874.4	\$3,494.7
Badlands NP	1,054,325	\$66,005.9	952	\$24,990.8	\$43,349.7	\$80,730.6
Bandelier NM	209,140	\$12,820.3	188	\$5,238.2	\$9,088.6	\$16,370.6
Belmont-Paul Women's Equality NM	10,894	\$201.7	3	\$106.3	\$180.6	\$286.6
Bent's Old Fort NHS	26,398	\$1,509.2	21	\$585.0	\$1,001.0	\$1,779.8
Bering Land Bridge NPRES	2,642	\$4,056.7	51	\$1,877.8	\$3,561.1	\$5,913.5
Big Bend NP	440,275	\$37,305.3	541	\$12,524.5	\$22,453.3	\$40,902.0
Big Cypress NPRES	922,883	\$72,014.5	957	\$36,393.7	\$63,084.6	\$102,401.7
Big Hole NB*	36,718	\$2,354.3	33	\$864.5	\$1,286.2	\$2,457.0
Big South Fork NRRRA*	761,200	\$22,699.0	299	\$8,132.9	\$13,354.0	\$24,077.7

* For these parks, results are based on a visitor survey at the designated park. For other parks, visitor characteristics and spending averages are adapted from national averages for each park type.

¹ Trip characteristic data, spending data, and/or local area definitions were updated for these parks in 2017.

× Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Big Thicket NPRES	170,649	\$10,6990.6	136	\$4,800.8	\$8,358.3	#13,515.5
Bighorn Canyon NRA	231,836	\$9,856.1	148	\$3,999.6	\$6,397.9	\$11,955.3
Biscayne NP	446,961	\$27,986.7	364	\$14,021.5	\$23,872.5	\$38,537.6
Black Canyon Of The Gunnison NP	307,142	\$18,656.5	236	\$8,240.1	\$13,927.2	\$22,906.6
Blue Ridge PKWY	16,093,766	\$1,015,625.8	15,378	\$458,532.2	\$785,896.5	\$1,388,562.7
Bluestone NSR	32,029	\$1,367.7	20	\$519.7	\$866.1	\$1,556.2
Booker T Washington NM	25,480	\$1,456.8	22	\$604.3	\$1,028.5	\$1,865.4
Boston NHP	3,425,606	\$195,854.0	2,690	\$107,173.5	\$174,204.3	\$277,481.8
Boston African American NHS	413,151	\$23,621.3	325	\$12,921.2	\$21,007.0	\$33,468.5
Brown V Board Of Education NHS	25,205	\$1,441.0	24	\$729.9	\$1,236.8	\$2,177.1
Bryce Canyon NP	2,571,684	\$212,958.5	3,119	\$83,429.6	\$141,782.3	\$256,381.0
Buck Island Reef NM	33,082	\$2,003.0	23	\$921.0	\$1,603.1	\$2,543.9
Buffalo NR	1,471,330	\$62,634.5	911	\$23,003.1	\$39,175.8	\$71,109.2
Cabrillo NM	997,902	\$57,053.6	790	\$29,393.9	\$47,275.3	\$76,372.0
Canaveral NS	1,598,587	\$100,636.3	1,406	\$45,510.4	\$80,615.3	\$134,396.8
Cane River Creole NHP	30,117	\$1,721.9	24	\$684.2	\$1,183.9	\$2,112.6
Canyon De Chelly NM	825,660	\$53,354.9	792	\$17,640.3	\$31,824.5	\$61,687.5
Canyonlands NP	742,272	\$44,541.8	640	\$16,852.2	\$28,871.1	\$52,753.1
Cape Cod NS	4,125,419	\$176,513.1	2,103	\$89,182.7	\$142,731.4	\$221,510.9
Cape Hatteras NS	2,433,704	\$151,624.8	2,222	\$59,797.7	\$103,924.1	\$186,562.2
Cape Krusenstern NM	15,000	\$23,031.6	301	\$10,661.3	\$20,217.8	\$33,573.3
Cape Lookout NS	399,358	\$20,897.1	309	\$7,230.5	\$12,230.8	\$23,206.0
Capitol Reef NP*	1,150,165	\$81,284.4	1,100	\$29,476.7	\$50,867.7	\$91,814.0
Capulin Volcano NM*	59,616	\$1,756.7	26	\$534.9	\$884.8	\$1,719.3
Carl Sandburg Home NHS	72,777	\$4,160.9	63	\$1,693.2	\$2,873.7	\$5,138.2
Carlsbad Caverns NP	520,026	\$32,750.0	458	\$11,451.9	\$19,573.0	\$36,169.0
Carter G. Woodson Home NHS	1,884	\$34.9	0	\$18.4	\$31.2	\$49.5
Casa Grande Ruins NM	75,583	\$4,321.4	65	\$2,306.0	\$3,814.4	\$6,413.7
Castillo De San Marcos NM	876,976	\$50,139.8	776	\$22,519.2	\$38,928.5	\$67,665.6
Castle Clinton NM	4,737,113	\$114,376.7	1,206	\$53,475.4	\$85,710.5	\$130,282.7
Catoctin Mountain P	236,243	\$14,326.1	183	\$7,225.3	\$12,084.1	\$19,269.9

* For these parks, results are based on a visitor survey at the designated park. For other parks, visitor characteristics and spending averages are adapted from national averages for each park type.

! Trip characteristic data, spending data, and/or local area definitions were updated for these parks in 2017.

x Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Cedar Breaks NM	909,199	\$57,185.2	810	\$21,309.0	\$36,258.1	\$65,711.6
Cesar E. Chavez NM	15,472	\$884.6	11	\$462.8	\$743.9	\$1,219.6
Chaco Culture NHP	55,333	\$2,928.7	44	\$1,152.3	\$1,982.8	\$3,638.3
Chamizal NMEM	86,400	\$4,939.8	77	\$1,820.9	\$3,226.3	\$6,071.7
Channel Islands NP	383,687	\$23,095.1	308	\$12,296.3	\$19,927.0	\$32,268.8
Charles Pinckney NHS	53,745	\$3,072.8	45	\$1,295.0	\$2,274.5	\$3,825.1
Charles Young Buffalo Soldiers NM	12,405	\$709.2	10	\$314.2	\$518.9	\$924.4
Chattahoochee River NRA	2,768,500	\$118,221.7	1,723	\$57,952.9	\$97,127.4	\$164,861.7
Chesapeake & Ohio Canal NHP	4,859,573	\$89,492.6	1,237	\$46,564.4	\$78,936.8	\$127,569.4
Chickamauga & Chattanooga NMP ¹	994,537	\$56,832.5	883	\$22,192.8	\$37,384.9	\$69,325.3
Chickasaw NRA*	1,533,684	\$24,089.6	244	\$6,256.2	\$9,990.8	\$18,271.2
Chiricahua NM	63,132	\$3,650.6	52	\$1,185.8	\$1,992.1	\$3,813.6
Christiansted NHS	96,780	\$5,533.3	69	\$2,650.3	\$4,518.4	\$7,221.1
City Of Rocks NRES	130,276	\$7,448.4	111	\$2,870.2	\$4,621.3	\$8,429.2
Clara Barton NHS ^x	0	\$0.0	0	\$0.0	\$0.0	\$0.0
Colonial NHP	3,333,448	\$190,585.0	3,014	\$87,016.9	\$149,910.2	\$264,867.9
Colorado NM	375,036	\$22,928.9	329	\$8,985.7	\$15,518.2	\$28,028.6
Congaree NP*	159,595	\$7,827.5	101	\$2,856.7	\$5,168.7	\$9,068.2
Coronado NMEM	131,615	\$7,524.9	113	\$3,114.6	\$5,290.1	\$9,394.4
Cowpens NB	212,692	\$13,388.4	198	\$6,217.4	\$10,684.1	\$18,443.7
Crater Lake NP	711,749	\$59,899.5	981	\$26,785.4	\$43,488.3	\$80,578.3
Craters Of The Moon NM&PRES*	285,228	\$9,713.1	146	\$3,452.0	\$5,565.0	\$10,860.1
Cumberland Gap NHP	737,547	\$46,142.4	673	\$18,994.9	\$32,283.2	\$57,981.1
Cumberland Island NS	51,938	\$2,122.4	30	\$917.1	\$1,527.0	\$2,638.5
Curecanti NRA	1,041,446	\$44,112.3	551	\$17,894.9	\$30,011.7	\$49,922.3
Cuyahoga Valley NP	2,226,879	\$63,098.6	931	\$26,600.7	\$44,137.6	\$78,148.1
Dayton Aviation Heritage NHP*	99,700	\$5,760.2	96	\$3,056.4	\$5,161.7	\$8,969.4
De Soto NMEM	233,355	\$13,341.7	204	\$6,643.7	\$11,315.7	\$19,233.3
Death Valley NP	1,294,827	\$106,839.2	1,393	\$49,949.8	\$84,839.4	\$137,800.9
Delaware Water Gap NRA*	3,400,945	\$113,574.1	1,625	\$65,730.9	\$105,856.0	\$165,482.2
Denali NP&PRES	642,809	\$632,370.4	8,154	\$293,019.8	\$558,321.1	\$924,184.0
Devils Postpile NM	109,571	\$6,901.4	96	\$2,835.8	\$4,653.1	\$8,188.2

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^x Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Devils Tower NM	499,030	\$31,056.0	442	\$11,959.3	\$21,042.7	\$38,687.9
Dinosaur NM	315,859	\$18,479.4	231	\$7,105.8	\$12,078.1	\$20,400.2
Dry Tortugas NP	54,280	\$3,190.3	38	\$1,252.9	\$2,152.6	\$3,496.4
Edgar Allan Poe NHS	14,878	\$850.7	10	\$473.5	\$770.3	\$1,240.8
Effigy Mounds NM*	67,006	\$4,170.5	67	\$1,636.7	\$2,800.7	\$5,064.0
Eisenhower NHS	50,598	\$2,892.8	39	\$1,506.1	\$2,474.7	\$3,949.6
El Malpais NM	161,526	\$9,235.1	149	\$3,808.6	\$6,573.7	\$12,147.4
El Morro NM	59,012	\$3,624.4	52	\$1,009.9	\$1,893.0	\$3,790.8
Eleanor Roosevelt NHS	67,620	\$3,866.1	49	\$1,959.9	\$3,268.1	\$5,075.3
Eugene O'Neill NHS	3,931	\$224.8	3	\$124.5	\$196.7	\$309.9
Everglades NP	1,018,557	\$97,398.3	1,320	\$51,298.3	\$89,354.8	\$144,384.7
Federal Hall NMEM	325,498	\$18,609.8	222	\$10,500.1	\$16,984.1	\$25,447.8
Fire Island NS	456,393	\$19,430.9	209	\$10,044.5	\$16,256.3	\$24,178.7
First Ladies NHS	13,085	\$748.1	10	\$378.7	\$626.0	\$1,082.7
Flight 93 NMEM	364,083	\$20,815.9	325	\$10,215.2	\$16,448.6	\$28,446.2
Florissant Fossil Beds NM	71,763	\$4,103.0	60	\$2,151.8	\$3,596.7	\$5,933.0
Ford's Theatre NHS	744,266	\$13,780.0	185	\$7,262.6	\$12,335.0	\$19,555.3
Fort Bowie NHS	8,491	\$485.5	8	\$197.2	\$335.7	\$597.2
Fort Caroline NMEM	243,961	\$13,948.1	214	\$6,539.5	\$11,220.6	\$19,362.5
Fort Davis NHS	60,911	\$3,482.5	50	\$1,050.7	\$1,970.6	\$3,660.9
Fort Donelson NB	208,817	\$13,151.2	182	\$6,091.0	\$10,197.0	\$17,139.1
Fort Frederica NM	188,089	\$10,753.7	165	\$4,848.2	\$8,255.1	\$14,301.6
Fort Laramie NHS	61,513	\$3,516.9	54	\$1,241.4	\$2,220.3	\$4,118.5
Fort Larned NHS*	29,188	\$1,730.9	26	\$552.7	\$980.1	\$1,921.3
Fort Matanzas NM	578,981	\$33,102.4	510	\$14,996.5	\$25,931.9	\$44,919.2
Fort McHenry NM&SHRINE	591,861	\$33,838.8	453	\$17,685.8	\$29,545.7	\$46,918.2
Fort Necessity NB ¹	294,146	\$16,813.5	267	\$8,523.2	\$13,767.0	\$23,814.9
Fort Point NHS	1,532,540	\$87,620.7	1,133	\$48,522.2	\$76,658.0	\$120,827.8
Fort Pulaski NM	360,591	\$22,712.1	306	\$9,288.5	\$16,457.2	\$27,910.3
Fort Raleigh NHS	274,981	\$15,721.6	242	\$6,417.5	\$10,928.5	\$19,637.5

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^x Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Fort Scott NHS*	28,947	\$506.9	6	\$154.3	\$249.4	\$490.2
Fort Smith NHS	141,915	\$8,113.8	127	\$3,092.6	\$5,386.3	\$9,947.6
Fort Stanwix NM*	106,936	\$5,743.6	78	\$2,471.4	\$4,289.4	\$7,220.0
Fort Sumter NM	896,569	\$51,260.0	723	\$21,602.3	\$37,946.0	\$63,912.0
Fort Union NM*	11,676	\$770.7	10	\$295.5	\$487.1	\$852.1
Fort Union Trading Post NHS*	13,329	\$1,043.8	12	\$375.6	\$577.2	\$962.5
Fort Vancouver NHS	1,081,489	\$61,832.5	1,005	\$31,426.4	\$51,385.3	\$90,246.4
Fort Washington P	317,470	\$18,150.9	237	\$9,410.7	\$15,633.1	\$24,654.9
Fossil Butte NM*	21,978	\$1,072.8	13	\$390.4	\$650.9	\$1,125.2
Franklin Delano Roosevelt MEM	3,507,402	\$64,939.2	864	\$34,225.5	\$58,129.4	\$92,155.7
Frederick Douglass NHS	76,569	\$1,417.7	18	\$747.0	\$1,268.2	\$2,007.6
Frederick Law Olmsted NHS	11,387	\$651.0	9	\$355.2	\$578.5	\$923.0
Fredericksburg & Spotsylvania NMP	919,311	\$52,560.3	687	\$26,688.4	\$44,198.8	\$70,377.5
Friendship Hill NHS	39,377	\$2,251.3	37	\$1,134.4	\$1,835.1	\$3,167.5
Gates Of The Arctic NP&PRES	11,177	\$17,161.4	223	\$7,944.0	\$15,064.8	\$25,016.4
Gateway NRA	9,190,609	\$222,025.8	2,374	\$104,118.4	\$166,463.5	\$254,579.4
Gauley River NRA	118,733	\$5,046.3	74	\$1,912.0	\$3,136.3	\$5,623.6
General Grant NMEM	97,005	\$5,546.1	67	\$3,126.8	\$5,064.6	\$7,602.7
George Rogers Clark NHP	117,268	\$6,704.6	102	\$2,568.3	\$4,384.9	\$8,038.7
George Washington MEM PKWY	7,562,793	\$48,242.6	817	\$26,315.1	\$41,676.5	\$69,771.9
George Washington Birthplace NM*	122,456	\$5,464.3	67	\$2,727.3	\$4,484.0	\$7,073.4
George Washington Carver NM*	46,465	\$838.2	12	\$314.8	\$511.4	\$931.7
Gettysburg NMP	1,038,650	\$65,268.0	832	\$32,945.1	\$55,118.1	\$87,853.4
Gila Cliff Dwellings NM	78,872	\$4,509.4	69	\$1,334.1	\$2,325.1	\$4,664.2
Glacier NP	3,305,513	\$275,137.3	4,602	\$121,084.8	\$194,557.5	\$368,641.4
Glacier Bay NP&PRES	547,057	\$113,804.7	2,090	\$58,757.9	\$94,544.6	\$167,810.3
Glen Canyon NRA	4,574,940	\$360,729.2	5,060	\$137,357.2	\$235,944.1	\$425,140.8
Golden Gate NRA	14,981,897	\$364,732.1	4,085	\$167,936.8	\$264,061.3	\$418,805.2
Golden Spike NHS*	67,811	\$3,799.3	58	\$1,771.4	\$2,961.5	\$5,258.9
Governors Island NM	625,652	\$35,770.7	422	\$20,182.7	\$32,645.8	\$48,914.2
Grand Canyon NP*	6,254,238	\$666,912.8	9,423	\$329,315.3	\$581,624.3	\$938,010.8

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× Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Grand Portage NM	96,051	\$6,048.7	80	\$1,658.7	\$3,204.7	\$5,889.4
Grand Teton NP*	3,316,999	\$589,903.9	8,694	\$259,807.1	\$421,551.8	\$744,286.5
Grant-Kohrs Ranch NHS	24,072	\$1,376.3	22	\$633.0	\$964.8	\$1,798.0
Great Basin NP	168,027	\$9,694.1	137	\$3,038.0	\$5,263.2	\$10,039.2
Great Sand Dunes NP&PRES	486,935	\$29,582.6	408	\$11,243.8	\$19,328.3	\$34,602.2
Great Smoky Mountains NP	11,338,893	\$922,947.1	13,942	\$405,780.5	\$695,842.3	\$1,237,735.0
Greenbelt P	141,856	\$8,528.1	106	\$4,281.5	\$7,209.7	\$11,386.8
Guadalupe Mountains NP	225,257	\$13,646.2	197	\$4,880.6	\$8,712.3	\$16,090.4
Guilford Courthouse NMP	348,991	\$19,953.0	320	\$9,360.7	\$15,654.0	\$27,547.3
Gulf Islands NS	3,952,940	\$167,978.9	2,351	\$69,222.2	\$118,595.4	\$205,405.3
Hagerman Fossil Beds NM	31,123	\$1,779.4	27	\$818.1	\$1,319.8	\$2,405.8
Haleakala NP	1,112,390	\$69,751.1	819	\$32,188.8	\$56,282.0	\$89,290.3
Hamilton Grange NMEM	85,602	\$4,894.2	57	\$2,753.7	\$4,460.0	\$6,679.2
Hampton NHS	32,328	\$1,848.3	25	\$976.6	\$1,624.6	\$2,581.6
Harpers Ferry NHP*	342,535	\$16,514.7	239	\$9,184.0	\$15,156.0	\$24,198.6
Harry S Truman NHS	45,436	\$2,597.7	44	\$1,321.1	\$2,230.9	\$3,934.3
Hawaii Volcanoes NP	2,016,702	\$166,177.3	2,020	\$78,840.6	\$140,441.1	\$222,394.9
Herbert Hoover NHS	144,619	\$8,268.4	127	\$3,409.6	\$5,847.5	\$10,489.1
Home Of Franklin D Roosevelt NHS	185,744	\$10,619.7	133	\$5,409.2	\$9,035.0	\$14,012.1
Homestead NM*	123,400	\$3,984.3	59	\$1,389.3	\$2,347.5	\$4,387.0
Hopewell Culture NHP	62,413	\$3,568.4	56	\$1,746.3	\$2,924.7	\$5,072.5
Hopewell Furnace NHS	49,306	\$2,819.0	43	\$1,547.4	\$2,516.7	\$4,134.9
Horseshoe Bend NMP	74,255	\$4,245.4	66	\$1,861.4	\$3,161.3	\$5,655.0
Hot Springs NP	1,561,615	\$97,854.3	1,494	\$37,994.1	\$70,417.1	\$127,057.8
Hovenweep NM	39,969	\$2,459.3	35	\$917.2	\$1,608.2	\$2,912.5
Hubbell Trading Post NHS	45,800	\$2,618.5	43	\$877.6	\$1,548.6	\$3,031.0
Independence NHP	4,790,758	\$273,904.6	3,926	\$152,467.7	\$248,008.9	\$399,492.2
Indiana Dunes NL	2,158,471	\$92,046.0	1,183	\$45,690.6	\$77,894.6	\$124,216.9
Isle Royale NP	28,196	\$6,156.9	97	\$1,968.2	\$3,580.3	\$7,124.6
James A Garfield NHS*	53,535	\$1,871.5	31	\$914.5	\$1,533.9	\$2,717.8

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^x Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Jean Lafitte NP&PRES	456,667	\$26,109.3	391	\$11,558.3	\$19,752.1	\$33,986.7
Jefferson NEM*	1,398,188	\$135,944.1	2,340	\$70,880.6	\$119,724.6	\$211,521.2
Jewel Cave NM	144,537	\$8,263.6	125	\$3,270.1	\$5,572.7	\$10,362.9
Jimmy Carter NHS	60,736	\$3,472.5	57	\$1,318.7	\$2,247.1	\$4,271.8
John D Rockefeller Jr MEM PKWY ¹	1,433,292	\$7,932.2	136	\$2,938.6	\$4,729.8	\$8,768.2
John Day Fossil Beds NM*	214,558	\$9,998.8	150	\$3,960.7	\$6,306.6	\$11,646.5
John F Kennedy NHS	30,400	\$1,738.1	23	\$947.8	\$1,544.1	\$2,464.2
John Muir NHS	46,876	\$2,680.1	34	\$1,485.0	\$2,346.0	\$3,699.8
Johnstown Flood NMEM*	171,376	\$10,336.4	168	\$5,212.4	\$8,456.6	\$14,705.7
Joshua Tree NP*	2,853,619	\$137,625.4	1,789	\$67,602.7	\$112,140.8	\$182,717.5
Kalaupapa NHP	76,513	\$4,374.5	54	\$2,095.3	\$3,572.2	\$5,708.9
Kaloko-Honokohau NHP	196,856	\$11,254.9	140	\$5,390.9	\$9,190.6	\$14,688.1
Katmai NP&PRES	37,818	\$58,068.2	756	\$26,879.7	\$50,974.0	\$84,646.6
Kenai Fjords NP	303,598	\$53,511.2	1,046	\$28,170.7	\$43,720.0	\$78,907.3
Kennesaw Mountain NBP	2,593,725	\$148,292.4	2,315	\$78,380.0	\$131,822.1	\$223,176.3
Keweenaw NHP	16,480	\$942.2	14	\$245.7	\$491.7	\$984.0
Kings Canyon NP	692,932	\$58,740.9	863	\$25,590.5	\$41,579.5	\$73,561.5
Kings Mountain NMP*	291,842	\$11,427.9	175	\$5,404.8	\$9,020.7	\$15,590.5
Klondike Gold Rush AK NHP	906,485	\$161,419.1	3,141	\$84,869.1	\$132,031.4	\$238,027.0
Klondike Gold Rush WA NHP	84,760	\$4,846.1	64	\$2,208.9	\$4,031.8	\$6,463.2
Knife River Indian Villages NHS	11,645	\$665.8	8	\$291.9	\$470.2	\$846.8
Kobuk Valley NP	15,500	\$23,799.9	310	\$11,016.9	\$20,892.3	\$34,693.4
Korean War Veterans MEM	4,155,946	\$76,947.0	1,024	\$40,554.0	\$68,878.0	\$109,196.0
Lake Chelan NRA	38,463	\$2,576.3	31	\$1,169.0	\$2,162.6	\$3,378.6
Lake Clark NP&PRES	22,755	\$34,939.2	455	\$16,173.3	\$30,670.7	\$50,931.3
Lake Mead NRA	7,882,339	\$336,260.3	4,192	\$145,706.4	\$240,843.1	\$391,567.9
Lake Meredith NRA	1,329,076	\$56,451.6	774	\$20,585.5	\$35,089.5	\$63,831.2
Lake Roosevelt NRA	1,304,403	\$55,695.2	747	\$20,389.2	\$37,409.5	\$64,714.7
Lassen Volcanic NP	507,256	\$30,096.8	437	\$11,492.5	\$18,690.0	\$34,535.7
Lava Beds NM*	135,286	\$5,621.3	74	\$2,004.9	\$3,176.7	\$5,947.5
Lewis and Clark NHP	293,355	\$16,772.2	260	\$8,265.1	\$13,837.0	\$23,855.8

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^x Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Lincoln MEM	7,956,117	\$147,306.8	1,963	\$77,636.4	\$131,859.6	\$209,044.1
Lincoln Boyhood NMEM*	143,650	\$6,675.7	112	\$3,036.4	\$5,105.3	\$9,152.3
Lincoln Home NHS*	232,265	\$13,777.3	207	\$5,391.6	\$9,730.3	\$17,184.7
Little Bighorn Battlefield NM	296,128	\$16,930.7	275	\$7,508.5	\$11,906.2	\$22,365.1
Little River Canyon NPRES	367,058	\$20,986.0	332	\$8,955.0	\$15,109.5	\$27,369.4
Little Rock Central High School NHS	170,413	\$9,743.1	157	\$4,020.0	\$7,229.0	\$13,047.1
Longfellow NHS	51,606	\$2,950.5	41	\$1,613.6	\$2,623.5	\$4,182.5
Lowell NHP	562,499	\$32,160.1	445	\$17,521.7	\$28,519.1	\$45,553.7
Lyndon B Johnson NHP	146,119	\$8,354.2	123	\$4,104.9	\$7,024.8	\$11,889.0
Lyndon Baines Johnson Memorial Grove on the Potomac NMEM	277,402	\$15,860.1	210	\$8,243.4	\$13,703.4	\$21,746.8
Maggie L Walker NHS	10,738	\$614.0	8	\$271.7	\$469.2	\$826.3
Mammoth Cave NP	587,854	\$48,145.5	706	\$22,993.6	\$39,264.5	\$66,846.6
Manassas NBP	605,577	\$34,623.0	455	\$17,955.9	\$29,817.0	\$47,176.4
Manhattan Project (New Mexico) NHP ¹	7,020	\$401.4	4	\$164.5	\$271.1	\$463.2
Manhattan Project (Washington) NHP ¹	12,172	\$391.5	6	\$139.9	\$254.4	\$423.2
Manhattan Project (Tennessee) NHP ¹	70,406	\$1,309.6	19	\$529.4	\$826.5	\$1,456.8
Manzanar NHS*	114,461	\$11,683.4	164	\$4,884.7	\$7,874.6	\$13,731.6
Marsh - Billings - Rockefeller NHP	46,523	\$2,659.9	39	\$1,199.3	\$2,047.5	\$3,426.8
Martin Luther King Jr NHS	584,436	\$33,414.3	522	\$17,734.9	\$29,827.5	\$50,420.0
Martin Luther King, Jr. MEM	3,651,093	\$67,599.7	900	\$35,627.6	\$60,510.9	\$95,931.1
Martin Van Buren NHS	22,023	\$1,259.1	16	\$599.0	\$1,019.7	\$1,628.4
Mary McLeod Bethune Council House NHS	276	\$5.1	0	\$2.7	\$4.6	\$7.3
Mesa Verde NP*	613,789	\$62,294.4	909	\$24,336.9	\$42,533.3	\$77,020.3
Minidoka (Idaho) NHS	9,923	\$169.2	2	\$56.2	\$84.8	\$167.7
Minidoka (Washington) NHS	1,699	\$97.2	0	\$31.3	\$61.3	\$106.1
Minute Man NHP	1,023,920	\$58,541.1	810	\$31,980.9	\$52,050.0	\$83,125.9
Minuteman Missile NHS*	143,715	\$10,447.7	159	\$4,075.2	\$6,861.3	\$12,996.1
Mississippi NRR	436,735	\$18,649.7	262	\$8,690.6	\$15,139.1	\$25,637.3
Missouri NRR	119,816	\$5,116.4	75	\$1,897.8	\$3,219.3	\$5,945.6
Mojave NPRES	716,604	\$40,955.1	547	\$19,186.9	\$31,638.6	\$51,501.6

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^x Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Monocacy NB*	113,819	\$9,283.6	122	\$4,900.0	\$8,253.9	\$13,051.6
Montezuma Castle NM	398,175	\$22,765.1	335	\$12,124.3	\$19,992.9	\$33,294.9
Moore's Creek NB	86,747	\$5,457.2	80	\$1,963.7	\$3,531.8	\$6,413.4
Morristown NHP	268,295	\$15,339.4	186	\$8,715.9	\$14,039.0	\$21,291.0
Mount Rainier NP*	1,415,867	\$50,573.2	621	\$21,716.4	\$39,617.8	\$63,485.9
Mount Rushmore NMEM	2,437,800	\$139,377.6	2,135	\$56,111.9	\$95,220.5	\$177,263.5
Muir Woods NM	1,062,100	\$60,724.0	778	\$33,448.0	\$52,794.0	\$82,778.6
Natchez NHP	233,339	\$13,340.8	203	\$5,512.0	\$9,464.3	\$16,803.2
Natchez Trace PKWY	6,326,063	\$151,024.1	1,973	\$54,252.2	\$86,686.8	\$154,243.2
National Capital Parks Central	1,932,762	\$35,784.9	481	\$18,862.4	\$32,034.9	\$50,849.5
National Capital Parks East	1,366,141	\$25,294.0	345	\$13,442.7	\$22,973.5	\$36,598.2
National Park of American Samoa	69,468	\$3,971.7	51	\$1,902.4	\$3,243.3	\$5,183.2
Natural Bridges NM	107,444	\$6,611.8	87	\$2,400.7	\$4,154.1	\$7,358.2
Navajo NM	68,786	\$4,235.5	54	\$1,521.5	\$2,633.4	\$4,680.9
New Bedford Whaling NHP*	166,894	\$8,742.0	128	\$5,029.0	\$8,145.5	\$12,894.4
New Orleans Jazz NHP	40,815	\$2,333.6	35	\$1,060.6	\$1,813.9	\$3,102.9
New River Gorge NR	1,168,658	\$49,875.7	729	\$19,009.3	\$31,640.0	\$57,040.5
Nez Perce NHP	238,424	\$13,631.5	203	\$5,161.8	\$9,457.2	\$16,700.4
Nicodemus NHS*	2,917	\$159.9	1	\$44.3	\$78.7	\$155.0
Ninety Six NHS	113,102	\$6,466.5	100	\$2,640.6	\$4,662.5	\$8,313.6
Niobrara NSR	80,806	\$3,450.6	50	\$885.5	\$1,613.8	\$3,299.4
Noatak NPRES	17,000	\$26,102.6	339	\$12,082.8	\$22,913.6	\$38,050.0
North Cascades NP	30,326	\$1,361.5	16	\$575.4	\$1,005.5	\$1,577.9
Obed W&SR*	214,783	\$3,818.8	47	\$1,343.1	\$2,043.7	\$3,662.4
Ocmulgee NM	156,907	\$8,970.9	147	\$3,290.0	\$5,669.8	\$10,827.5
Olympic NP	3,401,997	\$279,392.0	3,556	\$128,527.5	\$240,936.3	\$384,683.9
Oregon Caves NM	72,212	\$4,906.4	77	\$1,963.1	\$3,189.5	\$6,070.3
Organ Pipe Cactus NM	260,534	\$15,862.5	225	\$8,180.0	\$13,684.4	\$22,987.8
Ozark NSR	1,165,295	\$49,336.2	739	\$16,615.2	\$27,414.9	\$52,817.3
Padre Island NS	650,197	\$27,405.5	376	\$9,935.0	\$17,141.6	\$30,684.0
Palo Alto Battlefield NHP	84,361	\$4,823.2	75	\$1,824.4	\$3,236.6	\$5,965.2

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† Trip characteristic data, spending data, and/or local area definitions were updated for these parks in 2017.

× Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Paterson Great Falls NHP	308,200	\$17,620.9	212	\$9,469.1	\$15,135.9	\$22,868.1
Pea Ridge NMP	121,163	\$6,927.4	111	\$2,913.2	\$4,903.2	\$8,942.0
Pecos NHP	40,651	\$2,324.2	36	\$994.9	\$1,686.9	\$3,031.5
Pennsylvania Avenue NHS	108,716	\$2,012.9	26	\$1,060.9	\$1,801.8	\$2,856.5
Perry's Victory & International Peace MEM*	84,769	\$7,395.3	129	\$4,021.2	\$6,904.7	\$11,687.5
Petersburg NB	208,472	\$11,919.1	188	\$5,327.3	\$9,190.1	\$16,315.9
Petrified Forest NP	627,756	\$39,510.1	525	\$13,830.8	\$24,164.7	\$43,524.8
Petroglyph NM	141,802	\$8,107.4	127	\$3,416.8	\$5,825.2	\$10,577.6
Pictured Rocks NL	781,190	\$33,114.9	425	\$10,187.8	\$18,528.4	\$32,882.4
Pinnacles NP	233,334	\$13,340.6	171	\$6,514.0	\$10,259.5	\$16,391.3
Pipe Spring NM	29,064	\$1,661.7	25	\$633.7	\$1,062.7	\$1,932.9
Pipestone NM	76,486	\$4,373.0	68	\$1,809.1	\$3,113.6	\$5,686.5
Piscataway P	154,011	\$8,805.4	115	\$4,565.0	\$7,583.8	\$11,961.6
Point Reyes NS	2,456,669	\$105,948.9	1,244	\$54,191.8	\$85,051.7	\$132,388.9
Port Chicago Naval Magazine NMEM	1,086	\$62.1	0	\$34.5	\$54.6	\$86.3
President William Jefferson Clinton Birthplace Home NHS	10,177	\$581.8	8	\$217.8	\$389.7	\$702.3
President's Park	1,477,913	\$27,363.4	364	\$14,421.6	\$24,494.0	\$38,831.6
Prince William Forest P	360,539	\$20,382.9	251	\$10,171.0	\$16,974.0	\$26,740.4
Pu'uhonua O Honaunau NHP	505,736	\$28,914.7	361	\$13,849.6	\$23,611.4	\$37,734.7
Puukohola Heiau NHS	147,260	\$8,419.4	105	\$4,032.7	\$6,875.2	\$10,987.6
Rainbow Bridge NM	108,418	\$6,198.7	88	\$2,277.9	\$3,903.5	\$6,962.2
Redwood NP	445,000	\$27,810.7	433	\$10,955.9	\$17,680.2	\$33,521.9
Richmond NBP	224,015	\$12,807.8	200	\$5,669.3	\$9,797.8	\$17,330.6
Rio Grande W&SR	399	\$447.5	9	\$154.2	\$305.8	\$604.8
River Raisin NB	238,813	\$13,653.8	200	\$6,427.1	\$11,287.2	\$18,919.7
Rock Creek P	2,483,788	\$45,987.1	615	\$24,266.5	\$41,203.0	\$65,458.4
Rocky Mountain NP*	4,437,215	\$286,151.8	4,207	\$155,166.9	\$261,229.8	\$432,847.0
Roger Williams NMEM	80,970	\$4,629.4	62	\$2,483.6	\$4,085.4	\$6,444.4
Rosie the Riveter WWII Home Front NHP	60,928	\$3,483.5	47	\$1,929.1	\$3,047.7	\$4,803.7
Ross Lake NRA	759,655	\$32,987.6	380	\$14,073.9	\$25,197.5	\$39,486.6

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^x Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Russell Cave NM	24,377	\$1,393.7	21	\$555.9	\$931.4	\$1,719.6
Sagamore Hill NHS	55,186	\$3,155.2	37	\$1,763.7	\$2,858.9	\$4,255.3
Saguaro NP	964,759	\$60,716.8	866	\$31,346.0	\$52,701.7	\$88,682.5
Saint Croix NSR	772,476	\$32,574.1	461	\$15,107.7	\$26,084.9	\$44,180.9
Saint Croix Island IHS	11,872	\$678.7	9	\$264.1	\$450.7	\$820.0
Saint Paul's Church NHS	21,190	\$1,211.6	13	\$680.6	\$1,101.9	\$1,642.4
Saint-Gaudens NHS*	37,556	\$1,819.0	27	\$971.5	\$1,644.2	\$2,692.9
Salem Maritime NHS	373,631	\$21,361.8	292	\$11,749.5	\$19,014.8	\$30,133.9
Salinas Pueblo Missions NM	35,148	\$2,009.5	32	\$849.8	\$1,442.7	\$2,606.5
Salt River Bay EHP	10,568	\$604.2	7	\$289.4	\$493.4	\$788.5
San Antonio Missions NHP	1,381,383	\$78,978.6	1,168	\$36,644.8	\$62,756.4	\$107,964.8
San Francisco Maritime NHP	4,493,519	\$108,496.6	1,209	\$49,826.8	\$78,306.3	\$123,968.4
San Juan NHS	1,188,780	\$67,966.8	850	\$32,554.8	\$55,500.9	\$88,699.0
San Juan Island NHP	267,209	\$15,277.3	191	\$6,897.5	\$12,505.2	\$19,715.3
Sand Creek Massacre NHS	6,536	\$373.7	7	\$93.3	\$175.7	\$375.3
Santa Monica Mountains NRA	897,593	\$38,328.6	512	\$19,717.5	\$31,654.5	\$51,884.5
Saratoga NHP	97,781	\$5,590.5	80	\$2,407.7	\$4,119.7	\$7,043.4
Saugus Iron Works NHS	12,255	\$700.7	9	\$385.1	\$624.5	\$990.1
Scotts Bluff NM	152,561	\$8,722.4	129	\$3,157.5	\$5,439.0	\$9,915.3
Sequoia NP*	1,291,256	\$95,882.4	1,315	\$39,489.5	\$64,887.7	\$113,622.0
Shenandoah NP	1,458,874	\$95,825.5	1,204	\$47,204.1	\$79,270.2	\$126,030.0
Shiloh NMP	435,107	\$24,876.6	375	\$9,583.4	\$15,319.9	\$28,455.6
Sitka NHP	194,880	\$33,641.3	662	\$17,757.3	\$27,422.2	\$49,607.5
Sleeping Bear Dunes NL*	1,678,126	\$177,245.6	2,516	\$64,775.6	\$121,220.3	\$212,284.8
Springfield Armory NHS	25,109	\$1,435.6	18	\$733.4	\$1,226.2	\$1,933.3
Statue Of Liberty NM	4,441,987	\$253,964.1	3,011	\$143,274.3	\$231,800.0	\$347,454.8
Steamtown NHS*	103,956	\$5,500.9	81	\$2,734.5	\$4,448.2	\$7,459.0
Stones River NB	230,563	\$13,182.1	203	\$6,539.0	\$10,789.2	\$18,400.1
Stonewall NM	106,791	\$6,105.6	73	\$3,442.3	\$5,575.6	\$8,369.7
Sunset Crater Volcano NM	119,455	\$6,829.7	95	\$2,516.7	\$4,259.5	\$7,526.3
Tallgrass Prairie NPRES	30,772	\$1,759.3	26	\$705.6	\$1,204.0	\$2,218.7

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! Trip characteristic data, spending data, and/or local area definitions were updated for these parks in 2017.

x Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
Thaddeus Kosciuszko NMEM	2,293	\$131.1	1	\$73.0	\$118.7	\$191.2
Theodore Roosevelt NP	708,003	\$43,856.6	552	\$16,655.4	\$27,445.3	\$47,214.6
Theodore Roosevelt Birthplace NHS	24,884	\$1,422.7	18	\$802.1	\$1,299.2	\$1,950.3
Theodore Roosevelt Inaugural NHS	28,585	\$1,634.3	23	\$753.4	\$1,290.9	\$2,186.9
Theodore Roosevelt Island P	168,195	\$9,616.4	128	\$4,998.2	\$8,308.7	\$13,185.6
Thomas Edison NHP	59,323	\$3,391.7	42	\$1,914.4	\$3,083.3	\$4,639.0
Thomas Jefferson NMEM	3,366,572	\$62,331.8	831	\$32,851.2	\$55,795.4	\$88,455.4
Thomas Stone NHS	10,251	\$586.1	7	\$304.4	\$504.9	\$794.4
Timpanogos Cave NM	100,739	\$5,759.6	92	\$2,867.2	\$4,783.3	\$8,442.2
Timucuan EHP	1,218,306	\$69,654.9	1,075	\$32,482.5	\$55,725.9	\$96,315.0
Tonto NM	40,899	\$2,338.4	36	\$1,246.5	\$2,059.4	\$3,448.6
Tumacácori NHP	46,309	\$2,644.7	41	\$1,094.5	\$1,858.5	\$3,300.4
Tuskegee Airmen NHS	39,323	\$2,248.2	36	\$861.5	\$1,461.5	\$2,731.3
Tuskegee Institute NHS	20,407	\$1,166.7	18	\$447.4	\$758.9	\$1,417.7
Tuzigoot NM	109,387	\$6,254.1	92	\$3,345.6	\$5,510.9	\$9,164.4
Ulysses S Grant NHS	59,761	\$3,416.7	56	\$1,710.8	\$2,871.8	\$5,014.4
Upper Delaware NSR&NRR	253,536	\$10,826.6	113	\$5,410.5	\$8,630.0	\$12,810.3
Valley Forge NHP	2,159,592	\$26,818.0	426	\$14,863.5	\$24,254.2	\$39,957.0
Vanderbilt Mansion NHS	360,436	\$20,607.4	259	\$10,492.5	\$17,511.1	\$27,155.9
Vicksburg NMP	475,075	\$27,161.7	444	\$11,592.4	\$19,649.4	\$36,183.6
Vietnam Veterans MEM	5,072,589	\$93,918.5	1,250	\$49,498.7	\$84,069.9	\$133,280.4
Virgin Islands NP*	304,408	\$42,473.9	563	\$21,683.6	\$38,559.9	\$61,113.1
Voyageurs NP	237,249	\$18,886.2	273	\$7,070.1	\$12,522.1	\$22,826.7
Waco Mammoth NM	101,793	\$5,819.9	84	\$2,233.7	\$3,939.0	\$6,981.6
Walnut Canyon NM	165,134	\$9,441.4	134	\$3,479.0	\$5,888.3	\$10,404.4
War In The Pacific NHP	384,611	\$21,989.6	273	\$10,532.6	\$17,956.5	\$28,697.2
Washington Monument ^x	0	\$0.0	0	\$0.0	\$0.0	\$0.0
Washita Battlefield NHS	11,831	\$676.5	9	\$220.0	\$383.9	\$745.8
Weir Farm NHS	38,095	\$2,178.1	24	\$1,210.1	\$1,966.0	\$2,934.6
Whiskeytown NRA	832,064	\$35,252.8	499	\$13,277.2	\$21,245.4	\$38,610.1
White House	439,725	\$8,141.5	107	\$4,290.9	\$7,287.7	\$11,553.6

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[!] Trip characteristic data, spending data, and/or local area definitions were updated for these parks in 2017.

^x Areas that were closed in 2017.

Table 3 (continued). Visits, spending and economic contributions to local economies - 2017.

Park Unit	Total Recreation Visits	Total Visitor Spending (\$000s, \$2017)	Jobs	Labor Income (\$000s, \$2017)	Value Added (\$000s, \$2017)	Economic Output (\$000s, \$2017)
White Sands NM*	612,468	\$31,709.2	450	\$10,893.4	\$19,054.4	\$35,729.7
Whitman Mission NHS	47,756	\$2,730.4	39	\$968.0	\$1,785.2	\$3,081.5
William Howard Taft NHS	37,425	\$2,139.7	34	\$1,042.3	\$1,726.8	\$3,021.2
Wilson's Creek NB	206,346	\$11,797.6	187	\$4,931.4	\$8,219.4	\$15,038.9
Wind Cave NP*	619,924	\$60,741.2	967	\$25,036.7	\$42,686.6	\$79,630.9
Wolf Trap National Park for the Performing Arts	424,364	\$24,262.4	325	\$12,637.1	\$21,002.5	\$33,416.1
Women's Rights NHP*	61,805	\$4,386.2	60	\$2,011.3	\$3,508.1	\$5,831.7
World War II Memorial	4,876,842	\$90,294.3	1,202	\$47,588.6	\$80,825.7	\$128,137.2
World War II Valor in the Pacific NM	1,947,495	\$111,345.2	1,392	\$53,332.2	\$90,923.3	\$145,309.3
Wrangell - St Elias NP&PRES	68,292	\$104,859.2	1,366	\$48,539.2	\$92,048.5	\$152,854.5
Wright Brothers NMEM	414,245	\$23,683.8	367	\$9,782.8	\$16,752.3	\$29,955.0
Wupatki NM	236,454	\$14,893.1	200	\$5,463.9	\$9,354.1	\$16,403.5
Yellowstone NP*	4,116,523	\$498,822.7	7,354	\$219,795.6	\$354,627.4	\$629,626.0
Yosemite NP*	4,336,889	\$451,782.0	6,666	\$204,703.4	\$335,524.6	\$589,343.7
Yukon - Charley Rivers NPRES	952	\$696.5	6	\$282.2	\$652.2	\$1,011.8
Zion NP*	4,504,812	\$250,884.6	3,192	\$119,715.9	\$214,958.5	\$341,477.5

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^x Areas that were closed in 2017.

Table 4. Percent of visitor spending made by non-local visitors - 2017.

Park Unit	Percent Visitor Spending From Non-Local Visitors
Abraham Lincoln Birthplace NHP	95.6%
Acadia NP	98.3%
Adams NHP	95.6%
African Burial Ground NM	95.6%
Agate Fossil Beds NM	99.3%
Alibates Flint Quarries NM	95.6%
Allegheny Portage Railroad NHS	95.6%
Amistad NRA	88.4%
Andersonville NHS	95.6%
Andrew Johnson NHS	95.6%
Aniakchak NM&PRES	100.0%
Antietam NB	95.6%
Apostle Islands NL	98.5%
Appomattox Court House NHP	95.6%
Arches NP	100.0%
Arkansas Post NMEM	95.6%
Arlington House, The Robert E. Lee Memorial NMEM	95.6%
Assateague Island NS	88.5%
Aztec Ruins NM	95.6%
Badlands NP	98.7%
Bandelier NM	98.7%
Belmont-Paul Women's Equality NM	91.6%
Bent's Old Fort NHS	95.6%
Bering Land Bridge NPRES	100.0%
Big Bend NP	98.8%
Big Cypress NPRES	99.0%
Big Hole NB	100.0%
Big South Fork NRRRA	81.2%
Big Thicket NPRES	98.7%
Bighorn Canyon NRA	88.5%
Biscayne NP	98.7%
Black Canyon Of The Gunnison NP	98.7%
Blue Ridge PKWY	98.7%
Bluestone NSR	88.3%
Booker T Washington NM	95.6%
Boston NHP	95.6%
Boston African American NHS	95.6%
Brown V Board Of Education NHS	95.6%
Bryce Canyon NP	98.3%

Table 4 (continued). Percent of visitor spending made by non-local visitors - 2017.

Park Unit	Percent Visitor Spending From Non-Local Visitors
Buck Island Reef NM	98.7%
Buffalo NR	88.7%
Cabrillo NM	95.6%
Canaveral NS	98.7%
Cane River Creole NHP	95.6%
Canyon De Chelly NM	98.8%
Canyonlands NP	98.8%
Cape Cod NS	88.4%
Cape Hatteras NS	98.7%
Cape Krusenstern NM	100.0%
Cape Lookout NS	91.0%
Capitol Reef NP	99.6%
Capulin Volcano NM	98.5%
Carl Sandburg Home NHS	95.6%
Carlsbad Caverns NP	98.7%
Carter G. Woodson Home NHS	91.6%
Casa Grande Ruins NM	95.6%
Castillo De San Marcos NM	95.6%
Castle Clinton NM	61.4%
Catoctin Mountain P	98.7%
Cedar Breaks NM	98.7%
Cesar E. Chavez NM	95.6%
Chaco Culture NHP	99.0%
Chamizal NMEM	95.6%
Channel Islands NP	98.8%
Charles Pinckney NHS	95.6%
Charles Young Buffalo Soldiers NM	95.6%
Chattahoochee River NRA	88.3%
Chesapeake & Ohio Canal NHP	91.6%
Chickamauga & Chattanooga NMP	95.6%
Chickasaw NRA	63.4%
Chiricahua NM	98.8%
Christiansted NHS	95.6%
City Of Rocks NRES	95.6%
Clara Barton NHS	—
Colonial NHP	95.6%
Colorado NM	98.7%
Congaree NP	94.4%
Coronado NMEM	95.6%

Table 4 (continued). Percent of visitor spending made by non-local visitors - 2017.

Park Unit	Percent Visitor Spending From Non-Local Visitors
Cowpens NB	98.7%
Crater Lake NP	98.4%
Craters Of The Moon NM&PRES	98.7%
Cumberland Gap NHP	98.7%
Cumberland Island NS	90.2%
Curecanti NRA	88.7%
Cuyahoga Valley NP	74.5%
Dayton Aviation Heritage NHP	92.6%
De Soto NMEM	95.6%
Death Valley NP	98.5%
Delaware Water Gap NRA	84.1%
Denali NP&PRES	100.0%
Devils Postpile NM	98.7%
Devils Tower NM	98.7%
Dinosaur NM	98.8%
Dry Tortugas NP	98.8%
Edgar Allan Poe NHS	95.6%
Effigy Mounds NM	95.8%
Eisenhower NHS	95.6%
El Malpais NM	95.6%
El Morro NM	98.7%
Eleanor Roosevelt NHS	95.6%
Eugene O'Neill NHS	95.6%
Everglades NP	97.3%
Federal Hall NMEM	95.6%
Fire Island NS	88.4%
First Ladies NHS	95.6%
Flight 93 NMEM	95.6%
Florissant Fossil Beds NM	95.6%
Ford's Theatre NHS	91.6%
Fort Bowie NHS	95.6%
Fort Caroline NMEM	95.6%
Fort Davis NHS	95.6%
Fort Donelson NB	98.7%
Fort Frederica NM	95.6%
Fort Laramie NHS	95.6%
Fort Larned NHS	97.9%
Fort Matanzas NM	95.6%
Fort McHenry NM&SHRINE	95.6%

Table 4 (continued). Percent of visitor spending made by non-local visitors - 2017.

Park Unit	Percent Visitor Spending From Non-Local Visitors
Fort Necessity NB	95.6%
Fort Point NHS	95.6%
Fort Pulaski NM	98.7%
Fort Raleigh NHS	95.6%
Fort Scott NHS	74.9%
Fort Smith NHS	95.6%
Fort Stanwix NM	97.0%
Fort Sumter NM	95.6%
Fort Union NM	99.8%
Fort Union Trading Post NHS	97.1%
Fort Vancouver NHS	95.6%
Fort Washington P	95.6%
Fossil Butte NM	100.0%
Franklin Delano Roosevelt MEM	91.6%
Frederick Douglass NHS	91.6%
Frederick Law Olmsted NHS	95.6%
Fredericksburg & Spotsylvania NMP	95.6%
Friendship Hill NHS	95.6%
Gates Of The Arctic NP&PRES	100.0%
Gateway NRA	61.5%
Gauley River NRA	88.5%
General Grant NMEM	95.6%
George Rogers Clark NHP	95.6%
George Washington MEM PKWY	10.4%
George Washington Birthplace NM	95.2%
George Washington Carver NM	95.1%
Gettysburg NMP	98.7%
Gila Cliff Dwellings NM	95.6%
Glacier NP	98.4%
Glacier Bay NP&PRES	100.0%
Glen Canyon NRA	100.0%
Golden Gate NRA	61.8%
Golden Spike NHS	97.8%
Governors Island NM	95.6%
Grand Canyon NP	100.0%
Grand Portage NM	98.7%
Grand Teton NP	99.0%
Grant-Kohrs Ranch NHS	95.6%
Great Basin NP	98.8%

Table 4 (continued). Percent of visitor spending made by non-local visitors - 2017.

Park Unit	Percent Visitor Spending From Non-Local Visitors
Great Sand Dunes NP&PRES	98.7%
Great Smoky Mountains NP	98.3%
Greenbelt P	98.8%
Guadalupe Mountains NP	98.7%
Guilford Courthouse NMP	95.6%
Gulf Islands NS	88.5%
Hagerman Fossil Beds NM	95.6%
Haleakala NP	98.7%
Hamilton Grange NMEM	95.6%
Hampton NHS	95.6%
Harpers Ferry NHP	92.2%
Harry S Truman NHS	95.6%
Hawaii Volcanoes NP	98.3%
Herbert Hoover NHS	95.6%
Home Of Franklin D Roosevelt NHS	95.6%
Homestead NM	93.5%
Hopewell Culture NHP	95.6%
Hopewell Furnace NHS	95.6%
Horseshoe Bend NMP	95.6%
Hot Springs NP	98.7%
Hovenweep NM	98.7%
Hubbell Trading Post NHS	95.6%
Independence NHP	95.6%
Indiana Dunes NL	88.4%
Isle Royale NP	100.0%
James A Garfield NHS	91.4%
Jean Lafitte NP&PRES	95.6%
Jefferson NEM	99.0%
Jewel Cave NM	95.6%
Jimmy Carter NHS	95.6%
John D Rockefeller Jr MEM PKWY	93.0%
John Day Fossil Beds NM	98.6%
John F Kennedy NHS	95.6%
John Muir NHS	95.6%
Johnstown Flood NMEM	91.6%
Joshua Tree NP	99.1%
Kalaupapa NHP	95.6%
Kaloko-Honokohau NHP	95.6%
Katmai NP&PRES	100.0%

Table 4 (continued). Percent of visitor spending made by non-local visitors - 2017.

Park Unit	Percent Visitor Spending From Non-Local Visitors
Kenai Fjords NP	100.0%
Kennesaw Mountain NBP	95.6%
Keweenaw NHP	95.6%
Kings Canyon NP	98.7%
Kings Mountain NMP	89.9%
Klondike Gold Rush AK NHP	100.0%
Klondike Gold Rush WA NHP	95.6%
Knife River Indian Villages NHS	95.6%
Kobuk Valley NP	100.0%
Korean War Veterans MEM	91.6%
Lake Chelan NRA	94.3%
Lake Clark NP&PRES	100.0%
Lake Mead NRA	88.8%
Lake Meredith NRA	88.5%
Lake Roosevelt NRA	88.8%
Lassen Volcanic NP	98.8%
Lava Beds NM	95.5%
Lewis and Clark NHP	95.6%
Lincoln MEM	91.6%
Lincoln Boyhood NMEM	98.5%
Lincoln Home NHS	98.1%
Little Bighorn Battlefield NM	95.6%
Little River Canyon NPRES	95.6%
Little Rock Central High School NHS	95.6%
Longfellow NHS	95.6%
Lowell NHP	95.6%
Lyndon B Johnson NHP	95.6%
Lyndon Baines Johnson Memorial Grove on the Potomac NMEM	95.6%
Maggie L Walker NHS	95.6%
Mammoth Cave NP	98.4%
Manassas NBP	95.6%
Manhattan Project (New Mexico) NHP	95.6%
Manhattan Project (Washington) NHP	80.3%
Manhattan Project (Tennessee) NHP	57.3%
Manzanar NHS	99.2%
Marsh - Billings - Rockefeller NHP	95.6%
Martin Luther King Jr NHS	95.6%
Martin Luther King, Jr. MEM	91.6%

Table 4 (continued). Percent of visitor spending made by non-local visitors - 2017.

Park Unit	Percent Visitor Spending From Non-Local Visitors
Martin Van Buren NHS	95.6%
Mary McLeod Bethune Council House NHS	91.6%
Mesa Verde NP	99.7%
Minidoka (Idaho) NHS	44.1%
Minidoka (Washington) NHS	95.6%
Minute Man NHP	95.6%
Minuteman Missile NHS	100.0%
Mississippi NRRRA	88.3%
Missouri NRR	88.3%
Mojave NPRES	95.6%
Monocacy NB	93.6%
Montezuma Castle NM	95.6%
Moore's Creek NB	98.7%
Morristown NHP	95.6%
Mount Rainier NP	96.3%
Mount Rushmore NMEM	95.6%
Muir Woods NM	95.6%
Natchez NHP	95.6%
Natchez Trace PKWY	40.0%
National Capital Parks Central	91.6%
National Capital Parks East	91.6%
National Park of American Samoa	95.6%
Natural Bridges NM	98.7%
Navajo NM	98.7%
New Bedford Whaling NHP	95.3%
New Orleans Jazz NHP	95.6%
New River Gorge NR	88.3%
Nez Perce NHP	95.6%
Nicodemus NHS	97.9%
Ninety Six NHS	95.6%
Niobrara NSR	88.3%
Noatak NPRES	100.0%
North Cascades NP	99.3%
Obed W&SR	76.0%
Ocmulgee NM	95.6%
Olympic NP	98.4%
Oregon Caves NM	98.8%
Organ Pipe Cactus NM	98.7%
Ozark NSR	88.7%

Table 4 (continued). Percent of visitor spending made by non-local visitors - 2017.

Park Unit	Percent Visitor Spending From Non-Local Visitors
Padre Island NS	88.9%
Palo Alto Battlefield NHP	95.6%
Paterson Great Falls NHP	95.6%
Pea Ridge NMP	95.6%
Pecos NHP	95.6%
Pennsylvania Avenue NHS	91.6%
Perry's Victory & International Peace MEM	89.5%
Petersburg NB	95.6%
Petrified Forest NP	98.7%
Petroglyph NM	95.6%
Pictured Rocks NL	88.6%
Pinnacles NP	95.6%
Pipe Spring NM	95.6%
Pipestone NM	95.6%
Piscataway P	95.6%
Point Reyes NS	88.6%
Port Chicago Naval Magazine NMEM	95.6%
President William Jefferson Clinton Birthplace Home NHS	95.6%
President's Park	91.6%
Prince William Forest P	98.9%
Pu`uhonua O Honaunau NHP	95.6%
Puukohola Heiau NHS	95.6%
Rainbow Bridge NM	95.6%
Redwood NP	98.7%
Richmond NBP	95.6%
Rio Grande W&SR	100.0%
River Raisin NB	95.6%
Rock Creek P	91.6%
Rocky Mountain NP	96.9%
Roger Williams NMEM	95.6%
Rosie the Riveter WWII Home Front NHP	95.6%
Ross Lake NRA	89.2%
Russell Cave NM	95.6%
Sagamore Hill NHS	95.6%
Saguaro NP	98.7%
Saint Croix NSR	88.9%
Saint Croix Island IHS	95.6%
Saint Paul's Church NHS	95.6%
Saint-Gaudens NHS	91.8%

Table 4 (continued). Percent of visitor spending made by non-local visitors - 2017.

Park Unit	Percent Visitor Spending From Non-Local Visitors
Salem Maritime NHS	95.6%
Salinas Pueblo Missions NM	95.6%
Salt River Bay EHP	95.6%
San Antonio Missions NHP	95.6%
San Francisco Maritime NHP	61.4%
San Juan NHS	95.6%
San Juan Island NHP	95.6%
Sand Creek Massacre NHS	95.6%
Santa Monica Mountains NRA	88.3%
Saratoga NHP	95.6%
Saugus Iron Works NHS	95.6%
Scotts Bluff NM	95.6%
Sequoia NP	97.9%
Shenandoah NP	98.9%
Shiloh NMP	95.6%
Sitka NHP	100.0%
Sleeping Bear Dunes NL	97.5%
Springfield Armory NHS	95.6%
Statue Of Liberty NM	95.6%
Steamtown NHS	93.7%
Stones River NB	95.6%
Stonewall NM	95.6%
Sunset Crater Volcano NM	95.6%
Tallgrass Prairie NPRES	95.6%
Thaddeus Kosciuszko NMEM	95.6%
Theodore Roosevelt NP	98.7%
Theodore Roosevelt Birthplace NHS	95.6%
Theodore Roosevelt Inaugural NHS	95.6%
Theodore Roosevelt Island P	95.6%
Thomas Edison NHP	95.6%
Thomas Jefferson NMEM	91.6%
Thomas Stone NHS	95.6%
Timpanogos Cave NM	95.6%
Timucuan EHP	95.6%
Tonto NM	95.6%
Tumacácori NHP	95.6%
Tuskegee Airmen NHS	95.6%
Tuskegee Institute NHS	95.6%
Tuzigoot NM	95.6%

Table 4 (continued). Percent of visitor spending made by non-local visitors - 2017.

Park Unit	Percent Visitor Spending From Non-Local Visitors
Ulysses S Grant NHS	95.6%
Upper Delaware NSR&NRR	88.3%
Valley Forge NHP	46.4%
Vanderbilt Mansion NHS	95.6%
Vicksburg NMP	95.6%
Vietnam Veterans MEM	91.6%
Virgin Islands NP	100.0%
Voyageurs NP	98.6%
Waco Mammoth NM	95.6%
Walnut Canyon NM	95.6%
War In The Pacific NHP	95.6%
Washington Monument	-
Washita Battlefield NHS	95.6%
Weir Farm NHS	95.6%
Whiskeytown NRA	88.6%
White House	91.6%
White Sands NM	98.4%
Whitman Mission NHS	95.6%
William Howard Taft NHS	95.6%
Wilson's Creek NB	95.6%
Wind Cave NP	99.8%
Wolf Trap National Park for the Performing Arts	95.6%
Women's Rights NHP	100.0%
World War II Memorial	91.6%
World War II Valor in the Pacific NM	95.6%
Wrangell - St Elias NP&PRES	100.0%
Wright Brothers NMEM	95.6%
Wupatki NM	98.7%
Yellowstone NP	99.5%
Yosemite NP	98.6%
Yukon - Charley Rivers NPRES	100.0%
Zion NP	97.8%

Table 5. Visits, spending and economic contributions to state economies - 2017.

State	Total Recreation Visits	Total Visitor Spending (\$ Millions, \$2017)	Jobs	Labor Income (\$ Millions, \$2017)	Value Added (\$ Millions, \$2017)	Output (\$ Millions, \$2017)
Alabama	968,244	\$40.6	617	\$16.2	\$27.3	\$49.8
Alaska	2,786,065	\$1,287.5	18,903	\$618.1	\$1,113.1	\$1,885.3
Arizona	13,768,549	\$1,114.7	17,213	\$593.1	\$1,001.0	\$1,702.7
Arkansas	3,512,692	\$187.9	2,867	\$70.9	\$128.0	\$234.2
California	40,497,299	\$1,875.9	25,523	\$1,026.8	\$1,654.1	\$2,717.4
Colorado	7,617,582	\$484.5	7,130	\$255.1	\$431.5	\$725.2
Connecticut	38,095	\$2.2	26	\$1.1	\$1.9	\$2.8
Delaware*	0	\$0.0	0	\$0.0	\$0.0	\$0.0
District of Columbia	42,259,179	\$782.3	7,167	\$359.5	\$568.1	\$845.5
Florida	10,295,905	\$613.3	8,964	\$310.8	\$538.4	\$904.0
Georgia	7,394,340	\$383.9	5,931	\$187.9	\$316.6	\$549.5
Hawaii	6,002,952	\$400.2	4,893	\$189.7	\$330.9	\$526.1
Idaho	694,974	\$32.7	533	\$13.3	\$22.1	\$42.1
Illinois	232,265	\$13.8	196	\$7.3	\$12.6	\$20.3
Indiana	2,419,389	\$105.4	1,558	\$42.4	\$72.9	\$129.8
Iowa	211,625	\$12.4	197	\$5.2	\$8.8	\$15.9
Kansas	117,029	\$5.6	84	\$2.3	\$4.0	\$7.3
Kentucky	1,855,445	\$115.8	1,722	\$48.3	\$83.4	\$148.5
Louisiana	527,599	\$30.2	447	\$13.2	\$22.7	\$39.0
Maine	3,521,143	\$285.1	4,410	\$127.1	\$224.4	\$395.2
Maryland	6,568,801	\$219.8	2,858	\$105.4	\$181.8	\$288.7
Massachusetts	10,477,440	\$538.9	6,982	\$285.3	\$456.9	\$720.8
Michigan	2,742,805	\$231.1	3,406	\$105.5	\$192.0	\$325.3
Minnesota	1,232,759	\$64.2	924	\$30.0	\$52.5	\$89.6
Mississippi	6,619,146	\$197.4	2,785	\$67.8	\$112.1	\$208.0
Missouri	2,921,491	\$203.9	3,419	\$99.7	\$165.7	\$297.0
Montana	5,887,049	\$555.5	9,134	\$258.4	\$408.0	\$770.1
Nebraska	388,806	\$18.5	288	\$7.7	\$13.2	\$23.8
Nevada	6,079,781	\$261.9	3,089	\$118.5	\$199.6	\$316.2
New Hampshire	37,556	\$1.8	28	\$1.0	\$1.7	\$2.8
New Jersey	4,971,326	\$163.4	2,189	\$85.0	\$139.2	\$219.8
New Mexico	2,045,045	\$116.0	1,720	\$45.3	\$77.5	\$141.6
New York	19,347,954	\$701.7	7,922	\$346.0	\$561.5	\$856.9
North Carolina	18,998,051	\$1,277.3	19,931	\$598.1	\$1,020.7	\$1,811.1

*Delaware does not include any National Park System units that collect visitor data.

Table 5 (continued). Visits, spending and economic contributions to state economies - 2017.

State	Total Recreation Visits	Total Visitor Spending (\$ Millions, \$2017)	Jobs	Labor Income (\$ Millions, \$2017)	Value Added (\$ Millions, \$2017)	Output (\$ Millions, \$2017)
North Dakota	732,977	\$45.6	643	\$19.2	\$31.6	\$56.7
Ohio	2,590,211	\$85.3	1,325	\$39.0	\$65.2	\$115.2
Oklahoma	1,545,515	\$24.8	265	\$7.8	\$12.3	\$22.2
Oregon	1,291,874	\$91.6	1,484	\$45.0	\$73.1	\$130.6
Pennsylvania	10,393,892	\$478.3	7,473	\$254.6	\$405.3	\$691.0
Rhode Island	80,970	\$4.6	63	\$2.2	\$3.9	\$6.1
South Carolina	1,727,545	\$93.4	1,365	\$38.3	\$68.2	\$118.6
South Dakota	4,520,117	\$290.0	4,533	\$120.7	\$205.4	\$378.7
Tennessee	9,332,220	\$637.7	9,472	\$308.7	\$517.8	\$892.3
Texas	5,905,068	\$304.8	4,311	\$148.7	\$253.5	\$428.2
Utah	15,154,285	\$1,114.0	17,596	\$547.1	\$936.8	\$1,667.1
Vermont	46,523	\$2.7	40	\$1.1	\$2.0	\$3.4
Virginia	24,281,545	\$1,028.3	15,050	\$476.7	\$812.2	\$1,384.5
Washington	8,445,796	\$507.8	6,538	\$223.2	\$416.5	\$676.8
West Virginia	1,661,955	\$72.8	1,081	\$28.8	\$46.8	\$84.0
Wisconsin	589,659	\$48.1	731	\$20.6	\$36.2	\$64.1
Wyoming	7,456,553	\$882.4	12,286	\$348.4	\$611.9	\$1,079.0
America Samoa	69,468	\$4.0	51	\$1.9	\$3.2	\$5.2
Guam	384,611	\$22.0	273	\$10.5	\$18.0	\$28.7
Puerto Rico	1,188,780	\$68.0	850	\$32.6	\$55.5	\$88.7
Virgin Islands	444,838	\$50.6	664	\$25.5	\$45.2	\$71.7

Table 6. Visits, spending and economic contributions to regional economies - 2017.

Region	Total Recreation Visits	Total Visitor Spending (\$ Millions, \$2017)	Jobs	Labor Income (\$ Millions, \$2017)	Value Added (\$ Millions, \$2017)	Economic Output (\$ Millions, \$2017)
Alaska	2,786,065	\$1,287.5	18,903	\$618.1	\$1,113.1	\$1,885.3
Intermountain	57,372,343	\$4,510.3	68,895	\$2,376.2	\$4,062.8	\$6,990.5
Midwest	22,206,239	\$1,311.0	20,912	\$672.7	\$1,165.2	\$2,065.5
National Capital	57,875,546	\$1,143.7	16,330	\$603.6	\$1,021.5	\$1,661.8
Northeast	59,632,680	\$2,748.8	38,788	\$1,556.5	\$2,575.4	\$4,179.6
Pacific West	65,474,058	\$3,282.5	45,744	\$1,811.2	\$2,975.2	\$4,927.4
Southeast	65,535,852	\$3,898.3	60,311	\$1,977.7	\$3,420.7	\$5,994.8



Figure 5. National Park Service Regions.

Table 7. Park unit type abbreviations.

Park Unit Type	Abbreviation
Ecological & Historic Preserve	EHP
International Historic Site	IHS
Memorial	MEM
Memorial Parkway	MEM PKWY
National & State Parks	NP
National Battlefield	NB
National Battlefield Park	NBP
National Expansion Memorial	NEM
National Historic Site	NHS
National Historical Park	NHP
National Historical Park and Preserve	NP&PRES
National Lakeshore	NL
National Memorial	NMEM
National Military Park	NMP
National Monument	NM
National Monument & Preserve	NM&PRES
National Monument and Historic Shrine	NM&SHRINE
National Monument of America	NM
National Park	NP
National Park & Preserve	NP&PRES
National Preserve	NPRES
National Recreation Area	NRA
National Recreational River	NRR
National Reserve	NRES
National River	NR
National River & Recreation Area	NRRA
National Scenic River	NSR
National Scenic Riverways	NSR
National Seashore	NS
National Wild and Scenic River	W&SR
Park	P
Parkway	PKWY
Scenic & Recreational River	NSR&NRR
Wild & Scenic River	W&SR

Table 8. Visit allocation to states for multi-state parks.

Park Unit	State	Share
Assateague Island NS	Maryland	33%
Assateague Island NS	Virginia	67%
Big South Fork NRR	Kentucky	41%
Big South Fork NRR	Tennessee	59%
Bighorn Canyon NRA	Montana	54%
Bighorn Canyon NRA	Wyoming	46%
Blue Ridge PKWY	North Carolina	62%
Blue Ridge PKWY	Virginia	38%
Chesapeake & Ohio Canal NHP	District of Columbia	24%
Chesapeake & Ohio Canal NHP	Maryland	76%
Chickamauga & Chattanooga NMP	Georgia	50%
Chickamauga & Chattanooga NMP	Tennessee	50%
Cumberland Gap NHP	Kentucky	93%
Cumberland Gap NHP	Virginia	7%
Delaware Water Gap NRA	New Jersey	71%
Delaware Water Gap NRA	Pennsylvania	29%
Dinosaur NM	Colorado	74%
Dinosaur NM	Utah	26%
Gateway NRA	New Jersey	21%
Gateway NRA	New York	79%
Glen Canyon NRA	Arizona	29%
Glen Canyon NRA	Utah	71%
Great Smoky Mountains NP	North Carolina	44%
Great Smoky Mountains NP	Tennessee	56%
Gulf Islands NS	Florida	79%
Gulf Islands NS	Mississippi	22%
Hovenweep NM	Colorado	44%
Hovenweep NM	Utah	56%
Lake Mead NRA	Arizona	25%
Lake Mead NRA	Nevada	75%
Natchez Trace PKWY	Alabama	7%
Natchez Trace PKWY	Mississippi	80%
Natchez Trace PKWY	Tennessee	13%
National Capital Parks East	District of Columbia	90%
National Capital Parks East	Maryland	10%
Saint Croix NSR	Minnesota	50%
Saint Croix NSR	Wisconsin	50%

Table 8 (continued). Visit allocation to states for multi-state parks.

Park Unit	State	Share
Upper Delaware NSR&NRR	New York	50%
Upper Delaware NSR&NRR	Pennsylvania	50%
Yellowstone NP	Montana	51%
Yellowstone NP	Wyoming	49%

The Department of the Interior protects and manages the nation's natural resources and cultural heritage; provides scientific and other information about those resources; and honors its special responsibilities to American Indians, Alaska Natives, and affiliated Island Communities.

NPS 999/144208, April 2018

National Park Service
U.S. Department of the Interior



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*A CLOSER LOOK AT NEW RIVER
TRAIL STATE PARK AND THE
VIRGINIA CREEPER TRAIL*

ECONOMIC DEVELOPMENT STUDIO @ VIRGINIA TECH
DECEMBER 2011



Prepared for New River State Park and The Virginia Creeper Trail Club

Written by Stephen Cox, Jonathan Hedrick, Chelsea Jeffries, Swetha Kumar, Sarah Lyon-Hill, William Powell, Kathryn Shackelford, Sheila Westfall, Melissa Zilke.

Economic Development Studio @ Virginia Tech | December 2011

FORWARD

The Economic Development Studio @ Virginia Tech is a resource for communities. We conduct research on economic development issues to empower community decision – making with technically sound recommendations for economic development strategy and action.

The Studio is a collaborative effort of Virginia Tech's Urban Affairs and Planning Program and Virginia Tech's Office of Economic Development. Graduate students work under faculty supervision on behalf of real-life clients and deliver actionable research projects. The students design and shape the implementation of the project, which typically provides a final sheltered work experience before they embark on their careers.

This year's Studio team includes students from Virginia Tech's programs in Urban Affairs and Planning, and Public Administration. I am proud to have worked with this fine group of emerging professionals. I commend to you both their work that follows and their potential to make future contributions to communities across the Commonwealth, the nation, and the world.

On behalf of the team, I would like to express my sincere thanks to this year's clients, the New River Trail State Park and the Virginia Creeper Trail Club. They have been excellent partners, opening their organizations to the students and taking the time to engage in a sincere and open discussion about ideas. I would especially like to thank Link Elmore, Sam Sweeney and Chuck Wyatt, representatives of our client organizations, for working with us to scope out the nature of the project you see here. Our thanks also goes to many government and community leaders in Damascus and Galax, government representatives of Washington County, as well as industry leaders elsewhere including those from the Virginia Tourism Corporation, Roanoke Regional Partnership, Pulaski County, the Town of Pulaski, all of who provided insights and guidance to the students over the course of this project.

We could not have undertaken the project without the support and guidance of our client and others. It should be noted however that any errors and omission in this report are the sole responsibility of the authors.

John Provo. Ph.D.

Director, Virginia Tech Office of Economic Development
Instructor, Economic Development Studio @ Virginia Tech



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Photographs by Swetha Kumar.

EXECUTIVE SUMMARY

The New River Trail State Park and Virginia Creeper Trail are two prominent rail-trails located in southwest Virginia. During Fall 2012, the Economic Development Studio @ Virginia Tech engaged with representatives from New River Trail State Park and Virginia Creeper Trail Club to conduct an economic impact study of these recreation trails. In an effort to better document economic impact and identify strategies for maximizing economic benefits to trail communities, the studio team used asset-based development techniques. This approach focuses on local and regional assets, identifying the disconnects between assets so that their relationships may be strengthened and leveraged to produce greater economic impact. As such, the City of Galax and Town of Damascus were chosen as the two study areas for this analysis based on what the studio team saw as an unrealized potential in terms of untapped or disconnected community assets.

After conducting surveys of both trail-users and local businesses, as well as expert and stakeholder interviews, individual and combined findings and recommendations for these two trails were reached. The team found that Galax employs a broad, vibrant tourism model; however, the New River Trail State Park has the opportunity to play a much larger part in the Galax tourism industry by strengthening relations between park officials, the city government and local businesses. Meanwhile, the Virginia Creeper Trail has a significant impact on Damascus, so much so that increasing its economic impact would require diversifying the local tourism market and improving marketing of other local and regional assets, resulting in increased tourist spending. Findings from both trails suggest the importance of out-of-state tourists, particularly from North Carolina, and a need to cater more to youth both within and outside of the two communities.

Overall Recommendations

- The New River Trail State Park should identify stakeholders and take an active role in recreating a Friends of the Park group in order to increase collaboration between the park and trail communities like the City of Galax
- The State Park should also partner with the city to identify the best use and means of redeveloping the property next to the trail
- The Virginia Creeper Trail Club should become a stakeholder in the new public library and tourism center in Damascus to promote its presence in town
- The Club should promote diverse tourist activities: help create local and regional tourism maps for trail users, advocate for heritage- and artisan-centered tourist activities, sponsor a trail event that brings together other regional tourist groups.
- Both trail groups can serve as intermediaries between communities along the trails to promote information-sharing, collaboration and regional efforts to increase economic impacts of trails. One regional project could be radio and other social media along the trails.
- Both groups should promote youth involvement in trails, for instance, creating more opportunities for environmental education activities that would attract young families and employ youth or recent college graduates.

INTRODUCTION

PROJECT SCOPE

The Virginia Creeper Trail and the New River Trail State Park are part of a larger movement beginning in the late 20th century to convert abandoned railroad lines into outdoor recreational trails.³² A brief overview of the history of Rails-to-trails can be found in Appendix A. In order to sustain funding of these newly formed trails, several rail-to-trails groups have conducted economic impact analyses to explain the trails' economic benefits to adjacent communities. This study was designed to measure the economic value and to determine ways to maximize the economic benefits of the Virginia Creeper Trail and New River Trail State Park on the communities along their respective corridors. To identify regional opportunities, the team took into account the clients' objectives of: (1) strengthening connections between the trails and surrounding jurisdictions; (2) maintaining the trail, quality of life, and view shed; and (3) increasing and documenting visitation to the trails.

This study examines two communities along each trail—the Town of Damascus and City of Galax. The team chose these communities for several reasons. First, both clients expressed the desire to strengthen their relationships with the two communities. Second, the two municipalities, Damascus and Galax, host two of the most popular access points to their respective trails. Third, both communities recognize the importance of their trails but have approached their tourism market differently with respect to promoting assets and thus had potential for a meaningful comparison. Finally, both communities have untapped potential assets that could contribute to an increased economic impact from the trails on their communities. Background information on the Town of Damascus and the City of Galax can be found in Appendix B.

The studio team identified several potential opportunities by examining historic data, conducting interviews with trail stakeholders, analyzing results from studio-designed business and trail-user surveys, and applying asset-based development strategies to provide a better contextualized assessment of the communities studied. Some recommendations will be applicable to both trails while some will suggest how one can replicate the success of the other. Other communities along these trails may also find the results and recommendations from this study adaptable to their own circumstances.



Photograph by Swetha Kumar.

PROCESS

The data gathered for this study was collected from a variety of sources, each of which was used to consider multiple facets of the economic impact of the trails on two specific communities in Virginia: Damascus on the Virginia Creeper Trail and Galax on the New River Trail. First and foremost, the 2004 Virginia Creeper Trail study³ and 2004 Waterway at New River Trail State Park study⁴ provided an in-depth background of the Virginia Creeper Trail and New River Trail State Park user demographic and economic benefits and impacts attributed to trail usage. The studio team developed a fairly comprehensive framework tailored to the two trails that provided a step by step process to measuring economic impact.

The research team took the following steps to conduct the study:

- Conducted a brief review of current economic impact studies and asset based economic development.
- Reviewed previous studies of the two trails as well as studies on other trails in the US and Canada.²⁶
- Data collection including business surveys, trail user surveys, discussions with key stakeholders, and tax information.
- Data analysis which included determining trends of trail users, the perceived impact of trail users on businesses, tax revenue created based on these estimations, and asset mapping.
- Recommendations were developed based on the results of the data analysis and key questions or issues raised by stakeholder interviews.



Two surveys were developed to gather information from trail users and business owners in the focus communities. The trail user survey, which was adapted from the 2004 Virginia Creeper Trail study, was developed to determine user trends, demographics, and spending information. Questions were also added to address issues brought up by the clients, such as how to determine the needs of users with disabilities. The business survey questions were developed based on Campos, Inc.'s *The Great Allegheny Passage Economic Impact Study* to determine the economic benefits of the trail systems on target communities including type of business, income generated by trail users, and impact of the trail on business decisions.⁶

The trail user surveys were distributed differently for each trail. The New River Trail State Park Service staff administered the surveys on the New River Trail for two weeks in October. On the Virginia Creeper Trail, research team members administered the surveys in person one Saturday afternoon in October. Some survey responses for Virginia Creeper Trail users were also collected online through the Virginia Creeper Trail Club website.

The majority of business surveys were distributed in person by research team members. A list of businesses was collected for each target community using a variety of sources including the local chamber of commerce and municipal websites. The surveys were either filled out in person or returned by mail. A number of vacation rental properties in Damascus were also identified. These businesses were invited by email to fill out an online version of the survey. In addition, there were several Galax businesses that received online surveys due to time constraints.

The quantitative data collected were primarily obtained from local officials with online sources providing the remainder of the data. Information collected included meals and lodging tax, and sales tax figures.

A number of stakeholders in each community were identified for informal interviews to gather information not covered by the surveys or quantitative data. Stakeholders included the clients, individual business owners, experts on outdoor and regional tourism, and a number of public sector agents. These individuals were identified through the clients as well as in subsequent stakeholder interviews. These interviews provided valuable information about the communities and included references to public documents such as comprehensive plans and tourism plans.



Photograph by Swetha Kumar.

DATA ANALYSIS

Data collected were analyzed by a variety of means. Qualitative data from both the trails and the localities in which they reside, including interviews, observations, and information from websites, were used to determine assets and categorize them by type under the Shaffer et. al. Star Model³¹ (See Appendix C). The collection of assets under the different categories was later examined to determine the various community assets. The assets could be used to fill the gaps identified in the quantitative analysis and stakeholder interviews, as well as create linkages between assets that would strengthen overall economic impact of the trails. Quantitative data gained from the business surveys and the trail user surveys were generally used to create statistics. Using Excel, the research team calculated the percentages and averages of different response types and found trends in the responses based on cross-analysis of different questions. Responses to some open-ended questions helped the team to uncover the assets used in the Star Model analysis. Tax data and statistics derived from the business survey were utilized to create an estimate of tax revenue generated by the trails. All of the different components of the data analysis were considered together to form both findings and recommendations.

REPORT OUTLINE

The remainder of this report is organized as follows. First, an overview of economic impact analysis and asset-based development is presented. Following this section, a description regarding the research process is highlighted. The four step process consists of a review of current literature, asset-based mapping, trail-user and business surveys and stakeholder interviews, and identification of economic opportunities. A series of trail-specific findings and recommendations follows, estimating economic benefits accruing to trail users and local businesses. The trends in the relationship between the trails and local communities offer key recommendations on how to build regional connectivity between these recreation trails while maintaining the local rural charm and inherent beauty.

ECONOMIC ANALYSIS

The key purpose of an economic impact analysis is to measure the economic return a community receives on an investment in the subject being studied.²⁷ The subject can be an event, a program, a policy, or even a trail, for example. Economic impact is measured in terms of economic growth, which is often translated into increased income and job growth. The focus, in this case, is not simply on the revenue brought in, but the overall economic effects on the community. This difference between a financial analysis and economic analysis is significant in this respect as it is the reason that economic impact analyses are so important when measuring the economic value of a program, policy, or event in a community. For example, the organizers of a community event may report a loss when revenues from the event don't cover expenditures. However, the event may have generated economic returns within the community that make it an important economic development tool¹³. Furthermore, these analyses incorporate data from the community, revealing a broader communal trend toward cyclical investment and returns (see Figure 1 below). Community residents pay taxes, which are then used by local officials to maintain recreational facilities. These facilities then attract out-of-town visitors who spend money in the local area, which creates jobs and income for the community residents who pay taxes. The jobs and income created from the visitor spending would not have been possible otherwise since this is new money entering the local economy. This cycle shows the full picture measured by an economic impact analysis.²⁷

Figure 1: Economic Impact Cycle



ECONOMIC ANALYSIS

An economic impact analysis uses financial data to estimate the overall economic impact of the study subject, in this case recreational trails, on a community. The study has quantifiable results which can create an impression that the analysis is 'scientific' and strictly objective. It must be recognized that this assumption is incorrect because an economic impact analysis is an inexact process. Any results should be considered an estimation rather than scientific truth due to the subjectivity of assumptions that must be made when inputting data. For example, visitor spending figures are often based on self-reported estimates rather than exact numbers. Researchers can make other errors as well if certain principles are not used in the analysis.

These principles include: excluding local residents, excluding visits that were not caused by the trail²⁷, estimating average level of spending of visitors, and determining the ripple effects of this spending¹³. The procedure for conducting an economic impact analysis is discussed in further detail in the 'How To Guide' in Appendix G.

Economic impact analysis studies measure the impacts of non-local visitors only. Local residents may utilize local trails but their expenditures most likely would have been recirculated in the community regardless of the presence of the trail. On the other hand, out-of-town visitors would most likely have spent their money elsewhere if it were not for the trail. These out-of-town monies have a real impact on the local community since they are new money injected into the local economy.²³ It is also important to exclude out-of-town visitors that were not drawn to the community by the trail. The money spent by these visitors would have been spent regardless of the existence of the trail and so don't contribute to the trail's calculated economic impact.²³

Surveys are often the method used to collect visitor expenditure information. There are a number of choices that must be made with respect to sampling method and survey design. The overall goal of the survey is to estimate the total visitor expenditures generated by the trail and the sampling method and survey design chosen should reflect this.¹³ A survey should also include questions that focus on other important information such as demographics of users, suggestions for improvements, or the willingness of visitors to pay extra fees for more services. There are many resources which discuss proper economic impact analysis methodology, some of which are included in Appendix G.

When new money enters a local economy through visitor spending it spreads through the economy and is re-spent which then creates a multiplier effect: the money spent by a visitor at a local business will not only affect that business but also the business's suppliers, the businesses its owners and employees shop at, and so on. An economic impact analysis can measure these multipliers but they can often be difficult to understand and are easily misused. In many cases it is adequate to focus on direct effects, or initial visitor spending, and not attempt to quantitatively analyze indirect effects, or multipliers. There are also a number of input-output models such as IMPLAN, RIMS-II or REMI which can be used to derive multipliers based on the inputs provided.¹³

An economic impact analysis was chosen for this study because it could provide important information that could be used by local officials and stakeholders. The research team reviewed many economic impact analysis studies on trails throughout the US and Canada²⁶ to develop a methodology for measuring the economic impact of the Virginia Creeper Trail and the New River Trail on local communities. The studies reviewed included an economic impact analysis of the Virginia Creeper Trail,³ an economic impact analysis of the High Bridge Rail-Trail State Park,⁸ and others.⁵ By critiquing existing studies, the research team developed a simple study that could be replicated in the future.

ASSET-BASED DEVELOPMENT

Within the world of development, the practice of Asset-Based Development (ABD) is not considered a traditional planning tool, although it has a growing number of followers. Its primary component is an emphasis on what a community has (the assets) rather than what the community needs (the liabilities).²¹ This approach is based on the idea that a focus on the positive rather than the negative will inspire more positive action.²⁴ Emphasizing an area's merits is a key part of the Self-Help Approach on which ABD is based.²¹ Attempting to solve the community's problems typically involves bringing in outside resources, turning residents into people who require help. The Self-Help Approach of asset based development, on the other hand, gives residents the power to solve their own problems. This type of empowerment and ownership makes new initiatives more likely to succeed.²²

Before diving in, it is important to define what is meant by a community. A community could be a collection of people with similar interests such as members of a church, charity or fans of the Star Wars saga. This type of community has no

ECONOMIC ANALYSIS

specific geographic context and, especially with the invention of the Internet, allows for communication on a global level. A community of place, by contrast, does exist in a specific geographic context and can be used to define a neighborhood or municipality. In the setting of asset based development, this is the most relevant type of community.

A key aspect of ABD is the use of the word development; it is not Asset Based Growth. In the planning context these are often used as synonyms but they are actually quite distinct. The difference could be thought of in terms of quantity vs. quality. Growth-focused planning often means bringing resources into a community—more people, more jobs and more money. But it is not necessarily a change for the better in terms of quality of life. Development is more about the process—how resources are used and distributed, and the net impact on the economy and society, with the goal of improving quality of life for individual households. That is why it is Asset-Based Development and not Asset-Based Growth - growth comes from building up industry and people from the outside while development is about utilizing what is already there. Development may result in growth: attracting new people, jobs or money into the community. Ideally, though, that attraction is based on an appreciation of and desire to maintain the current quality of life in the community.

By framing this economic impact study with the asset-based development framework, the studio team wishes to highlight ways in which trail assets could be harnessed along with other community assets to produce an even greater economic impact on the study's communities. The multiplier effect described in the previous economic impact section can increase by fostering stronger linkages between local assets. Hence, this report is not simply an economic impact study, but a study that may help initiate more thought on overall economic development using trail and other community assets.



Photograph by Stephen Cox.



Photograph by Stephen Cox.



Photograph by Jonathan Hedrick.



NEW RIVER TRAIL STATE PARK

FINDINGS

The study of the New River Trail State Park produced 68 trail-user and 28 business survey responses. In addition, several institutional representatives and business owners in Galax were interviewed along with regional experts and stakeholders. After analyzing the data collected, the following trends emerged.

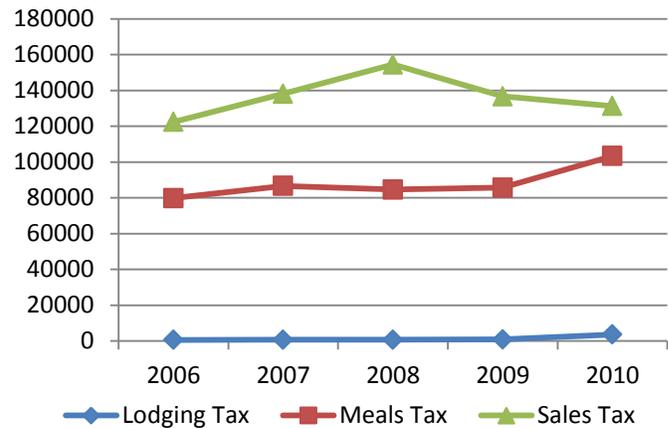
Galax employs a broad tourism model.

Results from the data collected within the City of Galax present a diversified tourism industry. The stakeholder interviews presented the New River Trail State Park as part of a series of opportunities for visitors. One business affirmed this statement by stating their reason for opening a business in Galax as “bluegrass music, Blue Ridge Parkway, small town atmosphere of Galax, River and Trail” and the fact that there are ample “things for people to do when they visit”. Another business stated that all of the tourist spots work well together. One enthusiastic city official felt that the New River Trail State Park is an asset for both local recreation and tourism and is part of the overall experience in Galax. Nevertheless, the trail has the capacity to become a larger part of the overall experience.

Although Galax has a diverse tourism base, most businesses are still in some way affected by trail use. The average percentage of business revenue attributed to the trail by survey respondents is 8%. This percentage has opportunity for growth in attracting new business development based on the trail. In 2010, the total tax revenue attributed to the trail was approximately \$238,279 or 2% of the 2010 total tax revenue. Broken down by type of tax, the 8% of the hotel and motel tax revenue, 9% of the meals tax revenue, and 7% of the sales tax revenue were attributable to the trail. These numbers were estimated based on the 2010 fiscal year local tax revenue and the average proportion of local business revenue attributed to the

trail. Figure 2 shows the trends of the aforementioned taxes in Galax over the last five fiscal years.

Figure 2 - Annual Applicable Local Tax Revenue Attributed to New River Trail Users



Source: Auditor of Public Accounts

Trail user survey results also indicate a positive impact of the New River Trail State Park on local businesses. For example, the trail influenced a large percentage (47%) of respondents to buy a bike. For those respondents who provided a dollar value, the average party expenditure was approximately \$133 for privately-owned lodging, \$13 for publicly owned lodging, \$44 for food and drinks consumed at restaurants or bars, \$32 for other food and drinks. Trail users spent approximately \$43 for gasoline, oil, and repairs, \$1 for other transportation, \$2 for bicycle rentals or service, \$0.40 for horse rentals, and \$3 for trail use, entry, or parking fees.

Promoting the New River Trail State Park fits into the goals and strategies outlined in the Galax Comprehensive Plan Update which intends to better utilize resources within Galax. Some strategies that are stated within the Comprehensive Plan Update include enhancing “Galax as a major tourist attraction, focusing on its mountain heritage, natural beauty and outdoor recreation”, developing “a system of permanent open space and recreational resources, designed to be accessible to all City residents and

visitors", and attracting "strong, high quality tourist lodging [facilities]".⁹

Though the majority of trail users are local or from Virginia, Galax strives to attract out-of-state visitors.

Both surveys and interviews show an opportunity to market to out of state visitors particularly from North Carolina. The trail user survey highlighted the average proportion of local and in-state trail users to be 59% of all trail users. A lower percentage of trail users (41%) are from out of state; the largest percent of out of state users are from North Carolina (22%). Ray Kohl, the Director of Tourism for the City of Galax, agreed saying that the city has found that the main tourist market is in North Carolina.²⁵ These trail user results also match the estimates offered by business owners. The average proportions of local, non-local in state, and out of state customers are as follows: on average, 45% are local customers, 15% are non-local, in-state customers, and 40% are out-of-state customers.

A stronger relationship between New River Trail State Park and City of Galax would encourage collaboration and cooperation for maintaining and promoting the trail.

Based on information gained from interviews, the City of Galax seems to have a positive relationship with the New River Trail State Park. The City made several walkway improvements near the trail and downtown 5 to 6

years ago which enhanced the connection between the trail and downtown Galax. Currently, the City and the New River Trail State Park collaborate to host outdoor recreation events such as the 13th Annual New River Trail/Dr. Ed Dannelly 10-K Run and 5-K Walk which the two entities co-sponsored on May 7, 2011. In addition, the City's tourism department utilizes the trail for an annual bike race known as the Fall Foliage Bike Ride.²⁹ According to the Twin County Calendar of Events, Fall Foliage bike riders can choose to purchase a ride package which includes "dinner in downtown Galax and an evening of entertainment at the Historic Rex Theater".³⁹ The City also provides incoming Fall Foliage riders with a list of unique local restaurants to encourage interaction between the trail and the business community. To add to events included with the Fall Foliage Bike Ride, the Chestnut Creek School for the Arts hosts a series of nature related classes. Another way the City is fostering a relationship with the trail is by reviving another bike ride on the trail known as the New River Challenge.³⁹

There is room for improvement in the relationship between the City and the state park. One state park employee said that one of the goals of the park is to improve existing partnerships and reach out to make new partnerships. Because the trail is a state park, it is an asset that does not require any expenditure by the City. The New River Trail State Park provides all maintenance; therefore no portion of

FINDINGS

the city budget is dedicated to the trail. The park does not reach out to the City regarding financial opportunities such as addressing public safety and the City does not have an agreement with the state park to provide police to the area, as many of the neighboring localities do. At present, the City only makes informal verbal agreements with the state park and cannot place vendors on the trail, because doing so would require approval by an entity in Richmond. Chuck Wyatt, Enterprise Director for Virginia State Parks, confirmed that commercial interests are not allowed on the New River Trail State Park without a permit, but stated that a permit would be relatively easy and inexpensive to obtain.

The state park also owns a vacant house near the Galax trailhead which the City would like to see utilized for some purpose. Unfortunately, the state currently does not have the funding to make needed improvements. In fact, the cost to renovate the building may be more than

the cost of simply demolishing it and financing new construction, something to consider when determining the best uses of the site both for the park and the city. The Director of the Parks and Recreation Department in Galax stated that the City could do more to partner with the state park and promote the trail.

The Trail Could Increase its Revenue through User Fees

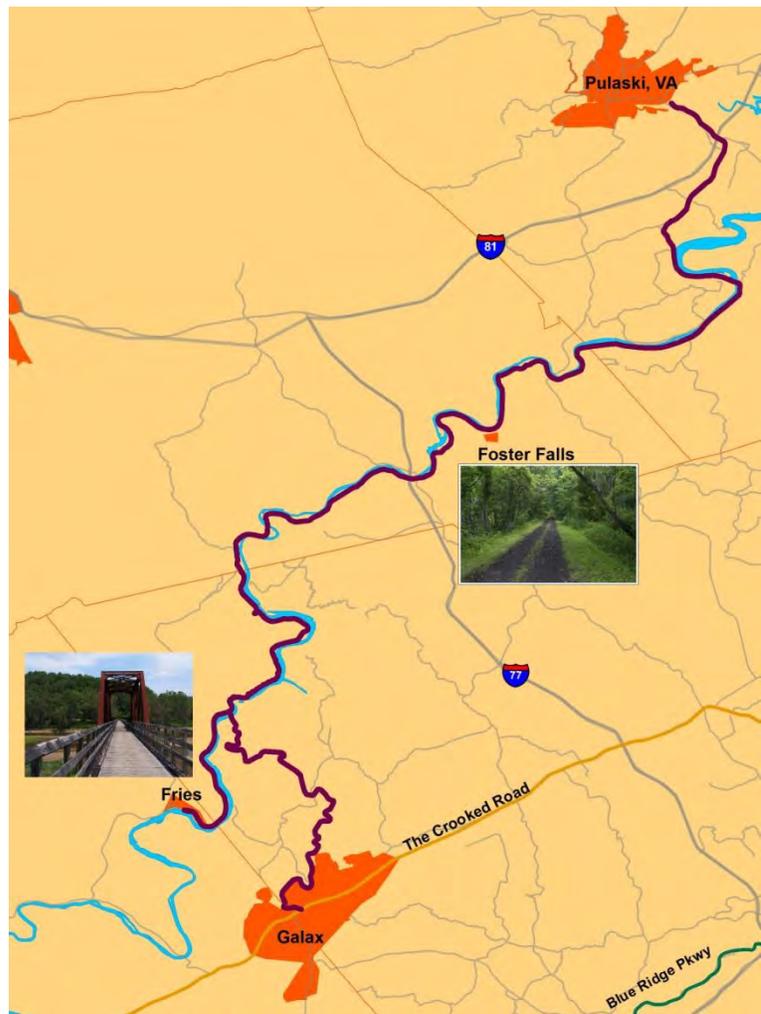
Chuck Wyatt stated that recently there has been more interest in revenue for the state parks and that revenue is a big deal, especially in tough economic times.⁵² According to the survey of trail users, approx. 82% of respondents would be willing to pay a small usage fee and approximately 66% would be willing to pay for a special event located on the trail. The New River Trail State Park could consider levying small user or event fees to help increase the revenue for the state park.



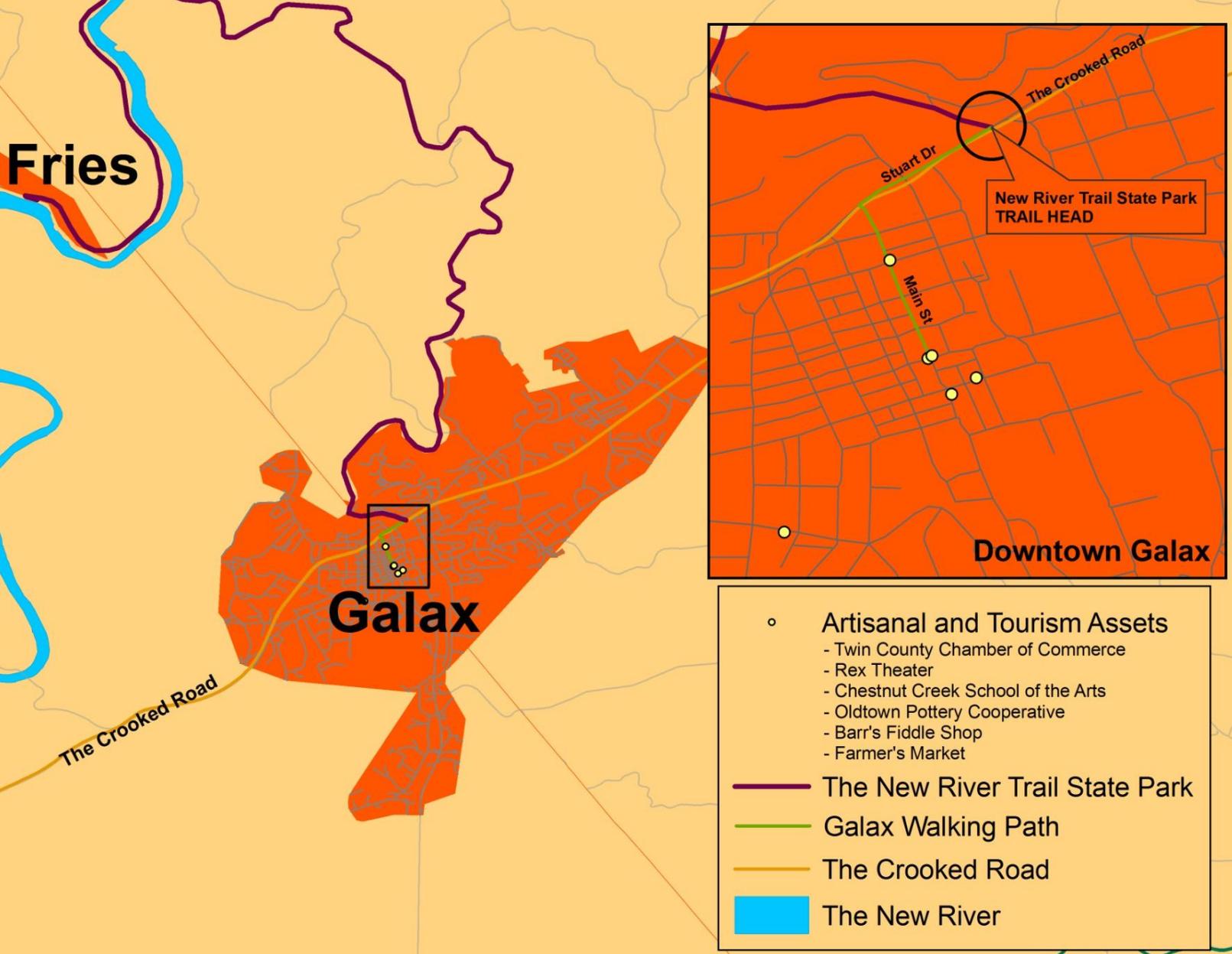
Photograph by Stephen Cox.

RECOMMENDATIONS

Several recommendations can be made based on the trends that have emerged from the survey data and interviews along with the mapping of local and regional assets. These recommendations identify opportunities that can be addressed by the New River Trail State Park. First, the New River Trail State Park should identify stakeholders in each jurisdiction to recreate the Friends of the Park group. The former friends group was actually two separate groups, the northern and southern friends groups, which managed park volunteers and maintained connections with the local communities. By redeveloping the Friends of the Park, the park could expand its current relationships with local communities and develop relationships with outdoor recreation organizations. The park should also organize a formal conversation with the City of Galax to discuss how the two entities can partner financially. From the findings, there is an opportunity to partner and redevelop or replace the property next to the state park, provide police services for the Galax portion of the trail and promote the trail to out-of-state visitors. In relation to the redevelopment of the property, the structure can be utilized as a multi-use facility with a nature education center, park information center and cafe.



Source:ESRI Download Census 2000 Tiger/Line Data
Foster Falls, <http://viriniatrailguide.com/2011/06/08/new-river-trail-fries-to-foster-falls/>
358 of 454 Fries, <http://develo.wordpress.com/page/6/>



Source: ESRI Download Census 2000 Tiger/Line Data

Along with these recommendations, the New River Trail State Park should encourage the City of Galax to improve several aspects of outdoor recreation tourism. Currently, the City uses the slogan “Best Pick in Virginia”.¹² The marketing campaign, however, does not represent all of the diverse local assets that Galax has to offer. The State Park should encourage the City to look into creating a branding campaign around identifying and marketing local assets. To assist with the branding campaign, the park can serve as a stakeholder to initiate the creation of a regional tourism plan. The Virginia Tourism Corporation is a good resource and potential facilitator to turn to during this process. In addition, the State Park can promote the introduction of economic development incentives for new businesses by the City of Galax. The City can use the incentives on a case by case basis to encourage new business development closer to the trail by offering general economic development incentives for trail-based businesses such as outfitters, cafes, and/or hostels. Lastly, the New River Trail State Park should develop a stronger connection with the Crooked Road. This connection can begin by advertising the park in a more positive manner and not branding it as competition on the Crooked Road's website.



Photographs by Swetha Kumar.

VIRGINIA CREEPER TRAIL

FINDINGS

The 2011 Economic Development Studio Team conducted and received responses to 77 trail-user and 19 (out of 35 distributed) business surveys. Team members also interviewed over a dozen institutional representatives and business owners in Damascus, the Town of Abingdon and Washington County as well as experts and stakeholders in trail-based and outdoor tourism. Individual data sets were collected and analyzed for various trends related to the linkages and gaps in the current trail-based tourism market. These individual data sets were then aggregated and coded for overall themes that emerged in our study.

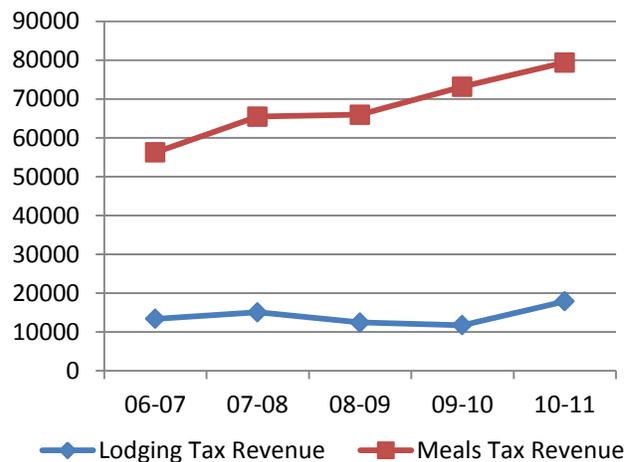
Economic impact from trail use in Damascus is significant and strongly correlates with the character of the town.

Results from the surveys, interviews, and data provided by the Town of Damascus reinforce the economic importance of the Virginia Creeper Trail to 'Damascus' livelihood. One business owner stated, "There is not a business in the community that is not impacted by the trail users. Although some do not cater to the tourist/trail user directly, they all cater to the owners and employees of the tourist/trail user business, all of whom would not be living in the community if not for the trail."

Over half of the businesses surveyed said more than 61% of their income is from trail use. Using the average proportion of income that businesses estimated to be due to trail user spending from the business survey, the analysis team extrapolated the amount of town meals and lodging tax revenue collected thanks to the Creeper Trail during FY2006-FY2010. Those businesses that pay meals and lodging taxes are very dependent on tourism for their revenue. Eight businesses surveyed paid a meals tax – restaurants, cafes, bed & breakfasts – and estimated 79% of their revenue

was attributed to the Creeper Trail. Thus the total amount of meals tax revenue attributed to the Creeper Trail in FY2010 equaled \$79,356. Likewise, eight businesses surveyed paid lodging tax – bed & breakfasts, cottages, hotels, motels, cabins – and estimated 71.38% of revenue was thanks to Creeper Trail users. The estimated lodging tax revenue was \$17,858 (FY2010). Below are two charts illustrating the trends in meals and lodging tax revenue. Figure 3 shows the annual meals and lodging tax revenue attributed to Creeper Trail Users. The increasing meals tax revenue may indicate a growing food/restaurant market in Damascus.

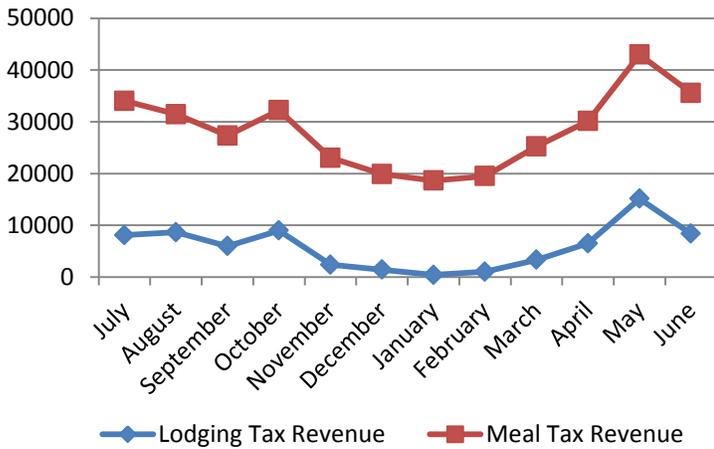
Figure 3 - Annual Applicable Local Tax Revenue Attributed to Creeper Trail Users



Source: Town of Damascus

Figure 4 breaks down the total monthly meals and lodging tax revenue during the same time period that is also due to purchases by Creeper Trail users. The chart shows distinct peaks in June/July, October and May with higher revenues in general during the summer months and a dip in the winter months. In general, business owners said the peak times for the Creeper Trail were in July and October, while one business owner distinguished May as the peak season for the Appalachian Trail, during the Trail Days Festival. Considering this assertion, one could assume the May peak to be not as sharp as the graph portrays.

Figure 4 - Monthly Applicable Local Tax Revenue Attributed to the Creeper Trail



Source: Town of Damascus

Both trail users and trail-related businesses largely equate their investment in the Creeper Trail to the character of Damascus. On one Fall Saturday, there were as many as 2,500-3,000 tourists from as far as Florida and Georgia who were biking the Creeper Trail. A few of those trail users specifically commented on the character of Damascus, appreciating the lack of big chain stores and the relaxed feel. 51% of users said they visited the Creeper Trail a few times a year, revealing a crowd of regulars, many of which are further away than just a day trip. While filling out the surveys, they told studio team members how much they enjoyed spending time in Damascus and riding the Creeper Trail. Average expenditures for Creeper Trail users were not calculated as surveys were collected only on one, very unique day. For information on how to calculate initial average expenditures, see Appendix G.

When asked what motivated the 19 business respondents to open a business in Damascus, seven respondents stated reasons relating to the natural aesthetic of the area and character of the Damascus community; seven stated practical reasons including convenience of location to the Creeper and low expenses (e.g. rent); eight businesses directly stated the Creeper and Appalachian Trails in their answers; and two respondents said they were influenced by other community members, one being the town manager. 16 out of 19 respondents said their choice of store location was Strongly (3) or Very Strongly (13) Influenced by the Creeper Trail. Many of those stores that reported not being significantly impacted financially by the Creeper Trail (or Appalachian Trail), still said the Creeper Trail strongly or very strongly influenced their choice of location.

Although Damascus owes its financial success to trail-based tourism, many of the Damascus locals who are not required to operate a trail-based business on the weekends, evacuate the town during large tourist weekends. It can be assumed they like the quiet nature of the town when tourists are not present. While conducting surveys and interviews, team members heard the reoccurring sentiment that Damascus citizens want to encourage the tourism industry and bring more money into the town without changing the inherent character or natural resources of the town.

Gaps and disconnects in the Damascus tourism market exist in terms of diverse recreational offerings.

Both surveys and interviews revealed a need to diversify Damascus' market somewhat in order to appeal to a larger tourist demographic, particularly the "casual trail-user". According to those interviewed, this group tends to spend more money than hardcore trail users, and they spread their expenditures among businesses and business types. Thus, several tourism and economic development experts interviewed advised marketing to this demographic through other recreational activities as well as places to stay and socialize in Damascus.

The surveys revealed this gap in tourist catering. The largest age group of survey respondents was between the ages of 36-45; this group comprised families and family groups out for a recreational day with the kids.²¹ Families could be an untapped market in some respects. One group observed that more local food options that provided outdoor seating, such as a sun patio, where they could relax with a beer, would be a great improvement. Another trail-user commented that she had very little to do while waiting for her husband and children to ride down from Whitetop. Even a few of the trail-based stores stated they catered more to hardcore hikers from the Appalachian Trail than the casual crowd who bike the Creeper. Lodgings in the area also cater to a more avid outdoors, single/couples crowd with

camping, cabins and bed & breakfasts. Fewer than 30% of respondents stayed in Damascus overnight.²¹ Reasons included:

- They lived within a days driving distance of the Creeper Trail
- They were staying with friends who lived close to the trail
- Several mentioned they had gotten lodging in Abingdon or Bristol

Those from far distances, who were staying in the area overnight (often two or more nights), chose to stay elsewhere. This report coincides with much of what was said by stakeholders and business surveys: lodging in Damascus has a difficult time doing business because people generally choose to stay in places like Abingdon, which has hotels, a choice of good restaurants and cultural activities. Other potential revenue is lost as well when trail-users only spend an afternoon or morning riding the trail before leaving. One trail user respondent said that he "spent almost \$850 for the weekend but most of that was in Abingdon."

Diversifying Damascus' tourist market would address another issue that occasionally arises—overcrowding on the trail. At least four respondents complained about overcrowding on the trail, particularly in terms of trail safety and most casual bikers not knowing proper bike etiquette (e.g. how to pass). One individual, who had visited the trail on multiple occasions, said he would not come back. Offering multiple activities in town would

mitigate this problem somewhat by helping to stagger trail use. Currently, those who visit Damascus to bike down the Creeper Trail have very little choice or know of no other option but to ride the trail upon arrival, even if they find the trail too crowded.

Thanks to Damascus' ideal location on the Creeper Trail, diversifying Damascus' commercial offerings is a logical next step to capturing more tourist dollars. The Creeper plays a vital role in bringing tourists to the town no matter where they begin their journeys on the trail. Trail user survey results show 55% of users got on the trail at White Top Station, 20% in Damascus, and 11% in Abingdon. Although only 20% of trail users actually parked in Damascus, the town serves as a natural stopping/resting point for all users coming from either end of the trail. The 55% of users who start at White Top often end their journey at Damascus. Those coming from Abingdon may take a mid-way break or turn around at Damascus. Many of the trail users surveyed who parked in Damascus, took a shuttle up to White Top and rode all the way down the mountain to end in Damascus. Damascus seems to be the end point for many of these casual bikers, which provides the opportunity for businesses to capture more tourist dollars before these users return to their cars. Indeed, the restaurants stationed at the trailhead have already benefited from this demographic as seen in their rising revenues (See Figure 3).

Market diversification has already proven to be beneficial in some cases. Five businesses reported making \$250K

or more. Only two of these businesses said they were significantly influenced financially by the trail, both of which provide multiple services such as bike rental, trail outfitting and restaurant/café services. They also offer more employment than most of the trail-related businesses.

Other opportunities to diversify the tourism market through leveraging other resources in the town and region also exist; however there is a disconnect between those assets and the consumer because of lack of information and capitalization. These assets include the six other trails and natural resources in Damascus, the growing artist community and the advantageous placement of Damascus with respect to other outdoor recreational hotspots. Besides the Creeper and Appalachian Trail, very little marketing or signage exists to promote trails in Damascus. Similarly marketing that advertises Damascus' proximity to other outdoor activities, a fact that could help the town brand itself as not only a crossroads for so many trails (Trail Town USA) but also a hub for many different regional outdoor activities, is limited. Finally, one tourism expert recommended harnessing the educational capacity of natural resources along the Creeper and Appalachian Trail as well as the potential for successful artisans in the community. Several interpretative signs already exist along the Creeper Trail. Upon entering Damascus from Abingdon on the Creeper Trail, there is an education panel discussing the presence of kudzu in the area, which

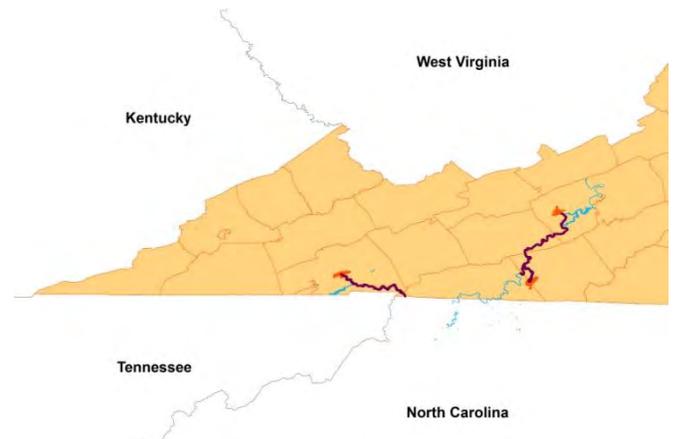
FINDINGS

could serve as an example of a first step toward environmental education in the area. Artisans in Damascus often work from their homes, but have limited possibilities to create and sell their products elsewhere in the town; they therefore sell their items out of the Heartwood Artisanal Center. While this process still brings money into the community via the producers' homes, enlarging the tourism market in Damascus to include this group would bring more direct funds into the community and help in diversification.

The majority of trail users are from out of state.

Based on the zip codes acquired from the Creeper Trail User survey, trail user demographics are estimated to be non-local, in-state: 30%; out-of-state: 70%. Considering most trail-user surveys were collected during a weekend during peak season and most locals tend to leave town during these times, this proportion matches up relatively well with the proportion of trail-user customers estimated by businesses – local: 18%; non-local, in-state: 26%; out-of-state: 56%. Out-of-state trail users usually come from adjacent North Carolina and Tennessee, which in this case was 43% and 17% of total respondents respectively. These findings suggest that the Creeper Trail plays a vital role in attracting out of state dollars to Virginia. Map 3 show the adjacent states to Virginia and their close proximity to the Virginia Creeper.

Map 3 – Map of Southwest Virginia and Surrounding Boundaries



Findings show a desire and need to capitalize on regional connectivity, primarily through marketing and branding the region as an outdoor recreation hotspot.

One goal stated in the Damascus Comprehensive Plan was to “coordinate the town’s goals with the surrounding recreational areas, for instance, provide parking for hikers and bicyclers.”¹⁴ Like many localities, Damascus recognizes that its roots are spread throughout the larger Washington County region. During interviews, surveys and in several regional economic development documents, the notion of interconnectivity through physical, financial and institutional structures continuously emerged. Damascus is Trail Town USA, intersected by numerous trails, not to mention state route roads connecting it to other major tourist sites in the county and North Carolina. The Town of Damascus is financially linked to all of Washington County through government and taxes.

FINDINGS

Abingdon and Damascus share custody of the Creeper Trail between the localities. To date, Abingdon has financially invested more in the Creeper Trail than Damascus because it is more financially capable, but Damascus has most likely benefited more considering the impact of the trail on its community. Meanwhile, the Creeper Trail Club crosses all of these jurisdictions. These two towns are inextricably linked. One interviewee stated, "Damascus feeds off of Abingdon visitors. Abingdon feeds off of the Creeper Trail." As stated above, trail users often take advantage of other assets in the region, particularly going to Abingdon for food, culture and rest.

Those interviewed, both inside and outside of the county lauded regional collaboration in development of cultural and trail-based economies. One individual from the Virginia Tourism Corporation expressed the desire to create a marketing alliance made up of every tourist-oriented business and organization in Washington County. The alliance would brand the county as one giant tourist destination. One tactic of this regional marketing strategy would be one website that would allow visitors to make a connection between all destinations they plan to visit in the area. Currently, many websites exist but only show the assets local to them. Yet, the data collected during this study as well as economic impact studies from other trails agree that the primary marketing tool for advertising trails is word-of-mouth. Seventy-seven percent of trail users referenced word-of-mouth marketing as

how they found out about the Creeper Trail. One interview respondent commented that no current marketing campaign exists that somehow leverages word-of-mouth marketing destinations they plan to visit in the area.



Photograph by Swetha Kumar.

RECOMMENDATIONS

Several recommendations can be made based on the trends that have emerged from the survey data and interviews along with the mapping of local and regional assets. These recommendations identify opportunities for the Virginia Creeper Trail Club to partner and support different groups to leverage the already strong asset, the Creeper Trail, with other community assets. These partnerships would result in a multiplier effect on the economic impact of the Creeper Trail on Damascus and the surrounding area, reaffirming the legitimacy and importance of the Virginia Creeper Trail and its advocate, the Creeper Trail Club.

The Virginia Creeper Trail Club should find ways of partnering with other institutions that have a stake in Damascus tourism. The new public library and tourism center is an excellent example. During her interview, the Director of Washington County Public Libraries mentioned the involvement of the Crooked Road and Around the Mountain groups in creating information displays on the two trails for the tourism center. With the library serving as the Damascus regional tourism center, it will be the main resource for visitors to access information about the outdoor assets. The Virginia Creeper Trail Club should become a stakeholder in the new public library to promote its presence in Damascus, maintain its relationship with Damascus' tourism community and strengthen linkages between the Creeper and the other trails in the area. In addition, the Club should work with other outdoor recreation organizations to develop a regional outdoor recreation map. The 2009 Washington County Area Tourism Plan suggests a regional map would assist in marketing outdoor recreation and providing families with access to area tourism services. The Creeper Trail Club is a strong nonprofit group with a good reputation and membership support. With its collaboration and backing, Washington County would be better able to conduct a marketing campaign to attract even more tourists to the area. One way to help drive this regional collaboration is the creation of an annual marathon or triathlon on the Creeper Trail that would bring together other outdoors groups and promote the regional outdoor tourism base in Washington County. In cooperation with the area jurisdictions and other stakeholder groups, the Virginia Creeper Trail Club can organize this event.

In order to increase the indirect impact of the Creeper Trail and assist in regulating the occasionally overburdened capacity of the trail, the Virginia Creeper Trail Club should also consider promoting more diverse activities in Damascus. The Club can partner with the Town of Damascus to maximize the potential of the existing outdoor recreation assets. Stakeholder interviews showed that local businesses can further harvest the visitor base by diversifying their current outdoor recreation portfolios such as incorporating water activities like fishing or tubing. The Blue Ridge Highlands Fishing Trail located at the head



of the Virginia Creeper Trail at Whitetop Laurel Creek serves as one of Virginia's freshwater trout streams. A local outfitter could increase its revenue by providing fishing gear and bait, perhaps even launching a fishing competition. Damascus could also benefit from improved marketing of its outdoor assets other than the Creeper and Appalachian Trails. The Creeper Trail Club could offer these suggestions to businesses and government, and perhaps offer assistance in mapping and marking the seven trails and other resources. Along with diversifying the outdoor assets, the Virginia Creeper Trail Club can encourage the Town of Damascus to attract a diverse business mix by working with potential investors. Advocating further investment in local artisans and environmental education are two possible approaches to appealing to a wider tourism crowd. Trail user surveys reflect that 70% of the respondents choose to stay outside of Damascus. This loss of revenue stream can be addressed by the development of a chain hotel or motel that compliments the current character of the Town of Damascus. The Virginia Creeper Trail Club can suggest a new lodging establishment based on their interest to protect the view-shed and best practices of comparable trail towns.



Photographs by Jonathan Hedrick and Swetha Kumar.

CONCLUSION

Asset-based development is an accepted approach to economic development in southwest Virginia as evidenced by the many projects funded by the Appalachian Regional Commission¹; yet it is not commonly associated with studies on economic impact analyses. The purpose of incorporating asset-based development with an economic impact analysis is to both establish that the New River Trail State Park and Virginia Creeper Trail have a significant impact on the economies of surrounding communities and to highlight practical ways of fostering greater economic impact from those trails. In doing so, many trends emerged revealing gaps and disconnects between existing assets that could potentially, once partnered, improve the economic benefits of all assets involved. For a synopsis of the assets considered in this study, please see Appendix C. The recommendations in this report offer simple suggestions to the New River Trail State Park and the Virginia Creeper Trail Club of possible partnerships or opportunities to strengthen connections between themselves and other regional assets surrounding the communities of Galax and Damascus.

By focusing on local assets, the choice of Damascus and Galax becomes clear because they are in many respects, two sides of the same tourist-driven coin. Both municipalities are principle entrances to their respective trails; both have similar histories of manufacturing-based economies, mountain and musical heritage; both appreciate and wish to protect the natural view sheds surrounding their localities; and both communities have realized the potential of their natural, historic and institutional assets in encouraging tourism. Damascus has focused its attention on building a chiefly recreation trail-based economy, centered primarily on the Virginia Creeper Trail and Appalachian Trail, with opportunity to expand its economic base to other tourism endeavors. Meanwhile, Galax has embraced a broader variety of tourist activities, derived from heritage tourism (e.g. music, woodworking and embracing The Crooked Road), and is now looking to focus its efforts on outdoor recreation assets including the New River Trail State Park.

This yin-yang dynamic provides interesting perspectives on how the Galax and Damascus communities as well as others along each trail can better connect their trail assets with other assets in their communities. The City of Galax can learn from the Town of Damascus about how to brand its outdoor recreation assets and how to encourage trail-based business development. Encouraging shops and activities along or near the trail entrance, for instance, would capture more trail-user dollars. The Town of Damascus can take note from the City of Galax on how to develop more heritage- and artisan-centered tourist activities. The Crooked Road signage used in Galax for example could be implemented



Photograph by Swetha Kumar.

effectively along the Virginia Creeper Trail. Such signage could highlight the history of Damascus along with information about the Virginia Creeper Trail. Other communities along the two trails may also, to some extent, identify with either Galax or Damascus and adapt certain aspects of this study to their own situations. Abingdon, for instance, may consider steps required or already taken in Galax to better incorporate the trail into the diverse Abingdon tourism market. Smaller towns along the New River Trail State Park may examine their local assets to determine if certain components either already existing or suggested in Damascus would work well in their communities.

The New River Trail State Park and the Virginia Creeper Trail Club are well positioned to advise and serve as intermediaries between the jurisdictions that encompass individual trails. First, both trails are regional assets connecting their respective communities. The two organizations should therefore encourage these interconnected localities to share information and collaborate on how to make two of their main outdoor assets have a larger impact on the local economy. They should advocate regional marketing campaigns that focus in part on regional outdoor recreation and partner with communities to encourage greater interaction between the trail, businesses, community groups and other institutions. The use of radio on the Crooked Road Trail is one option for connecting all communities along the New River Trail State Park and The Virginia Creeper Trail. It could be a great first step toward incorporating technology and social media along the trail³⁵, eventually leading to integrated activities like geocaching adventures. The Virginia Creeper Trail Club and the New River Trail State Park could advise jurisdictional collaboration or take active steps themselves to begin such as process.



Source: ESRI Download Census 2000 Tiger/Line Data

Second, even as this study focuses on two geographic communities—Galax and Damascus—other communities, both geographic and interest-based, play distinct roles in the overall cohesiveness of asset-based development efforts involving trails. One such interest-based community, comprised of outdoor recreationalists and trail-users, strongly binds together the Galax and Damascus communities in this study. Although the localities have adopted different economic development strategies, both Galax and Damascus attempt to appeal to those individuals interested in outdoor recreation activities such as hiking and biking, and draw this group's time and money to their communities. Based on the stakeholder interviews, business owners and local government officials acknowledge the impact of trail usage on their local economies but have not realized the full potential of recreation trails on diversifying the tax base. As advocates for trail use, the New River Trail State Park and Virginia Creeper Trail Club can engage and partner with local governments, businesses and citizens, illustrating ways in which trails can work with other local and regional assets to increase their economic impact. Finding greater connectivity between the trails and communities through heritage tourism is one way that these two groups can frame the issue for these community groups. The new library and tourism center in Damascus is designed like an old train station depot, a reflection of when the Creeper Trail was still used as a railroad pathway. Capitalizing on that connection and encouraging new development of historic buildings or facades could further partner the Virginia Creeper Trail Club with not only the Damascus

community but also the character of that community. In Galax, where heritage tourism is prominent, the New River Trail State Park should find ways of inserting the trail into that heritage either by placing greater emphasis on its historic railway roots or perhaps by highlighting the major natural resources along the trail used in historic industries like wood furniture manufacturing.

One significant subset of the trail-user community for both trails is the non-local tourists from North Carolina. The New River Trail State Park and the Virginia Creeper Trail Club should increase their current marketing to attract North Carolina tourists while keeping in mind that most trail users hear about the trailways through word of mouth. Based on zip codes from trail user surveys, both trails could overlap their marketing to communities along I-77, particularly areas around Charlotte, NC and smaller communities like Matthews, NC. One way the New River Trail State Park could increase visitors would be to work with the City of Galax to strategically place signage in North Carolina similar to the existing Crooked Road signs. Additionally, both trailways can encourage the use of social media by visitors at visitor centers. A report produced by the Outdoor Foundation highlights the prominence of social media usage amongst visitors. Social networking sites were the most commonly reported activity. Visitors primarily use Facebook and YouTube to plan events and share and receive quick updates³⁵. Each locality can take advantage of this by making social networking sites available for visitors to describe their experiences on the trail. This will serve as a powerful word of mouth marketing method as visitors' posts have the potential to reach a wider audience.

The youth communities in both Damascus and Galax are also two relatively untapped markets that should be addressed. As stated in the Damascus Comprehensive Plan, the youth population in Damascus often leaves the area for school and other employment. Survey results show that those that come to the area for tourism are generally young families with children. With this young demographic in mind, diversifying the market in Damascus could potentially help retain local youth and increase more tourism dollars in town. Meanwhile in Galax, 51% of trail users are between the ages of 46-65, and the Galax municipality has expressed the desire to attract a younger demographic of tourists out on the trail. Better branding, as done in Damascus, could benefit that endeavor. In both instances, the Virginia Creeper Trail Club and the New River Trail State Park could look to environmental education as a means of engaging youth populations, both tourists and workforce. Creating more opportunities for environmental education and advertising these activities well could encourage other community groups to take up the environmental education mantle, create a larger market for it in these two localities, and therefore attract greater youth participation.

While addressing recommendations for both New River Trail State Park and Virginia Creeper Trail, it is important to note the study's limitations and opportunities for further research. Due to the time constraints of the Economic Development Studio, researchers were limited in the time available to collect data and survey all jurisdictions associated with the trails. Even acquiring sufficient amounts of trail-user surveys for one jurisdiction along each trail proved to be difficult. Although business



Photograph by Swetha Kumar.

surveys and stakeholder interviews compensated greatly for this constraint, a study covering several trail seasons would produce more statistically significant data. For this reason, the research team constructed a comprehensive how-to guide to economic impact studies (see Appendix G) that offers ways of tailoring the study to the specific trails and can be used by the clients.

Future studies should expand in scope to examine all areas of the trail not just those within the town limits. Compared to the surveys used in this study, futures survey questions should be more targeted to certain research goals in order to avoid extraneous responses. Again due to time constraints, surveys were shortened to allow for larger survey collection in a short amount of time. Trail user survey limitations were particularly true for Damascus where researchers primarily collected surveys over a busy tourist weekend and so did not gauge the use of the trail by locals. Distinguishing the difference between local and nonlocal users is incredibly important to determining the impact of trail users and should be altered in future studies to encompass all jurisdictions along the trail. In this case, the studio team used zip codes to determine local from nonlocal. A better method for examining all communities along a trail would be to designate a boundary around the entire trail which would define local and non-local users (see Appendix G). Future studies should also conduct further stakeholder interviews to provide greater comprehension of all regional collaborations and the involvement of community or civic groups. Public meetings are effective tools for engaging in conversation with stakeholders. Involvement from the business community was greatly appreciated and useful in this study and should be considered in later studies.

The New River Trail State Park and Virginia Creeper Trail both serve as important local and regional assets. Both play a significant role in influencing the economy and character of their respective communities. To increase that impact and foster greater community economic development, stakeholders must pool their local and regional assets, realize how these assets can work in partnership, and what assets must be further encouraged to achieve greater economic impact on communities. These findings and recommendations may act as a first step in that process.

ACKNOWLEDGEMENTS

**New River Trail State Park
Virginia Creeper Trail Club
Town of Damascus and Business Community
City of Galax and Business Community
Washington County
Pulaski County
Pulaski Town Economic Development Department
Roanoke Regional Partnership
Virginia Tourism Corporation**

APPENDIX A

HISTORY OF RAILS-TO-TRAILS

The United States rail system was once the cutting edge technology for both freight and passenger transport. With the advent of the automobile, the creation of the interstate highway system and the passenger air system, the reliance on rail systems declined in the mid to late twentieth century. This decline resulted in many abandoned railways which were a dynamic part of the economic center of towns throughout the United States including those in Virginia. In the 1960s an effort to transform these abandoned derelicts into greenspace for communities began; the New River Trail and the Virginia Creeper Trail were created in the latter 20th Century.

The Rails-to-Trails movement began at what could be described as a grassroots level. According to the Rails-to-Trails Conservancy: "Once the tracks came out, people just naturally started walking along the old grades, socializing, exploring, discovering old railroad relics, marveling at old industrial facilities such as bridges, tunnels, abandoned mills, sidings, switches and whatever else they could find. In the snows of winter the unconventional outdoor enthusiast skied or snow shoed on the corridor, but these were days before even running and all-terrain bicycles were common, so the predominant activity was walking. Of course, none of the corridors were paved or even graded — they were simply abandoned stretches of land."²⁸

With the creation of various rail-trails in the United States, many significant milestones occurred to ensure that the rails-to-trails movement continued to gain momentum. Snapshots of these milestones are summarized below³³:

- October 1985: Ronald Reagan signs the National Trails System Improvement Act; this secures the governments interest in federally graded rights of way.
- February 1990: The United States Supreme Court unanimously upholds the constitutionality of rail banking.
- 1998: The Transportation Equity Act of the 21st Century is created. This act increases funding for programs such as rails-to-trails as community enhancement tools.
- October 2005: There are 1,359 rail-trails in the United States, a total of 13,150 miles of trail.

Rail-trails are found in several locations in Virginia. In addition to the Virginia Creeper Trail and the New River Trail, the following trails were once railways, each differing in size, length and scope: Bluemont Junction Trail, Chessie Nature Trail, Dahlgren Railroad Heritage Trail, Huckleberry Trail, Warrenton Branch Greenway, Washington and Old Dominion Railroad Trail, Blue Ridge Tunnel, Blue Ridge Railway Trail, and High Bridge Trail State Park. Only two are state parks, the New River Trail State Park and the High Bridge Trail State Park. The Virginia Creeper Trail is maintained by conservancies, local governments or a combination of stakeholders.

APPENDIX B

CONTEXTUAL BACKGROUND

Virginia Creeper Trail

The Virginia Creeper Railroad began as a small gauge extraction rail line that ran from Todd, North Carolina, a location north of Boone and south of West Jefferson, north through West Jefferson, and then between Pond Mountain, North Carolina and Whitetop, Virginia, known as White Top Station, and then on to Damascus and Abingdon, Virginia. It became a portion of the greater Cincinnati, Virginia, Carolina railroad. In the late 1970's after the line was abandoned, North Carolina made the decision to give its portion of the rail right of way to the adjoining property owners. Virginia, however, chose to preserve the right of way that led to Damascus and Abingdon. Had it not been for this foresight in Virginia, the Virginia Creeper Trail would not exist as a usable tourist attraction. Today, the Virginia Creeper Trail runs 34 miles from Whitetop through Damascus to Abingdon. While Whitetop still remains a small community with less than 500 people, Damascus has remained fairly stable at nearly 1000, while Abingdon has grown to 8190.

All but forgotten in today's times is the fact that Ashe County, Watauga County and Alleghany County, North Carolina had no all-season connection to the Piedmont of North Carolina. These areas were essentially client states of economic markets in Abingdon and Galax, who themselves were clients of Bristol, Tennessee. In this sense, Damascus had become a gateway to Abingdon and when the timber industry closed down in the region, the role of the Virginia Creeper was to take people and livestock into Abingdon, which was the trading capital of the area.

Perhaps the most important thing to realize about Damascus is that, while spatially isolated, it has never been estranged or cut off from the larger Appalachian Highland in which it

resides. Indeed Damascus sits at a crucial juncture between three states: Virginia, North Carolina and Tennessee and the connection to these three states, be it from Daniel Boone to the Virginia Creeper Railroad, to the Timber Extraction Industry or the Water Based industry in the region has been consistent for over 150 years. For this reason, one of the key elements of our overall report focuses on the location of Damascus at the juncture of three states and the advantages of that location as it creates economic synergies that favor Damascus.

Town of Damascus, Virginia

The Town of Damascus, Virginia is an excellent example of the three American phenomena of the late 19th Century:

1. Development despite spatial isolation, thanks to the narrow gauge rail line (i.e. the Virginia Creeper line) and extractive industries fueled by out of state owned timber interests.
2. The use of natural resources such as unique water quality that built a small societal outpost on the edge of the larger and wealthier communities of Abingdon, Virginia and Bristol, Tennessee.
3. The combination of the mill and town in classic industrial fashion where community and product become synonymous.

New River Trail State Park

The New River Trail State Park is a 765 acre linear park that stretches through several counties (Carroll, Grayson, Pulaski and Wythe), communities (Allisonia, Austinville, Draper, Fries, Hiwasee, Ivanhoe, and Pulaski), and the City of Galax. The trail runs along the former Norfolk Southern rail line which was discontinued in December 1986 and donated to the Commonwealth. With the assistance of volunteers and regional chambers of commerce, the trail opened in May 1987. Fifty seven miles of trail are now open for public use and managed by the Virginia

APPENDIX B

Department of Conservation and Recreation.¹⁷

The New River Trail State Park provides many outdoor recreational activities, to appeal to a wide variety of visitors. These activities are:

- Fishing and Boating
- Biking and Hiking
- Camping
- Canoeing and Tubing
- Horseback Riding
- Picnicking
- Birding

These activities are not all available along the entire stretch of the park; each of the numerous access points has unique facilities and recreational opportunities. The Galax Trailhead is one of the major entrances as well as the Southern most entrance. The trailhead provides parking and is in close proximity to Route 58 and the Chestnut Creek making it an ideal access point for visitors from North Carolina and Tennessee. The Galax Trailhead is used primarily for hiking and biking.

City of Galax

The City of Galax sits in the Blue Ridge Mountains of Southwestern Virginia. This independent city is the center of the region comprised of Carroll County (to the northeast), and Grayson County (to the southwest). The City was founded along the Chestnut Creek and grew with the expansion of the railroad. Galax has a deep history of manufacturing in furniture, textiles, mirrors, garments, and hardwood flooring which developed in conjunction with the railroad. The City is close to the Virginia/North Carolina border and has access to interstate 77.⁴¹ This close proximity makes it a popular

destination for tourists and outdoor enthusiasts from North Carolina.

This small city of 7,042 residents has a deep history and rich cultural background particularly in the area of music. According to the City's website, Galax "is rich with tradition, shopping, recreation and scenic beauty. A visit to Galax, Virginia offers everything from quaint downtown shops to hiking and Old Time Bluegrass Music festivals."²⁰ Galax is home to the Rex Theater and the Blue Ridge Music Center, both of which are part of the Crooked Road Heritage Music Trail. The City is even known as "The World Capital of Old Time Mountain Music".¹¹ Galax also fosters the arts and artisans through the Chestnut Creek School of the Arts and establishments such as the Oldtown Pottery Cooperative and Barr's Fiddle Shop.¹² Some of these amenities, such as the Chestnut Creek School of the Arts, are located in downtown Galax which is a walkable and well-maintained asset to the community.

As a City, Galax seeks to foster entrepreneurship through the Crossroads Rural Entrepreneurial Institute. The Institute "houses a mixed-use business incubator facility, high-tech educational center for high school and college students, and a continuing education center for GED, workforce, and corporate training."⁴² In 2004, the region comprised of Galax, Carroll County, and Grayson County was deemed "The Entrepreneurial Region of Virginia" by the Virginia General Assembly.⁴² However, Galax still has strong ties to traditional industry; the largest percentage of the population still works in the manufacturing industry, with Vaughan Basset Furniture as the largest employer within the city limits.⁴²

APPENDIX C

ASSET MAPPING

As a means to better understanding how various community players influence economic impact, one method of analysis used in this study was asset mapping, based on the Star Model from *Rethinking Community Development*. The authors, Shaffer et al., emphasize the importance of asset-based development, distinguishing it as the route to *development* rather than to simple *growth*. According to Shaffer et al., “Development is change in the capacity to act and innovate... is longevity, purposeful, and permanent... tends to imply more understanding, more insight, more learning, more nuances” of the many structures and associations within a community.³¹ The Shaffer et. al. Star Model is an aid to listing and understanding the idiosyncrasies and relationships between the many assets within a locality. Asset information was collected and organized into the following categories (illustrated in Figure 5):

Space-- the characteristics and location of space, geographic proximity and connections to other places within the region.

Resources-- represent the asset categories typically included in an asset-mapping exercise such as land, natural resources, labor, human capital, and physical infrastructure.

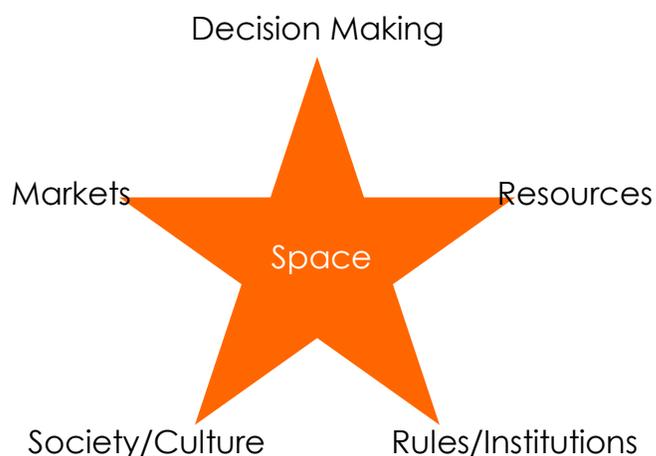
Rules and Institutions-- the imposed rules, limitations, and social structures that can help or constrain local economic development efforts.

Society and Culture-- the character of the community, residents' attitudes toward change, experimentation and entrepreneurship.

Markets-- beyond the more basic supply and demand side of markets, community economic development focuses on local and regional market networks including the linkages and gaps between different businesses.

Decision Making--a means of evaluating the underlying motivations and processes for assessing economic development problems, needs and opportunities for a given community.

Figure 5: Star Model of Community Economic Development



The Shaffer et. al. Star Model was then used to develop recommendations for the two trails and the target communities. These recommendations can be used to optimize assets and maximize the economic and community benefits of the trails. Please see the following pages for the studio asset mapping analysis of both trails.

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ASSET MAPPING

Decision Making

The studio team put decision making first in this section because it represents a next step in this impact assessment process. Clients and stakeholders will read this analysis, which will hopefully inform certain decisions concerning trail impacts in their respective communities.

While considering how the impact of the New River Trail State Park and the Virginia Creeper Trail may be increased, it is vital to consider the players involved and how their decisions will affect that impact. The direction and pace of a community's economic development is contingent on decision-making: the participant(s) involved in making the decisions, the underlying values of those decisions, and the motivation to implement those decisions. Shaffer et al. contend that effective and sustainable community economic development requires the participation of many different groups and individuals from the public, for-profit and not-for-profit sectors.³¹

The first decisions that the clients must take into account are their own – what motivates those decisions and how they will affect those of the other agents in their communities. Second, to gain alliances and trust, consider the motivations of other stakeholders. The character of the community or the profit incentive for business owners may come into play here.

NEW RIVER TRAIL STATE PARK

Space

The City of Galax is the physical center of the region comprised of Carroll County, Grayson County, and Galax.⁴¹ The city is also considered the occupational center of the region, as many workers commute into Galax from the other counties.⁴² The city is a major access point on the southern end of the New River Trail which is more developed than the northern end.²⁰ The trailhead is within one mile of some downtown establishments; the downtown is situated roughly in the center of the city.¹⁸

Resources

As discussed above, Galax is home to a number of cultural and recreational assets. In the “World Capital of Old Time Mountain Music” visitors can attend live broadcasts of the Blue Ridge Backroads radio program and enjoy bluegrass and old time music. To learn more about the music of the area, they can visit the Blue Ridge Music Center's interpretive center and catch a concert at its outdoor amphitheater. For those interested in art there are local galleries like the Golden Gallery of Galax and the Winterberry Gallery.⁴³ The New River Trail and city owned parks also serve as community assets.⁴²

Infrastructure around the trail also serves as an asset. The city completed walkway improvements between the trail and downtown Galax 5 to 6 years ago, connecting the trail and the downtown farmers' market and providing a pedestrian

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friendly mode of travel between the two city resources.²⁹ A sign featuring the Crooked Road and downtown Galax businesses stands at the Galax trailhead which also prompts drivers and trail users to tune their radios to 99.9 FM. Another local resource comes in the form of the employment. Galax has a strong economic base, as more employees commute into the city than commute out of the city.

Rules and Institutions

Galax is in control of some of the assets within the City including the Rex Theater¹⁹ which is “owned and operated by the City of Galax.”¹² The creation of the Chestnut Creek School of the Arts was aided by the City and two City employees currently serve as directors.⁷ The Crooked Road is funded and governed by a committee that includes many different entities, including the City of Galax.³⁷ However some assets are under the control of other organizations. The Old Fiddlers Convention is run by the Galax Moose Lodge, and The New River Trail State Park owned by the commonwealth.

Galax is currently undergoing an update of the comprehensive plan, and the new plan will aim to better utilize the resources within Galax and better promote tourism.⁹ To boost tourism in the area, the region has received a 9th District Revolving Loan Fund for tourism in past years, which allowed tourism-related start-up businesses to receive loans of up to

\$35,000. The city is now applying for a second round of loans to help incentivize businesses. The city already offers tax incentives for historic renovations and for businesses within the enterprise zone. Because of these incentives, 35 businesses have currently undertaken façade renovations.³

One respondent commented that the tourism department in the City of Galax was particularly helpful to local businesses. The respondent noted that the Director of Tourism, Ray Kohl, spends a great deal of time at conventions promoting tourist destinations. The respondent felt that this dedication is starting to boost tourism in the city.

Galax is an attractive area for businesses to locate. Although it does have zoning that restricts some uses from locating in certain areas, the zoning is fairly flexible and offers some conditional zoning options that could lead to the development of mixed-use areas. For example, Bed and Breakfast establishments are a conditional use in areas zoned low, medium, and high density.¹⁰ Galax also has an advantage in terms of taxes. As compared to other independent cities in Southwest Virginia, Galax has lower real estate and personal property taxes.⁴¹

Society and Culture

The Crossroads Rural Entrepreneurial Institute, mentioned above, is helping to encourage the development of

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new businesses and giving residents the opportunity to develop their skills.⁴¹

In Galax, downtown businesses owners tend to work together, but they do not have as much interaction with the larger business community. One respondent reported that the Galax Downtown Association, comprised of downtown business owners in Galax, used to be a prominent organization with a lot of support. However the importance of the Galax Downtown Association declined as businesses on route 58 began to feel separated from downtown businesses.

Markets

Although plenty of linkages within the arts, culture and music businesses exist within Galax, there are far fewer linkages between these businesses and the New River Trail. A representative of Parks and Recreation for the City of Galax, stated that the Crooked Road and the trail are complementary but the only connection between music and the trail is the increased use of Galax's parks and the New River Trail during the week-long Old Fiddler's Convention each August.²⁹

The lack of a connection between the New River Trail State Park and the Crooked Road is apparent in some of the marketing from the Crooked Road. The following quote from the website of the Crooked Road trail did not necessarily paint the trail as an important asset:

"Yes, there are golf courses as well as canoeing, tubing, kayaking and fishing in the area's trout streams and the very old New River. True, the 57-mile New River Trail State Park starts in Galax and is one of the top ten mountain bike trails in the USA. The quaint shops of Main Street do offer antiques, crafts and the like, but the heart and soul of this western Virginia town lies in its exceptional musical heritage... The Annual Downtown Fest takes place in Historic Downtown Galax during the Old Fiddler's Convention. Grayson Street is filled with crafts, food, music and dance on Friday and Saturday."³⁴

Although the city has had some success creating linkages between the trail and other assets, the state park does not seem to connect to other resources on its own. It does not seem as if the state park reaches out to the business community. Some business owners in Galax could benefit from some outreach; while filling out a survey, one respondent remarked that although the establishment had merchandise specifically for trail riders, it did not seem as if anyone knew the establishment existed.

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ASSET MAPPING

VIRGINIA CREEPER TRAIL

Space

This report's chosen definition of community relies on the notion of the community being set in a particular space. The characteristics of that space and the proximity and connections to other spaces influence how that space develops. Damascus is such a town where space and location to other spaces have astronomically affected the town's character and prosperity.

Damascus is a small mountain community surrounded by numerous natural resources. Located near the base of Whitetop Mountain, the town is an ideal rest stop for those riding the Virginia Creeper Trail. Damascus is also a crossroads for six other hiking/biking trails and a gateway to Mt. Rogers and the Virginia Highlands. Moreover the town is in close proximity to many different outdoor recreation and other entertainment locales, all of which are within a relatively short driving distance¹⁴:

- Whitetop Laurel Creek, a premier trout streams
- Jefferson and Cherokee National Forests
- Backbone Rock
- Beaverdam Creek trout stream runs through town
- Virginia's tallest mountains—Mount Rogers and Whitetop—are within a 30 minute driving distance
- Abingdon: provides restaurants, culture, lodging
- Gateway to Boone, NC and its

thriving ski industry

The resulting character of Damascus is one of beautiful, mountainous and rural view sheds and a large economic emphasis on outdoor recreational tourism.

Resources

Damascus contains and is surrounded by many natural resources: over thirty different types of trees, over a dozen edible and non-edible vegetation, as well as Beaverdam and Laurel Creeks. Without a doubt, the leading natural resources in Damascus are its seven different trails: the Appalachian Trail, Daniel Boone Heritage Trail, The Crooked Road: Virginia's Heritage Music Trail, Virginia Birding and Wildlife Trail, Iron Mountain Trail, Transamerica 76 National Bicycle Route and The Virginia Creeper Trail.¹⁴

Many Damascus citizens and the larger Washington County recognize the Virginia Creeper Trail, in particular, as the economic engine of Damascus. Since its inception several biking, hiking and trail related stores have opened up in Damascus. Trail users of all kinds including hardcore hikers/bikers, recreational trail users often with friends and family, local trail users and a growing number of motorcyclists, now visit Damascus on a regular basis, becoming an asset in and of themselves. Many tourists become regular visitors of the trail, some even buy houses in the area as a primary or secondary residence. These individuals are income generators and advocates for trail use and outdoor preservation.

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To inform and foster greater matriculation of trail users in Damascus and throughout the larger region, the Washington County Public Library system has designed a library/tourism center. Partners include the Town of Damascus, Round the Mountain Trail, The Crooked Road, the Virginia Department of Tourism, U.S. Forest Service and the American Chestnut Foundation. This building is designed to look like the old Damascus railroad depot and will provide services that provide information on the forest service, trails, and both cultural and natural history of the area; storage units for travelers; a display for local artists and craftsmen; and wireless internet access.

Damascus also has a plentiful stock of older housing. The Damascus Comprehensive Plan estimates about 30% of houses in town were built before 1940. While some of these houses are blighted or derelict, residents of Damascus have renovated several with the help of Community Development Block Grants. Walking along the streets of Damascus, pedestrians can see many revitalized historic buildings, some of which serve as bed & breakfast establishments and other tourist-oriented businesses. The Old Mill, an old grinding mill revitalized and converted into an inn, restaurant and small convention center, is an excellent example of the town's vision to develop historical assets to maintain the "mountain town feel".

New construction is difficult in Damascus because 50% of the town's

land is undevelopable. A large portion of Damascus is located on a flood plain; the soil composition in other areas is porous and not conducive to new, sustainable development; the slope of the land in many parts of town does not accommodate for successful development either. The other 50% of Damascus is mostly developed already. Yet a small, precious portion is still available for development, presenting a unique opportunity to determine the most vital need and best uses of land for the town.¹⁴

The citizens of Damascus represent another strong asset to the community. Several interviewees attributed the success of the Virginia Creeper Trail at least in part to support from community members. Many of these individuals are entrepreneurs - 8.5% of citizens in Damascus are self-employed and 16% hold executive, administrative, managerial or professional positions.¹⁴ Several of these entrepreneurial business owners are currently in the process of creating a business association in Damascus. Women are an untapped labor force. As of 2000, 62.5% of women in Damascus considered themselves outside the labor force often due to their homemaking and child rearing roles sometimes necessitated by lack of daycare services. Damascus does have an aging population, some who have lived in Damascus their entire lives and others, mostly single or empty nesters, who have moved to

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maintained in the Damascus area, could play a large part in the development of other economic assets.¹⁴

Rules and Institutions

Various entities in Damascus and Washington County have served to create official and unofficial rules, and social structures that encourage local economic development efforts. The Damascus municipality takes a somewhat hands-off approach to business development, offering low-taxes, fees, and flexible zoning and zoning waivers. In essence, it allows the preexisting assets in the town to serve as the incentive to business investment and then businesses can drive community economic development from there. Meanwhile the town's government focuses on provision of ancillary services: police services, developing a pedestrian/bike plan, and assistance in coordinating town-wide events. These services help to create a safe, welcoming environment in which businesses can prosper; for example, Damascus has the highest number of police (full-time and volunteer) per capita in all of Virginia. Damascus police patrol the Creeper Trail all the way up to White Top and are first responders for any emergency.

Since tourism is the major economic generator in Damascus, several institutions have grown around that industry. In order to create opportunities for greater social and economic interaction, Damascus town officials play a large role in funding and coordinating Trail Days:

Damascus' principal annual trail related event. The 4th of July Celebration and the Christmas Parade are two other events. The Damascus municipality dedicates approximately \$2000 of the town's general funds to tourism, primarily for printing purposes. A Tourism Advisory Board is also in the development stages. Although Damascus had a Director of Tourism in the past, that position is current inactive.

The Virginia Tourism Corporation, in collaboration with Washington County, is also working to create a countywide strategy that would network all tourism-related industry in Washington County and would serve as an all-in-one marketing resource for these groups. Many institutions actively support this regional endeavor including: the Town of Damascus, Washington County, Heartwood: Southwest Virginia's Artisan Gateway, The Creeper Trail Advisory Board and the Virginia Creeper Trail Club.¹⁵ In addition to attempting a regional marketing tourist campaign, Washington County works to protect natural resources and view sheds in the county through Purchase of Development Rights (PDR) Programs. The Creeper Trail Advisory Board, a group composed of jurisdictional stakeholders, and the Virginia Creeper Trail Club, a "friends of the trail" civil society group, do the area. There is also a well-educated youth population that, if their parts by coordinating events and collaborative efforts along the Virginia Creeper Trail. The Washington County citizens that make up the Virginia Creeper Trail

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Club maintain and promote this inter-regional trail.⁴⁰

Society and Culture

The character of a community can often be difficult to describe; however within that character are assets and attitudes that could be harnessed to create a vision and motivation for future economic development. Damascus has branded itself Trail Town U.S.A. It is a crossroads between many different trails and a prime destination for outdoor recreation. According to the town's Comprehensive Plan, "Damascus is a destination point for people who want to leave behind the traffic, smoke, and hectic pace of city life" (pg. 31). As a small mountain town, the culture in Damascus is relaxed, "down-to-earth" and offers a unique commercial identity with few chain stores. Damascus has a reputation as a fun rail-trail town with good customer service as evidenced by the excellent word-of-mouth marketing and returning customer base. The Damascus Comprehensive plan also describes it as "a hotspot for heritage music and crafting activities" (pg. 47). Damascus' townspeople appreciate the prosperity that the tourism industry has brought. They wish to develop that industry while maintaining the size and character of the town.

Markets

In the community economic development context, markets are more than just supply and demand. They are interconnected networks of

local and regional assets. The connectivity between these assets will determine their success and impact on economic development. Gaps and disconnects represent the lack of or inefficient use of assets within the network. The data analysis section discusses the results to the surveys and interviews that were used to determine the economic impact of the Virginia Creeper Trail, paying particular attention to the linkages, gaps and disconnects in connectivity, in terms of leveraging trail-use, between different community assets within Damascus and the region at large. Findings include:

- A gap in commercial offerings for the more casual recreationalist in terms of shopping activities and more restaurant offerings
- Limited information sharing: other trails and outdoor activities in the area
- Display and sales space for local artists
- Few pedestrian friendly walkways to explore the town

As discussed before, Damascus has chosen to capitalize on the trail-based tourism market. Current Damascus businesses that serve trail users include: bike rentals and repairs, shuttle services, hiking outfitters, restaurants, cafes, lodging and convenience stores. There is also a growing artisan community whose members sell their products at the Heartwood artisanal center near Abingdon.

APPENDIX D

TRAIL USER SURVEY

In order to provide you with a high quality recreational experience, the Virginia Tech Economic Development Studio is conducting a survey of trail users. Your cooperation in completing this survey will be greatly appreciated. Please reflect on your current or last trail visit and fill in the answers to the best of your knowledge. Limit one survey per user.

1. What is your zip code? _____

2. Do you live and/or work in Damascus? Yes No

3. How often, on average, do you use the trail?

- | | |
|--|--|
| <input type="checkbox"/> Daily | <input type="checkbox"/> 1 to 2 times a week |
| <input type="checkbox"/> 3 to 5 times a week | <input type="checkbox"/> Once a week |
| <input type="checkbox"/> Once a month | <input type="checkbox"/> A couple of times a month |
| <input type="checkbox"/> A few times a year | <input type="checkbox"/> First time |

4. Please identify your age group.

- | | | |
|---------------------------------------|--------------------------------|--------------------------------------|
| <input type="checkbox"/> 15 and under | <input type="checkbox"/> 36-45 | <input type="checkbox"/> 66 or older |
| <input type="checkbox"/> 16-25 | <input type="checkbox"/> 46-55 | |
| <input type="checkbox"/> 26-35 | <input type="checkbox"/> 56-65 | |

5. What is your gender? Male Female

6. What is your primary activity on the trail?

- | | |
|---|---|
| <input type="checkbox"/> Walking/ Hiking | <input type="checkbox"/> Biking |
| <input type="checkbox"/> Jogging/Running | <input type="checkbox"/> Horseback Riding |
| <input type="checkbox"/> Camping | |
| <input type="checkbox"/> Other activity (specify) _____ | |

7. Generally, when do you use the trail?

- | | | |
|-----------------------------------|-----------------------------------|-------------------------------|
| <input type="checkbox"/> Weekdays | <input type="checkbox"/> Weekends | <input type="checkbox"/> Both |
|-----------------------------------|-----------------------------------|-------------------------------|

8. During your trail visit, did you

- | | | | |
|-------------------------------|---------------------------------------|--------------------------------|-------------------------------|
| <input type="checkbox"/> Fish | <input type="checkbox"/> Canoe | <input type="checkbox"/> Kayak | <input type="checkbox"/> Tube |
| <input type="checkbox"/> Camp | <input type="checkbox"/> Other: _____ | | |

9. If you have a physical disability, have you ever experienced obstacles that have impeded your transit along the trail?

- | | |
|------------------------------|-----------------------------|
| <input type="checkbox"/> Yes | <input type="checkbox"/> No |
|------------------------------|-----------------------------|

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If yes, to where and why.

10. How did you find out about the trail?

- | | |
|---|---|
| <input type="checkbox"/> Word of mouth | <input type="checkbox"/> Roadside signage |
| <input type="checkbox"/> Driving past | <input type="checkbox"/> Newspaper |
| <input type="checkbox"/> Local business | <input type="checkbox"/> Convention & Visitors Bureau |
| <input type="checkbox"/> DCR Website | <input type="checkbox"/> VA Outdoors Website |
| <input type="checkbox"/> Social Media | <input type="checkbox"/> Other _____ |

11. Has your use of the trail influenced your purchase of any of the following...

- | | | |
|---------------------------------------|--|---|
| <input type="checkbox"/> Bike | <input type="checkbox"/> Bike supplies | <input type="checkbox"/> Auto accessories |
| <input type="checkbox"/> Footwear | <input type="checkbox"/> Clothing | |
| <input type="checkbox"/> Other: _____ | | |

12. Did you rent any equipment? If so, what did you rent, from where did you rent it and what was the cost?

13. Did your visit to the trail involve an overnight stay in one of the following types of accommodations in Damascus?

- | | |
|---|--|
| <input type="checkbox"/> Motel/Hotel | <input type="checkbox"/> Bed and Breakfast |
| <input type="checkbox"/> Friend or Relatives Home | <input type="checkbox"/> Campground |
| <input type="checkbox"/> Other (please specify) _____ | |

If no, why did you choose not to stay in Damascus?

14. How many nights did you stay in conjunction with your visit to this trail? _____

15. Would you be willing to pay a small usage fee to help maintain the trail?

- Yes No

We would like to ask you about your **ESTIMATED EXPENSES** for this trip to the Creeper. The information will be used to calculate the economic effects of rail trails on the local economies.

ESTIMATE your spending (or the spending of your family if filling out the survey as a group) **within the Damascus town limits.**

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Note: If your trip is not yet complete, include what you expect to pay where appropriate. For example, if you spent \$10 on gas to get here and you will need to fill up in town before heading home, enter \$10 for gas and any additional dollars you think you might pay.

How many people are in your party? _____

ESTIMATED EXPENSES IN DAMASCUS

Lodging:

Privately owned (motel, cottage, bed & breakfast) _____

Publicly owned (state or FS campgrounds) _____

Food & Beverage:

Food and drinks consumed at restaurants or bars _____

Other food and drinks (carry-out, groceries) _____

Transportation:

Gasoline, oil, repairs _____

Other transportation (tolls, airfare, vehicle rental) _____

Trail Related:

Bicycle rentals or service _____

Shuttle or guide service _____

Horse rental _____

Trail use, entry, or parking fees _____

Any other expenses:

Clothes _____

Other services or equipment _____

16. Would you be willing to pay for a special event (ex. festivals, races, and community events) located on the Creeper Trail?

____ Yes ____ No

17. Which trail access point do you generally use when you visit the trail?

18. Where do you park to access the trail?

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Additional comments:

Thank you for your time.

APPENDIX E

BUSINESS SURVEY

The following survey is designed to measure the economic benefits of the Creeper Trail on Damascus. **NOTE: All information from the survey will be compiled and individual information will be kept confidential.**

1. What is your primary business classification?

- | | |
|---|---|
| <input type="checkbox"/> Hotel/motel/B&B | <input type="checkbox"/> Campground |
| <input type="checkbox"/> Restaurant/tavern/café/ice cream | <input type="checkbox"/> Retail/specialty |
| <input type="checkbox"/> Convenience/grocery store | <input type="checkbox"/> Bike rentals/sales/supplies |
| <input type="checkbox"/> Outdoor recreation/outfitter | <input type="checkbox"/> Cultural Heritage Attraction |
| <input type="checkbox"/> Arts and Crafts | <input type="checkbox"/> Other _____ |

2. Do you think your business is affected by trail use? Yes No

3. Do you provide parking for trail users? Yes No

4. How long have you been in business in this location?

- | | | |
|---|--------------------------------------|---|
| <input type="checkbox"/> Less than a year | <input type="checkbox"/> 6-10 years | <input type="checkbox"/> More than 40 years |
| <input type="checkbox"/> 1-2 years | <input type="checkbox"/> 11-20 years | |
| <input type="checkbox"/> 3-5 years | <input type="checkbox"/> 21-40 years | |

5. Are you open seasonally or year-around? _____

6. During what months of the year do you experience your peak seasons?

- | | | | |
|-----------------------------------|--------------------------------|------------------------------------|-----------------------------------|
| <input type="checkbox"/> January | <input type="checkbox"/> April | <input type="checkbox"/> July | <input type="checkbox"/> October |
| <input type="checkbox"/> February | <input type="checkbox"/> May | <input type="checkbox"/> August | <input type="checkbox"/> November |
| <input type="checkbox"/> March | <input type="checkbox"/> June | <input type="checkbox"/> September | <input type="checkbox"/> December |

7. Do you think these seasonal fluctuations in business are due to seasonal fluctuations in trail use? Yes No

8. What are your hours of operation? _____

9. How many people, including yourself, do you employ full-time? _____

10. How many people, including yourself, do you employ part-time? _____

11. Do you increase employment during the peak season? Yes No

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12. How many hours a week do your employees typically work on average?

Full-time: _____hours

Part-time: _____hours

13. What impact did the trail location have on your choice of store location?

Very Strong influence

Strong influence

Some influence

Limited Influence

No influence

14. Has the trail impacted your decision to do the following with respect to operations?

Expand operations in the past year

Downsize operations in the past year

Make plans to expand operations

Make plans to downsize operations

None

Other: _____

15. If expanding, how did/will you expand your operations?

At your current business location

Open a new shop (not specified)

At a location that is not part of the trail system

At another location of the trail system

Other

16. Has the trail impacted your decision to do the following with respect to your workforce?

Create new positions in the past year

Eliminate positions in the past year

Plan to create positions

Plan to eliminate position

None

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17. Approximately, what are the annual gross-revenue figures for your business during the past three years?

- Less than \$50K
- \$50K to \$149K
- \$150K to \$249K
- More than \$250K

18. What percent of your 2011 annual business would you estimate could be largely attributed to the existence of the area's biking/hiking trail?

- | | | |
|---------------------------------------|-------------------------------------|--------------------------------------|
| <input type="checkbox"/> None | <input type="checkbox"/> 31% to 40% | <input type="checkbox"/> 81% to 90% |
| <input type="checkbox"/> Less than 5% | <input type="checkbox"/> 41% to 50% | <input type="checkbox"/> 91% to 100% |
| <input type="checkbox"/> 5% to 10% | <input type="checkbox"/> 51% to 60% | |
| <input type="checkbox"/> 11% to 20% | <input type="checkbox"/> 61% to 70% | |
| <input type="checkbox"/> 21% to 30% | <input type="checkbox"/> 71% to 80% | |

19. Please explain any other actions that you have taken to attract and/or cater to trail users?

- | | |
|---|---|
| <input type="checkbox"/> Shuttle Service | <input type="checkbox"/> Signs on the trail |
| <input type="checkbox"/> Bike repair/mechanics/shop | <input type="checkbox"/> Ads on the Internet/Social Media |
| <input type="checkbox"/> Bike rentals | <input type="checkbox"/> Garage/bike storage/bike racks |
| <input type="checkbox"/> Ads in publications | <input type="checkbox"/> Other: _____ |

20. In your estimation, what percentage of your customers are from...

- Local Area
- Nonlocal, In-state
- Out of state
- 100% Total

21. What motivated you to open your business in Galax?

22. Are you the first owner of this business? If not, how many previous owners are you aware of?

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23. In your estimation, what proportion of your business revenue is attributed to the New River Trail State Park or New River State Park Trail users?

Additional comments:

Thank you for your time.

APPENDIX F

STAKEHOLDER QUESTIONNAIRE

1. What is the public perception of the Creeper Trail according to you?
2. Does Damascus have a comprehensive plan? Parks and rec, economic development strategy, tourism?
3. What are the zoning regulations for properties along the trail?
4. Is protecting the viewshed of the trail important to the town? If so have you included this in your comprehensive plan?
5. What is your ideal community relationship with the Creeper Trail?
6. What is the current community's relationship with the Creeper Trail Club?
7. How could it improve?
8. What is your community's relationship with Abingdon regarding the Creeper Trail?
9. How could it improve?
10. What is the town's role in the maintenance of the Creeper Trail?
11. What's the town role in the Creeper Board?
12. Do you encourage volunteerism along the Trail? If yes, who participates and for what reason? If no, what would you like to see participation in and from whom?
13. Have you ever sought out alternative funding to support the Trail?
14. How much of your local budget goes toward the Trail?
15. Is there a tourism budget? Does a portion go to advertise for the trail?
16. Do you advertise for the trail? If so, where?
17. Do you consider Trail Days or similar community events as a tourism activity? Do you contribute funding or services?
18. Do you effectively use the trail for events?
19. Do local utilities utilize the trail easement for locating services, and if so do they contribute to its maintenance?
20. Do you utilize purchase of development rights?
21. Is any part of the community or nearby region a conservation reserve, conservation easement, or part of a purchase of development rights.
22. Are there any known protected or endangered flora or fauna in the area?
23. Is there any industry that the trail prevents from moving into Damascus?
24. Are there any incentives for entrepreneurs in your town?
25. Do you rent motorized vehicles, horses, bikes, or other form of locomotion to help people travel the trail?
26. Are there any eyesores along the trail or within the town that would detour users?
27. Who polices the trail?

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STAKEHOLDER QUESTIONNAIRE

28. Do you think there is an issue of public safety on the trail?
29. Does the trail have support of the residents and officials in Damascus?
30. Are there any properties in or near Damascus owned by industry that they are seeking to release custody? i.e., abandoned coal mines?
31. What are the procedures to obtain a business license?
32. Do you allow conditional uses along the trail?
33. Do encourage conditional uses along the trail?
34. Approximately how many new business licenses are sought each year?
35. Is there a community philanthropist or entrepreneur that is influential in the area?

APPENDIX G

HOW TO GUIDE PERFORMING AN ECONOMIC IMPACT ANALYSIS

The tools and recommendations in this guide are based on other studies on the impacts of trails, a Trail User Survey Workbook created by the Rails-to-Trails Conservancy (will be referred to as the Workbook)³⁸, and the experiences of this economic impact analysis.

Many of the steps outlined in this guide are not hard and fast but rather questions that must be asked and decisions that must be made.

Why study the economic impact of your trail?

A trail is a wonderful addition to a community, providing inexpensive recreational opportunities and the health benefits that come with outdoor exercise. It can provide locals with an alternative means of transportation, increase the value of adjacent property and bring tourists to the area. But trails require investment and maintenance and generally do not pay for themselves. Whether overseen by a "Friends of" group or a government entity, grants and funding must be applied for. The data from an economic impact analysis is greatly beneficial for such applications because it shows how the trail contributes to the local community and thus why it is worthy of further investment.³⁷

The data obtained can also be used to improve and expand marketing strategies.⁶ Knowing where the majority of trail users come from and what the dominant uses are can allow you to target those populations

and/or to expand marketing to underserved customers.

Characterizing Your Study

Step 1: Define your objective

The very first thing you need to ask yourself before starting an economic impact analysis is, "What do I plan to do with this data?" How you wish to use the information garnered will figure heavily into the types of data you seek. The use of the term "economic impact" indicates that the primary goal is to learn about how the trail interacts with the local economy and this is true. But there are a number of other pieces of information that you may be interested in that can add to or complement your economic data. In addition to how much money trail users spend you may also be interested in:

- Trail user demographics (age, gender, socio-economic status, etc.)
- Preferred trail activity (walking, running, biking, horseback riding)
- Most common time of use (evenings, weekends, holidays)
- User attitudes (regarding safety, maintenance, access)

The type of information you are interested in obtaining will determine who you survey and/or speak to, what questions you ask and what pre-existing data you may seek to use.³⁸

It will also be a key factor in deciding the scope of your study. Trails differ greatly in length and how you frame your study will depend on how much of your trail you wish to examine. The analysis performed by the Economic

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Development Studio team was limited to the areas surrounding Damascus and Galax on the Virginia Creeper and New River Trails, respectively. Our objective was to study only a small portion of the trails, resulting in a small scope. By contrast the Ontario portion of the Trans Canada Trail, studied in 2004, is 4,061 kilometers (2,523 miles) long; that project's scope was much larger.²⁶

Step 2: Define Local

By definition an economic impact analysis on a trail is interested in the effect the trail has on the local economy. But what is meant by local may not be totally clear. In the Trans Canada study, "local" was determined by the Province of Ontario Ministry of Tourism and Recreation, which considers visitors to be those who have traveled 40 km (25 mi) or more to their destination.²⁶ Anything within that 40 km radius is local.³⁰ Another method is to define local as the towns, cities, small communities and/or counties through which the trail passes.⁴⁴ Whatever method you choose, your definition of local should be included in survey questions about purchases made. Participants should be asked what they purchased in that geographic area.

The definition of local is also important because purchases made by local residents are considered to be irrelevant. This money is only being redistributed and not bringing new funds into the area. When calculating economic impact, it is nonlocal purchases that are of greatest

importance. Thus, when surveying trail users, it is important to separate local and non-local users. (Asking for zip codes is a fairly simple way to do this.)

In the Bowker et al. economic impact studies, local was defined as Washington and Grayson counties for the Virginia Creeper Trail³; Carrol, Grayson, Pulaski, Whythe counties, the towns of Fries and Pulaski, and the city of Galax constituted local for the New River Trail State Park.⁴

Designing Your Study

Step 3: Choose your study method(s)

Thus far, this guide has referred to surveys as the way that you will conduct your study. This is because it is the accepted method of obtaining this type of data; all of the resources referenced here involved the use of trail user surveys. We are also recommending the use of a survey as it is the simplest method for obtaining this type of data. However, we also recommend that this not be your only data source. In the social sciences there is a technique called data triangulation, the gist of which is that using multiple data types and sources makes your study more reliable and defensible to criticism.¹⁶

Trail User Counts

The Rails-to-Trails Conservancy Trail Survey Workbook suggests that your analysis include information on the number of trail visits, which can then be used to calculate the overall economic impact of the trail. Estimating the number of trail visits is

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generally done via one of two methods—infrared counters and volunteers counting users as they pass certain points along the trail. Both of these methods have their advantages and disadvantages, which must be weighed when selecting an option.

Infrared counters, which pick up on a person's heat signature⁴³, are far less time consuming than manual counters. They are however, more expensive and can be very inaccurate.³⁸ Those who are on the trail for an extended period may pass more than one counter, thus being counted twice, and most users (95% in the Schuylkill River Trail study) enter and exit at the same location, also resulting in a double count.⁴³ To address the double count issue, researchers in the Perkiomen Trail study divided all trail counts in half.²⁴ Infrared counters can also report an undercount because of cyclists traveling faster than the counter can register and groups of walkers who are not counted individually.³⁶

Volunteer counters are less expensive than infrared but they are far more time consuming and require a large number of people to assist in the study. Volunteers must conduct their counts (~2 hours) on multiple, randomly selected days and times throughout the study period to get a representative sample. It is important to be sure that the counts are not biased toward certain times of the day or favors weekends over weekdays. It is also useful to differentiate between peak and non-peak seasons depending on your

study period. Under and over counts are still possible because of human error, an issue, which can be alleviated to a certain point by stationing volunteers in pairs.

When estimating annual counts, accuracy can be improved by averaging the raw counts based on similar times, days, and seasons. For instance, one could average Monday through Thursday morning counts taken during peak season months, and then multiply the average by the total weekday mornings in that season to find the total estimated visits during that period. The more precise the time period averages, the more accurate the result.

Because the method used is dependent upon the resources you have available, this guide is not recommending one method in particular. We will only say that, regardless of which method you choose, it is important to keep in mind that you will only be making an estimate at the number of trail visits. Neither will give you a 100% accurate count.

Stakeholder Interviews

A study of the economic impact of a trail is in some ways a study of the relationship between the trail and the communities through which it travels. For a complete picture, you must talk to both parties. To whom you speak will, as always, be determined by what you wish to do with your findings and therefore what kinds of information you want to learn.

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A stakeholder is a person who affects or is affected by the trail. This includes those who use the trail, those who help to maintain the trail and those who receive economic benefit from the trail. It also includes community and government officials who make decisions with regard to the trail. Such interviews may not give you direct information on how the trail impacts the economy (X number of trail users = Y dollars in the local economy) but can provide more subtle details. Impact is not a one way street and choices made by the municipality affect access to and awareness of the trail. Knowing about these bi-directional impacts can help you to make suggestions and changes in the future. (Questions to be asked are also determined by the desired information but an example can be seen in Appendix E.)

Surveys

Trail user surveys are the principle method for performing an economic impact analysis. The simpler and straight forward these documents are, the better. The studio team found that offering multiple choice responses was easiest for those filling out the surveys. The question concerning where the user got on the trail, for instance, should certainly be translated into a multiple choice response as many users are unfamiliar with the area. While the studio team did not choose to create separate surveys for local and nonlocal trail-users due to already limited data collecting time, this method is something to consider.

Conducting business surveys is

another component that is not often used, but the studio team suggests. The Greenbrier River Trail study completed “an inventory of all recreation and recreation-related providers within the corridor” which was used to create maps of entities that affect the local economy. We suggest taking this a step further and surveying inventoried businesses to gain a more accurate depiction of the economic relationships.

This is a prime example of why the use of multiple data sources (triangulation) improves a study. Data obtained from trail user surveys can only provide estimates because they are based on samples and not the entire user population. The information is incomplete. Likewise, money that is spent at local establishments is not marked as local or non-local in origin so it is not possible to determine the precise impact of each dollar. Together, however, these estimates complement each other.

Using Pre-existing Data

There are two main benefits to using pre-existing data. The first is that it requires less effort on your part; you do not have to gather it yourself. The second is that it can provide information that you would not be able to gather. For the purposes of an economic impact analysis, data on lodging and meals taxes and sales taxes contribute to assessing the impact of tourists (i.e. trail users). Another question that can be answered through pre-existing data is, how much tax payer money is spent on the trail? Funds to maintain,

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police and promote the trail are taken away from the local economy and must be subtracted to inputs attributed to the trail. The municipality's budget should provide this information.

Step 4: Choose your study period

To get a representative sample of trail users, it is necessary to count and survey through all or most of the year.³⁸ The Workbook suggests sampling May through October although other studies including the Schuylkill and Perkiomen Trail studies were conducted for a full year. The decision to sample in the winter is typically based on whether there are specific winter activities like snowmobiling and cross country skiing that would attract different users than the spring through fall months.³⁸

Step 5: Choose your survey distribution method

Because it may affect the type of questions you ask, you should choose your distribution method prior to writing the survey. The Workbook provides six options, which we will discuss in relation to both trail user and business surveys.

Self Selecting: Drop Box

This least expensive and minimally time consuming method involves placing surveys at trail access points for users to fill out and put into a collection box. The advantages having already been named, the disadvantage is that it is self selecting. According to Schuylkill River Trail

study, a representative sample can not be obtained via this method because the type of person who chooses to participate may not be representative of the entire population. It can also have limited results as far as the level of participation. The Studio team used a variation of this method, placing surveys at local establishments for patrons to fill out; none of these surveys were returned. Self-selecting methods are not applicable to business surveys.

Self-Selecting: Mail Back

In the Mail Back method, surveys are still placed at access points but participants are provided with self-addressed, stamped envelopes rather than a drop box to return completed surveys. This is quite a bit more expensive because of the postage³⁸ and still had the problem of being self selecting and thus non-representative. The Schuylkill and Perkiomen Trail studies had great success with this method, collecting 1,223 drop box and 694 mail back forms.

Personal Intercepts

Performing personal intercepts (otherwise known as standing on the side of the trail asking people to fill out your survey) can result in a more representative sample but it is extremely time consuming and requires a lot of assistance. Conducting surveys at the same time as trail user counts can help to lessen the overall time commitment for volunteers. To obtain a representative sample, surveys must be collected "randomly across all daylight hours

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and every day of the week." This is not to say that someone has to be on the trail all day everyday but that all days and times must be sampled at some point, ideally in equal proportions. This must be done over the course of the entire study period.

The Workbook lists training volunteers and staff in the art of personal intercepts as a requirement for use of this method but both the Studio team and the Greenbrier Trail study employed novice interceptors. Graduate students conducted surveys on the Greenbrier and Virginia Creeper trails while park rangers distributed surveys on the New River Trail. All three were limited in time period but the response rates (268 on the Greenbrier, 77 on the Virginia Creeper and 68 on the New River) were encouraging in terms of how many might be collected over a longer time period.

The Studio team also used personal intercepts to distribute business surveys, delivering the surveys to the premises. The majority were accompanied by a return envelope so that the owner could fill out the form at his or her convenience. Response rates were fairly limited (19 on the Virginia Creeper and 28 on the New River) but follow-up phone calls might increase this.

Direct Mail

Direct mail can not be used for trail user surveys but could be utilized for business surveys. This would require less time than personal intercepts but would be more expensive since two stamps would have to be provided

per survey.

Website Based

The Workbook lists this as a potential distribution method but does not recommend it. The Studio team was able to employ this method thanks to the Virginia Creeper Trail Club's website which directed visitors to an online survey.

Email

Again, email can not be used for trail users but we were able to use it for distributing business surveys. Many of the businesses in Galax on the New River Trail had email addresses available via the internet and a link to the online survey was sent via this method.

Step 6: Write your survey(s)

As already discussed, the type of survey questions you choose will be dependent on what type of information you are interested in. Fortunately it is not necessary to reinvent the wheel. The Workbook has four sample surveys for different types of trails from which you can pull your questions. Many of the questions used by the Studio team come from these sample surveys. Shorter surveys are less obnoxious to trail users. To create a shorter survey, one important question to ask about each question is "What will I do with the information gathered in response to this question?" Given the ultimate goal of your study, the survey examples in Appendix C could be far more targeted.

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A question that must be asked when designing your survey is whether you want to use open ended questions. The Workbook recommends avoiding such questions because they are harder to analyze. Questions related to economic impact can probably be fully answered with multiple choice quantitative data but if you are interested in how users feel about the trail you might consider using some qualitative data. The Schuylkill and Perkiomen Trail studies both asked for comments and got some great quotes on how much people love the trail. In the Virginia Tech Studio Study, the team found that open ended questions were beneficial. They reinforced ideas found in the other survey results as well as revealed nuances in responses that could inform future actions taken by stakeholders.

Analyzing your Data

The studies reviewed when designing this research project and writing this guide demonstrate that there is not a single accepted model for analyzing economic impact data. Some are quite complex and others are much simpler. Lacking a comparative analysis on which model yields more accurate results and knowing that all models give only estimates we suggest a simpler approach and only calculate direct effects. If you are interested in a more in depth analysis we refer you to the IMPLAN model used in the previous studies on the Virginia Creeper, New River and Old Dominion Trails or the Trans Canada study.^{3 4 26}

Trail Surveys

The first step to analyzing the trail surveys is to create an Excel spreadsheet with the responses to each of the questions. This will allow you to perform calculations and identify trends. Next you should calculate percentage for each non-monetary, closed-ended (multiple choice) question to determine the majority response(s). From this information you can also do cross comparisons to see if different age groups, genders, etc. answered differently. Open ended questions should be categorized based on the type of response provided, for example whether a positive or negative assessment of the trail was given. Again these can be compared to characteristics of the survey participant.

When analyzing the money spent in the study region, you should calculate an average within each category of goods purchased. Some studies suggest differentiating hard goods like bicycles, and spreading those costs over the estimated longevity of the good (e.g. six years for a bike). The Studio Team suggests focusing on the time of initial purchase because that is when the money enters the study region. When averaging purchases, be sure to count only those surveys that have dollar amounts as some users will refrain from filling out this section. For a more accurate analysis, you can provide a check box for those who spent nothing within the local boundary. In this case they would be counted in the average. These values can then be added for an overall average.³⁸

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To calculate the total annual spending, multiply the average expenditures and total annual user visits counts. We suggest using the proportion of total nonlocal trail users instead of the total annual user count in order to determine money coming into the study region. You can determine this proportion through the trail user survey and support it using the business survey.

Business Surveys

Analyzing business survey data is similar to the analysis used for the trail user surveys. Responses should be entered into an Excel spreadsheet from which percentages can be calculated to find the majority answer for each question. Cross comparisons can also be made, this time based on the business type. The most important calculation to be made is an average of the percent of annual income they attribute to the existence of the trail. Assuming that the answer choices you provided were ranges (e.g. 11 to 20%, 21 to 30%) use the middle of the range. Although the studio team did not do this, we would advise you to ask for annual income attributed to **nonlocal** trail user spending. This question would better estimate money coming into the community.

Tax Data

Assuming that the available tax data is broken up by month, you can compare the peak tax months to the peak trail months (based on the number of surveys obtained per month or the averaged perspectives of business owners). This will give you an approximation of how much tax

revenue is attributable to the trail.

A second use of the tax data is to combine it with the percentage annual income attributed to the trail provided in the business surveys. For each business category (e.g. Hotel/motel/B&B, Retail) multiply the average income attributed to the trail by the tax revenue applicable to that business. This will also approximate the amount of tax revenue attributable to the trail.

Stakeholder Interviews

The stakeholder interviews will provide only qualitative, non-numerical data so analysis will be all about looking for commonalities among what is said. Do the majority of the individuals interviewed think that the trail has a significant economic impact? is an example of the type of trend you will look for.

Net Direct Economic Impact

Coming up with that one economic impact number translates to adding up the trail user expenditure data. In the case of a state park, those expenses that come from the state and are then dispersed into the community (e.g. salaries and goods brought into the region) may be included in the total number. The rationale here is the money is coming from outside the region and would be spent elsewhere if not for the trail. Refrain from including tax data or dollar amounts coming from businesses as that would result in double counting. Those numbers should be used as additional indicators of economic impact.

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This final summed-up number is considered the *gross direct impact*. It does not, however, take into account the money spent or “lost” by regional stakeholders to create or support the trail. Thus, in this case, subtracting the average annual cost to maintain the already existing trail is necessary for determining the true financial “profit” of the trail – the *net direct impact*.

Final Report

The final report should include a 1-2 page executive summary highlighting key findings, an introduction defining the study region, a detailed account of your methods used, and a section describing your results. Pay special attention to the executive summary. It will essentially make or break many readers’ opinions of your study. Many of these studies also have an appendix charting responses of each close-ended question on the trail-user survey.

Economic Impact Models

Economic impact models attempt to calculate *total* economic impact of a policy or project by determining net initial impact, or *net direct effects*, and then adding the indirect and induced effects (*secondary effects*) calculated using regional multipliers. Indirect effects are the changes in sales, income and jobs in “backward linked” industries. These are firms that supply goods and services to those businesses that sell directly to the visitor. Induced effects are the changes in economic activity in the region resulting from household spending of income earned through

a direct or indirect effect of the visitor spending. In essence, these effects estimate the amount of visitor spending that is re-circulated within the study region.⁵³

The multipliers used to determine these secondary effects are based off of several economic indicators including jobs, per capita income

and sales within the region. They are calculated for all the various industries involved in the study project, in this case, hotels/motels, gas and oil, grocery stores, etc. The Bureau of Economic Analysis (bea.gov), for example, uses and calculates the multiplier values for the RIMS input-output model. Many models like RIMS attempt to account for “leakages”, or money spent outside the study area to buy other goods and services. The smaller the study region, the more leakage occurs and the smaller the likelihood of larger secondary effects.

Because the study regions of both the New River Trail State Park and the Virginia Creeper Trail are so small in terms of jobs, goods and services, the secondary effects should realistically be very small in these cases. Regional businesses import many of their goods from elsewhere; they may outsource certain services. Employees and those whose livelihoods are in part dependent on the trails may spend a decent portion of their money outside the region. Consider a project in a metropolitan area, where many of the goods (save perhaps raw materials) may be bought in the area and people/businesses also spend

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their money gained from the project in that area. In comparison, the secondary effects in a small rural region are minimal.

The team therefore suggests focusing on the direct effects. Strengthening connectivity and partnerships between the trail and community businesses, offering events that capitalize on the patronage of all community entities may increase the *one big impact number*. Although the team also argues that other indicators of impact may equally if not more so reveal overall impact of the trail. These include community health, population growth or retention, percent business attributed to the trail, change in household retail prices and more.

If you wish to include secondary effects in your total analysis of economic impact, we recommend the IMPLAN model. Using this model would require training on your part or contracting out. The costs of these types of endeavors could likely outweigh the benefits.

MGM2 Model

The MGM2 Model is a spreadsheet created using IMPLAN and designed to estimate the total economic impact of a national park.³² After careful research and discussions with those who regularly use these types of models (particularly IMPLAN), we see serious challenges using this tool.

The more striking deterrents of this

model are its generic, outdated multipliers. Regional economies, even rural regional economies, vary immensely. To compensate, this model averages numbers from three rural park regions. Even then, this approach can grossly overestimate jobs, spending and income in certain regions and underestimate these factors in others. To make a truly valid argument, you would have to calculate these multipliers based on the small region you are studying. Only then can you take into account what industries exist in the area, a relatively valid rate of consumption (spending), and the amount of leakage outside of the study region.

The rate of consumption in this model is also somewhat questionable as rates can vary dramatically from region to region, and are not necessarily determined based solely on economic indicators. Even within small regions rates vary. So the more precise you can be in your estimate, the more confident you can be in your results. This can only be done using a more detailed model like IMPLAN.

This model also lacks a well-defined boundary for the economic impact. The direct effects may take this aspect into account, however, because of the generic multipliers, the secondary effects neglect it. We hope this How-To guide has sufficiently highlighted the importance of defining the study region, differentiating between local and nonlocal. Here is another instance where, if the boundary is not

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well defined, determining the amount of spending being recirculated in the area and the ensuing leakages is difficult to determine. Overestimations result.

Finally, the multiplier data is outdated. One set of data is over a decade old and thus ignores the recent economic crisis and recession that greatly affected spending throughout the nation including areas in southwest Virginia. Trail user spending fluctuates over the years. Multipliers therefore change. This model requires constant updating of these numbers, at least every 2-3 years. This is a task made simpler if using IMPLAN outright.

The MGM2 model is a spreadsheet that seems a well-reasoned step-by-step approach for assessing total economic effects of a park. Although we would like to say there is a simple solution to improving the MGM2 model so that it may be used effectively, its calculations are just too flawed and overly generalized for such a small study region. Even the most intricate models would have difficulty.

We hope that you have found this how-to guide useful and that it may help in pursuing new studies on the economic impacts of trails. Important steps to remember are:

- ❑ **Know your ultimate objective while designing your study:** what typed of data do you want in the end?

- ❑ **Define your study region:** what is local?
- ❑ **Choose your study period**
- ❑ **Choose your study method:** trail counts, surveys, stakeholder interviews, tax data
- ❑ **Choose your survey distribution method:** drop box, personal intercepts, mail back, direct mail, email, web-based
- ❑ **Write your surveys:** keep in mind what you will do with the information gathered in response to each question
- ❑ **Analyze your data:** quantitative and qualitative data that may back each other up; calculating gross direct impact versus net direct impact

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- ⁴² Virginia Employment Commission. (2011). *Galax city Community Profile*. Retrieved September 10, 2011, from Virginia.gov:
<http://www.vawc.virginia.gov/gsipub/index.asp?docid=342>
- ⁴³ Virginia is for Lovers. (2011). Galax. Retrieved 7 November 2011 from:
<http://www.virginia.org/cities/Galax/>



Agenda Briefing

Prepared by:	Quinton Epps	Title:	Division Manager
Department:	Community Planning & Development	Division:	Conservation
Date Prepared:	November 18, 2021	Meeting Date:	December 16, 2021
Legal Review	Elizabeth McLean via email	Date:	December 09, 2021
Budget/Finance Review	Stacey Hamm via email	Date:	December 02, 2021
Approved for consideration:	Assistant County Administrator	Aric A Jensen, AICP	
Committee	Development & Services		
Subject:	Conservation Land Purchase		

STAFF’S RECOMMENDED ACTION:

Richland County Conservation Commission (RCCC) requests County Council (Council) approve the final purchase agreement for 60 acres (R24600-01-33) adjacent to existing county owned property for conservation purposes.

Request for Council Reconsideration: Yes

FIDUCIARY:

Are funds allocated in the department’s current fiscal year budget?	<input checked="" type="checkbox"/>	Yes	<input type="checkbox"/>	No
If no, is a budget amendment necessary?	<input checked="" type="checkbox"/>	Yes	<input type="checkbox"/>	No

ADDITIONAL FISCAL/BUDGETARY MATTERS TO CONSIDER:

Funds are currently available in the RCCC budget from Acquisitions (1209451000-5301000) \$145,225.00 and (1209451000-526500) Professional Services \$159,775.00 for the total appraised value of \$305,000.00 (Attachment 1 (R24600-01-33 Appraisal), plus an estimated \$8,000.00 from (1209451000-526500) Professional Services in closing costs to be determined during closing. This will require a budget transfer from 1209451000-536500 Professional Services to 1209451000-5301000 Acquisitions to complete the purchase.

COUNTY ATTORNEY’S OFFICE FEEDBACK/POSSIBLE AREA(S) OF LEGAL EXPOSURE:

None.

REGULATORY COMPLIANCE:

None applicable

MOTION OF ORIGIN:

There is no associated Council motion of origin; this request originated from the Richland County Conservation Commission.

Council Member	
Meeting	
Date	

STRATEGIC & GENERATIVE DISCUSSION:

The RCCC requests approval for the purchase of the 60 acre property (R24600-01-33) for the appraised value of \$305,000.00 which converts to \$5,083.33 per acre. Please see Attachment 2 (General Area Map) and 3 (Parcel Map Area) for additional location information. The property to be purchased as well as the existing properties are located in the upper areas of the Myers/Cabin Branch watershed (Attachment 4 Myers Cabin Branch Watershed map) which is listed in the RCCC Conservation Easement Strategic Plan as Priority Area 1 (Attachment 5 RCCC CE Strategic Plan Dec 2017) because the Green Infrastructure analysis found it contains several high-ranking core habitats. It is upstream of an important wildlife corridor which includes habitats for rare, threatened and endangered species such as the swamp rabbit, barn owl, Rafinesques's big-eared bat, Carolina bogmint, and Awned meadow beauty. The property is adjacent to approximately 512 acres of existing conservation property which contains approximately 9,800 linear feet of stream, 145 acres of floodplains and wetlands for conservation purposes. The purchase of the additional property will add approximately 30 acres of floodplains and wetlands and 3,426 linear feet of stream to this conservation area. Because it is adjacent to and in-between existing conservation property and within one of the RCCC's priority conservation areas this purchase will greatly augment conservation areas within this watershed.

These waters include Cabin Branch, Myers Creek, Cedar Creek through the Congaree National Park, and then eventually the Congaree which are currently classified as impaired by the South Carolina Department of Health and Environmental Control (SCDHEC). Conservation of upland buffers, wetlands, floodplains and streams in the upper portions of watersheds is extremely important for overall watershed health. Because of their location within the watershed and their ability to filter stormwater runoff and store flood waters preserving these areas can significantly improve overall water quality in these impaired waters and reduce the risk of flood damage during natural disasters overtime.

County Council has not taken action on this purchase request before nor does it require an ordinance amendment.

ADDITIONAL COMMENTS FOR CONSIDERATION:

None.

ATTACHMENTS:

1. R24600-01-33 Appraisal
2. General Area Map
3. Parcel Area Map
4. Myers Cabin Branch Watershed Map

5. RCCC CE Strategic Plan Dec 2017

SC APPRAISAL SERVICE LLC
 PO BOX 210545
 COLUMBIA, SC 29221-0545
 803-798-8621
 74-3073556

INVOICE	09/24/2021 DATE	C2173026 FILE NUMBER	246000133 CASE NUMBER
----------------	--------------------	-------------------------	--------------------------

Client: Richland County
 2020 Hampton Street
 3rd Floor, Rm 3063A
 Columbia, SC 29204

Item	Total
APPRAISAL FEE FOR SERVICES RENDERED	\$ 700.00

Intended User: UNKNOWN
 Air Base Road R24600-01-33
 Hopkins, SC 29061-8764
 PR E-170 Crop Land - C3

Total: \$ 700.00

Please detach and include the bottom portion with your payment... Thank You!

Inv Date	Insp Date	Appraiser	Client Case #	File #	Client Phone #
09/24/2021	08/11/2021	JAMES T. WHEAT		C2173026	

FROM: Richland County 2020 Hampton Street 3rd Floor, Rm 3063A Columbia, SC 29204	PROPERTY: Intended User: UNKNOWN Air Base Road R24600-01-33 Hopkins, SC 29061-8764	Amount Due \$ 700.00
---	--	--------------------------------

TO: Attention: SC APPRAISAL SERVICE LLC PO BOX 210545 COLUMBIA, SC 29221-0545	Amount Enclosed \$ _____
---	------------------------------------

Balance Due upon receipt of Invoice
 Please return this portion with your payment. Thank You!

LAND APPRAISAL REPORT

246000133
File No. C2173026

IDENTIFICATION

Owner Horrell Hill Partnership Census Tract 119.01 Map Reference Richland Cty
 Property Address Air Base Road R24600-01-33
 City Hopkins County Richland State SC Zip Code 29061-8764
 Legal Description PR E-170 Crop Land - C3
 Sale Price \$Unknown Date of Sale Unknown Property Rights Appraised Fee Leasehold De Minimis PUD
 Actual Real Estate Taxes \$184.00 (yr.)
 Client Richland County Address 2020 Hampton Street, 3rd Floor, Rm 3063A, Columbia, SC 29202
 Occupant Vacant Appraiser JAMES T. WHEAT Instructions to Appraiser Est market Value
 Intended User: UNKNOWN Intended Use: Estimate of Market Value

NEIGHBORHOOD

Location	<input type="checkbox"/> Urban	<input type="checkbox"/> Suburban	<input checked="" type="checkbox"/> Rural	Good	Avg.	Fair	Poor
Built Up	<input type="checkbox"/> Over 75%	<input checked="" type="checkbox"/> 25% to 75%	<input type="checkbox"/> Under 25%	<input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Growth Rate	<input type="checkbox"/> Fully Dev.	<input type="checkbox"/> Rapid	<input type="checkbox"/> Steady	<input checked="" type="checkbox"/> Slow	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Property Values	<input checked="" type="checkbox"/> Increasing	<input type="checkbox"/> Stable	<input type="checkbox"/> Declining	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Demand/Supply	<input type="checkbox"/> Shortage	<input checked="" type="checkbox"/> In Balance	<input type="checkbox"/> Over Supply	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marketing Time	<input type="checkbox"/> Under 3 Mos.	<input checked="" type="checkbox"/> 4-6 Mos.	<input type="checkbox"/> Over 6 Mos.	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Present Land Use	<u>20</u> % 1 Family	<u>80</u> % 2-4 Fam	<u>0</u> % Apts.	<u>0</u> % Condo	<u>0</u> % Commercial	<input type="checkbox"/>	<input type="checkbox"/>
100.000000	<u>0</u> % Industrial	<u>0</u> % Vacant	<u>0</u> %	<u>0</u> %	<u>0</u> %	<input type="checkbox"/>	<input type="checkbox"/>
Change in Present Land Use	<input type="checkbox"/> Not Likely	<input type="checkbox"/> Likely (*)	<input checked="" type="checkbox"/> Taking Place (*)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	(*) From <u>Undeveloped</u> To <u>Developed</u>			<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Predominant Occupancy	<input checked="" type="checkbox"/> Owner	<input type="checkbox"/> Tenant	<u>0</u> % Vacant	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Single Family Price Range	<u>\$ 95,000</u> to <u>\$ 350</u>	Predominant Value <u>\$ 275</u>		<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Single Family Age	<u>85</u> yrs.	Predominant Age <u>55</u> yrs.		<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Comments including those factors, favorable or unfavorable, affecting marketability (e.g. public parks, schools, noise) No unfavorable factors that adversely effect marketability observed. The subject is in the Horrell Hill Area of S C.

SITE

Dimensions See Attached Plat information = 60.00 ac Corner Lot
 Zoning Classification T-1 & Crop Land C-3 RU Present improvements do do not conform to zoning regulations
 Highest and best use: Present use Other (specify) Undeveloped
 Elec. Public Other (Describe) _____
 Gas Individual
 Water _____
 San. Sewer Individual
 Underground Elect. & Tel.
 OFF SITE IMPROVEMENTS
 Street Access: Public Private
 Surface Asphalt
 Maintenance: Public Private
 Storm Sewer Curb/Gutter
 Sidewalk Street Lights
 Topo Gradual Slope
 Size Larger than typical, Not adverse.
 Shape Somewhat Rectangular
 View Agriculture/Woods/Avg
 Drainage Unknown
 Is the property located in a HUD Identified Special Flood Hazard Area? No Yes
 Comments (favorable or unfavorable including any apparent adverse easements, encroachments or other adverse conditions) Site is irregular, somewhat triangular, in size and shape; Majority of topography is limited for single-family residential development.

The undersigned has recited three recent sales of properties most similar and proximate to subject and has considered these in the market analysis. The description includes a dollar adjustment, reflecting market reaction to those items of significant variation between the subject and comparable properties. If a significant item in the comparable property is superior to, or more favorable than, the subject property, a minus (-) adjustment is made, thus reducing the indicated value of subject; if a significant item in the comparable is inferior to, or less favorable than, the subject property, a plus (+) adjustment is made, thus increasing the indicated value of the subject.

For the Market Data Analysis See grid below. See narrative attachment.

ITEM	Subject Property	COMPARABLE NO. 1		COMPARABLE NO. 2		COMPARABLE NO. 3	
Address	Air Base Road Hopkins, SC 29061	5416 Cabin Creek Rd Hopkins S C 2906-19745		116 Rail Farm Ct Hopkins S C 29061-		Cabin Creek,tm#24500/06/10 Hopkins S C 29061-	
Proximity to Subj.		1.53 miles SW		2.88 miles S		1.44 miles S	
Sales Price	\$ Unknown	\$ 40,000		\$ 19,900		\$ 95,000	
Price	\$ Unknown	\$ 5,747		\$ 2,775		\$ 6,432	
Data Source	Richland Cty	CMLS/Pub Rec/Fd Obs		CMLS/Pub Rec/Fd Obs		CMLS/Pub Rec/Fd Obs	
Date of Sale and Time Adjustment	DESCRIPTION	DESCRIPTION	+ (-)\$ Adjustment	DESCRIPTION	+ (-)\$ Adjustment	DESCRIPTION	+ (-)\$ Adjustment
	None	None		None		None	
Location	Rural	Rural		Rural		Rural	
Site/View	Timber View	Timber View		Pastural View		Pastural View	
Site Area	60.00 ac	6.96 Acres	+265,200	7.17 acres	+264,150	14.77 acres	+226,150
Sales or Financing Concessions							
Net Adj. (Total)		<input checked="" type="checkbox"/> Plus <input type="checkbox"/> Minus \$ 265,200		<input checked="" type="checkbox"/> Plus <input type="checkbox"/> Minus \$ 264,150		<input checked="" type="checkbox"/> Plus <input type="checkbox"/> Minus \$ 226,150	
Indicated Value of Subject		Gross 663.0% Net 663.0% \$ 305,200		Gross 1327.4% Net 1327.4% \$ 284,050		Gross 238.1% Net 238.1% \$ 321,150	

Comments on Market Data: All sales comparisons used are closed sales. Appropriate adjustments have been made for observed differences and were extracted from the market.

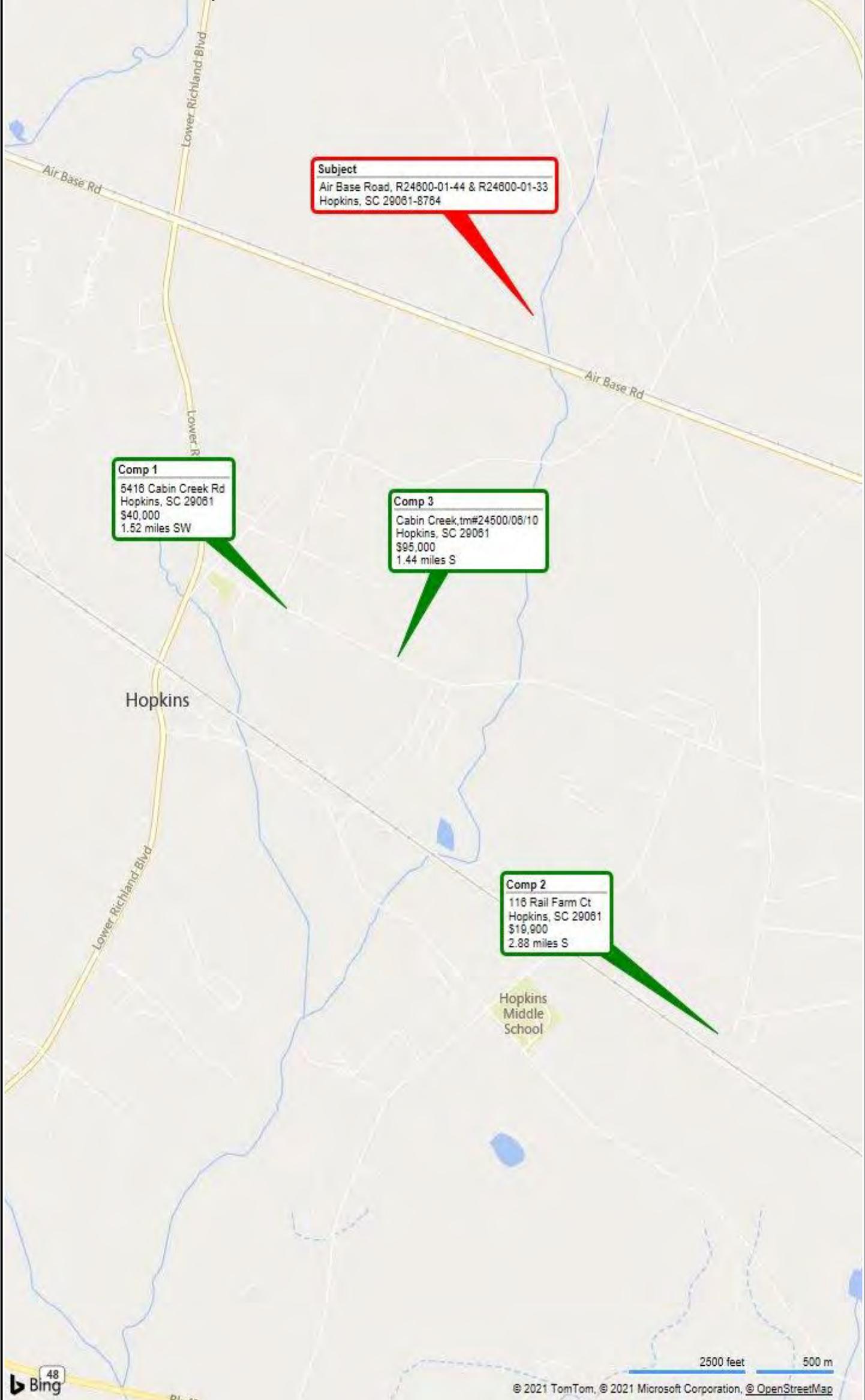
RECONCILIATION

Comments and Conditions of Appraisal: Sale comparisons are closed sales, located in the same market area, and have similar conditions. Environmental factors that typically have a negative influence on value were not observed or known. Site adjustments based on \$5,000/acre.

Final Reconciliation: The market approach is the best indicator of value, which shows the typical buyer and seller reaction in the marketplace.

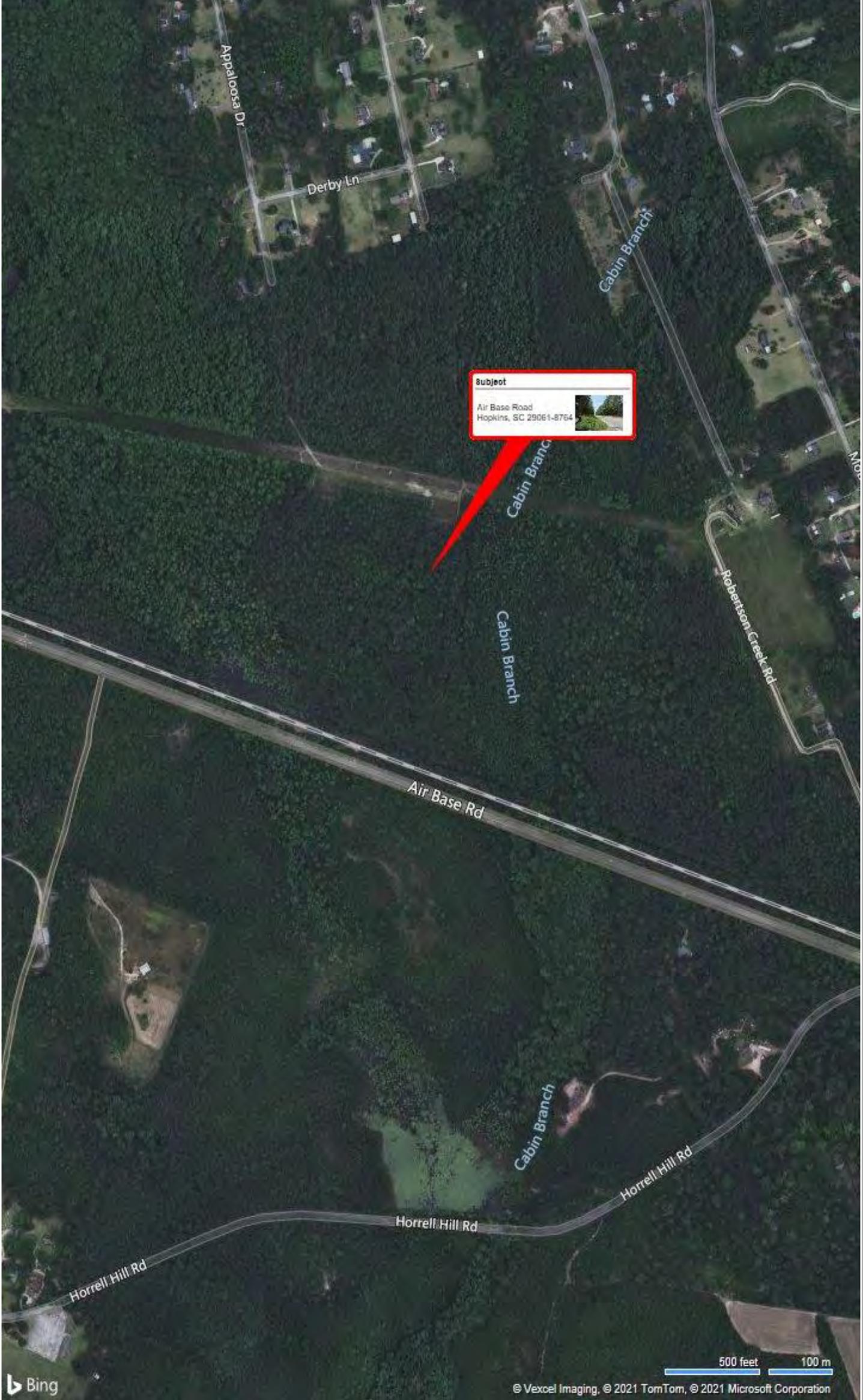
Location Map

Intended User	UNKNOWN						
Property Address	Air Base Road R24600-01-33						
City	Hopkins	County	Richland	State	SC	Zip Code	29061-8764
Client	Richland County						



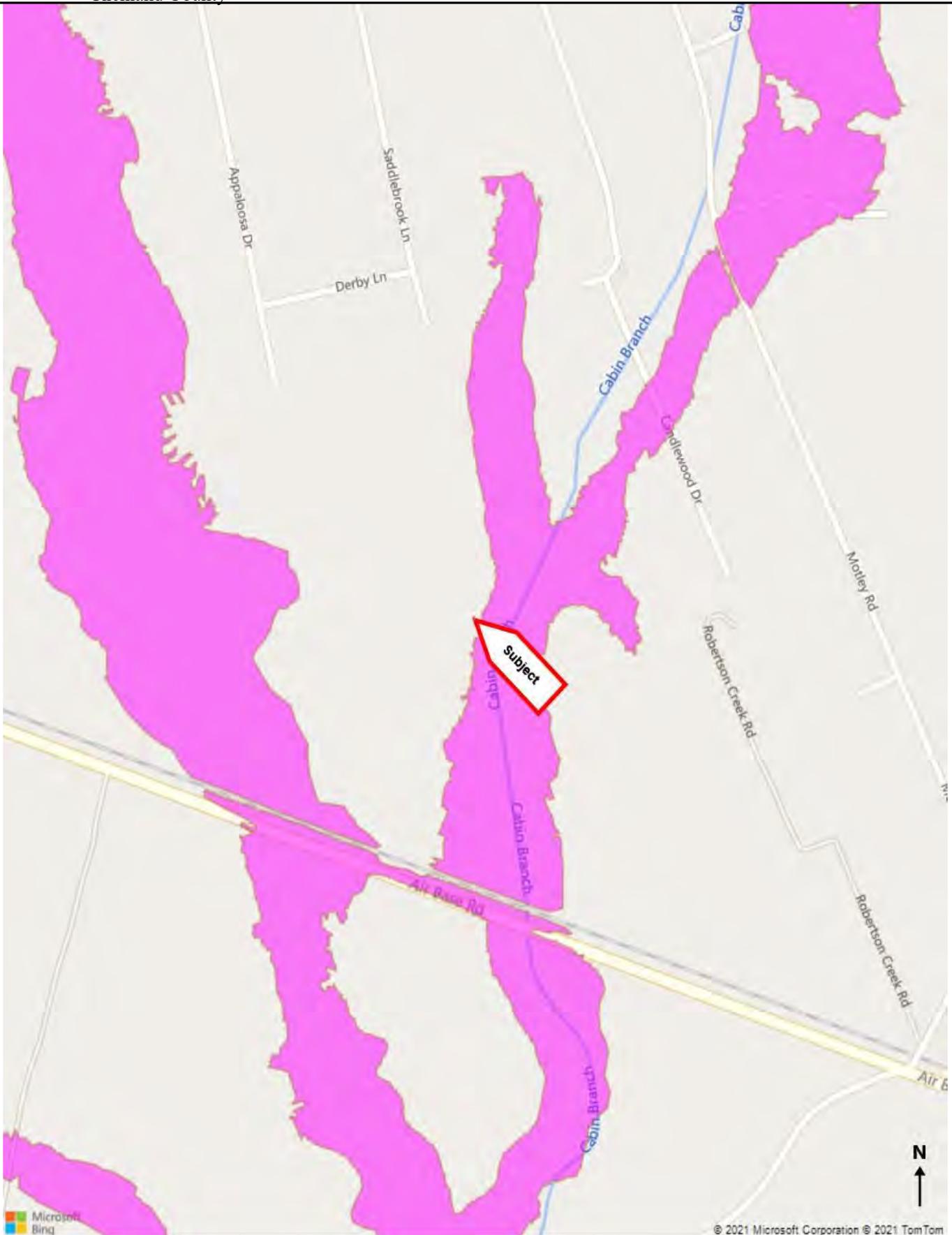
Aerial

Intended User	UNKNOWN						
Property Address	Air Base Road R24600-01-33						
City	Hopkins	County	Richland	State	SC	Zip Code	29061-8764
Client	Richland County						



FLOOD MAP

Intended User	UNKNOWN		
Property Address	Air Base Road R24600-01-33		
City	Hopkins	County	Richland
		State	SC
		Zip Code	29061-8764
Client	Richland County		



Flood Zones

- Areas inundated by 100-year flooding
- Areas inundated by 500-year flooding
- Areas of undetermined but possible flood hazards
- Floodway areas with velocity hazard
- Floodway areas
- COBRA zone

Flood Zone Determination

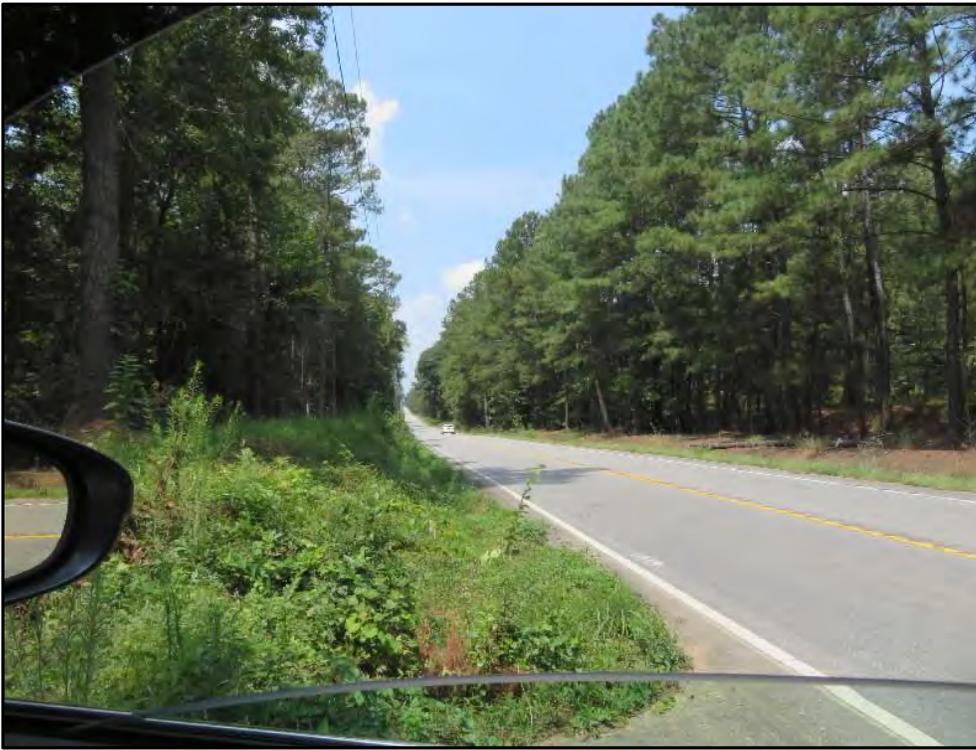
Latitude: 33.926868
Longitude: -80.849728
Community Name:
 RICHLAND COUNTY
Community: 450170
SFHA (Flood Zone): No
Within 250 ft. of multiple flood zones: Yes
Zone: X
Panel: 0415L
FIPS Code: 45079

Map #: 45079C0415L
Panel Date: 12/21/2017
Census Tract: 119.01

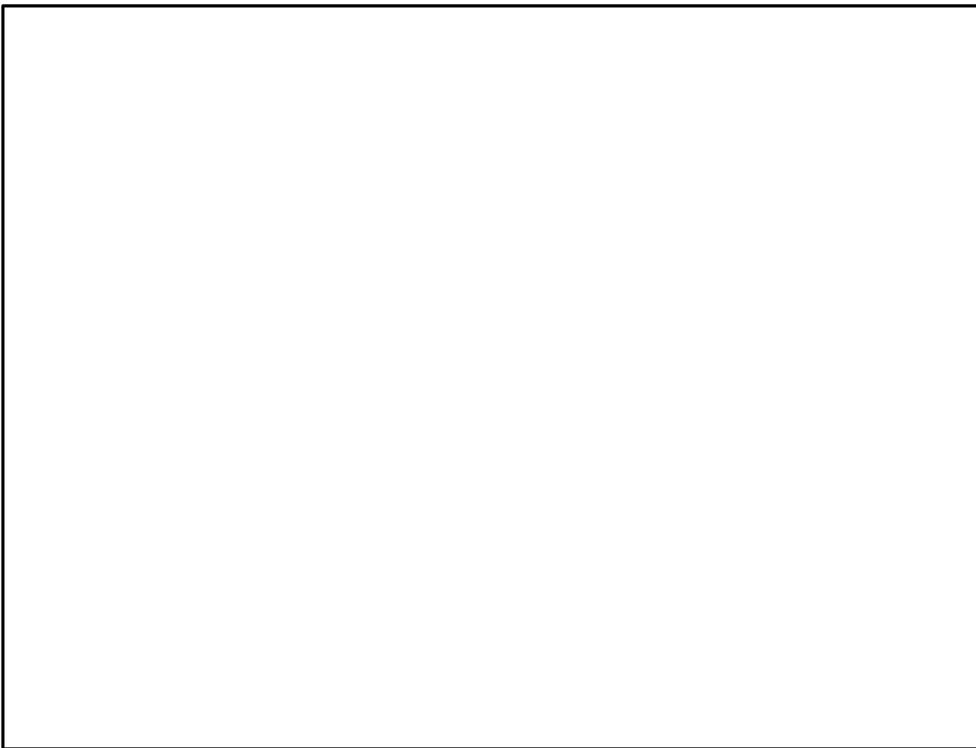
This Report is for the sole benefit of the Customer that ordered and paid for the Report and is based on the property information provided by that Customer. That Customer's use of this Report is subject to the terms agreed to by that Customer when accessing this product. No third party is authorized to use or rely on this Report for any purpose. THE SELLER OF THIS REPORT MAKES NO REPRESENTATIONS OR WARRANTIES TO ANY PARTY CONCERNING THE CONTENT, ACCURACY OR COMPLETENESS OF THIS REPORT, INCLUDING ANY WARRANTY OF MERCHANTABILITY OR FITNESS FOR A PARTICULAR PURPOSE. The seller of this Report shall not have any liability to any third party for any use or misuse of this Report.

PHOTOGRAPH ADDENDUM

Intended User	UNKNOWN						
Property Address	Air Base Road R24600-01-33						
City	Hopkins	County	Richland	State	SC	Zip Code	29061-8764
Client	Richland County						



**FRONT VIEW OF
SUBJECT PROPERTY**



**REAR VIEW OF
SUBJECT PROPERTY**



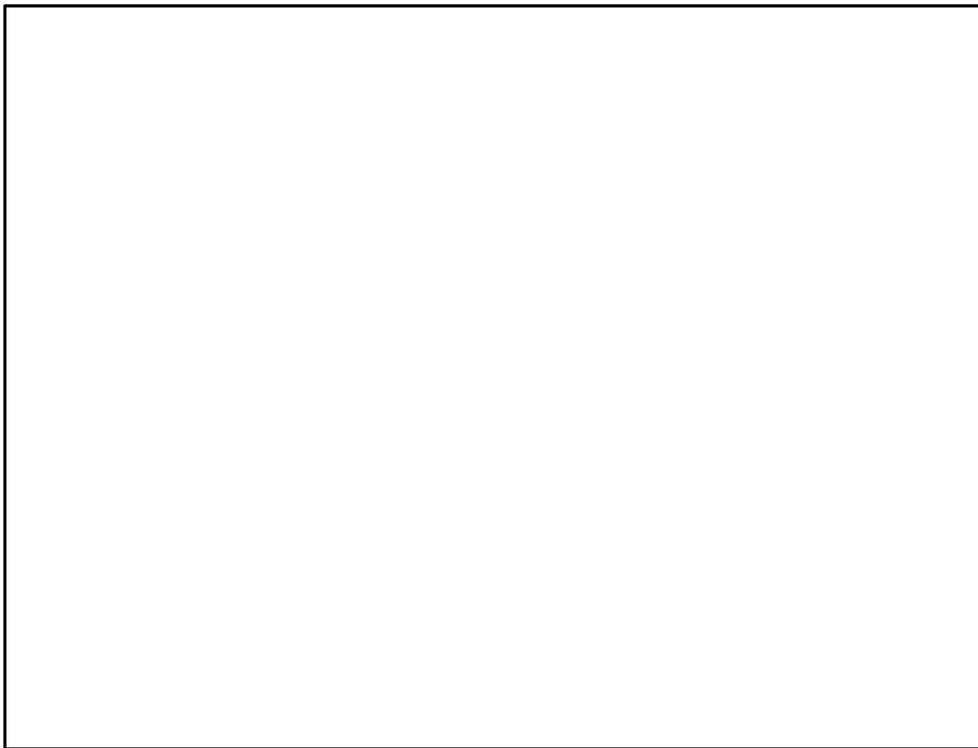
**FRONT VIEW OF
2ND SUBJECT PROPERTY**

PHOTOGRAPH ADDENDUM

Intended User UNKNOWN
Property Address Air Base Road R24600-01-33
City Hopkins County Richland State SC Zip Code 29061-8764
Client Richland County



Plat
24600-01-33



This appraisal report is subject to the scope of work, intended use, intended user, definition of market value, statement of assumptions and limiting conditions, and certifications. The appraiser may expand the scope of work to include any additional research or analysis necessary based on the complexity of this appraisal assignment.

SCOPE OF WORK: The scope of work for this appraisal is defined by the complexity of this appraisal assignment and the reporting requirements of this appraisal report form, including the following definition of market value, statement of assumptions and limiting conditions, and certifications. The appraiser must, at a minimum: (1) perform a complete visual inspection of the subject property, (2) inspect the neighborhood, (3) inspect each of the comparable sales from at least the street, (4) research, verify, and analyze data from reliable public and/or private sources, and (5) report his or her analysis, opinions, and conclusions in this appraisal report.

DEFINITION OF MARKET VALUE: The most probable price which a property should bring in a competitive and open market under all conditions requisite to a fair sale, the buyer and seller, each acting prudently, knowledgeably and assuming the price is not affected by undue stimulus. Implicit in this definition is the consummation of a sale as of a specified date and the passing of title from seller to buyer under conditions whereby: (1) buyer and seller are typically motivated; (2) both parties are well informed or well advised, and each acting in what he or she considers his or her own best interest; (3) a reasonable time is allowed for exposure in the open market; (4) payment is made in terms of cash in U. S. dollars or in terms of financial arrangements comparable thereto; and (5) the price represents the normal consideration for the property sold unaffected by special or creative financing or sales concessions* granted by anyone associated with the sale.

*Adjustments to the comparables must be made for special or creative financing or sales concessions. No adjustments are necessary for those costs which are normally paid by sellers as a result of tradition or law in a market area; these costs are readily identifiable since the seller pays these costs in virtually all sales transactions. Special or creative financing adjustments can be made to the comparable property by comparisons to financing terms offered by a third party institutional lender that is not already involved in the property or transaction. Any adjustment should not be calculated on a mechanical dollar for dollar cost of the financing or concession but the dollar amount of any adjustment should approximate the market's reaction to the financing or concessions based on the appraiser's judgment.

STATEMENT OF ASSUMPTIONS AND LIMITING CONDITIONS: The appraiser's certification in this report is subject to the following assumptions and limiting conditions:

1. The appraiser will not be responsible for matters of a legal nature that affect either the property being appraised or the title to it, except for information that he or she became aware of during the research involved in performing this appraisal. The appraiser assumes that the title is good and marketable and will not render any opinions about the title.
2. The appraiser has examined the available flood maps that are provided by the Federal Emergency Management Agency (or other data sources) and has noted in this appraisal report whether any portion of the subject site is located in an identified Special Flood Hazard Area. Because the appraiser is not a surveyor, he or she makes no guarantees, express or implied, regarding this determination.
3. The appraiser will not give testimony or appear in court because he or she made an appraisal of the property in question, unless specific arrangements to do so have been made beforehand, or as otherwise required by law.
4. The appraiser has noted in this appraisal report any adverse conditions (such as the presence of hazardous wastes, toxic substances, etc.) observed during the inspection of the subject property or that he or she became aware of during the research involved in performing this appraisal. Unless otherwise stated in this appraisal report, the appraiser has no knowledge of any hidden or unapparent deficiencies or adverse conditions of the property (such as, but not limited to, the presence of hazardous wastes, toxic substances, adverse environmental conditions, etc.) that would make the property less valuable, and has assumed that there are no such conditions and makes no guarantees or warranties, express or implied. The appraiser will not be responsible for any such conditions that do exist or for any engineering or testing that might be required to discover whether such conditions exist. Because the appraiser is not an expert in the field of environmental hazards, this appraisal report must not be considered as an environmental assessment of the property.

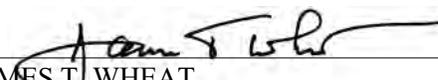
APPRAISER'S CERTIFICATION: The Appraiser certifies and agrees that:

1. I have, at a minimum, developed and reported this appraisal in accordance with the scope of work requirements stated in this appraisal report.
2. I performed a complete visual inspection of the subject property.
3. I performed this appraisal in accordance with the requirements of the Uniform Standards of Professional Appraisal Practice that were adopted and promulgated by the Appraisal Standards Board of The Appraisal Foundation and that were in place at the time this appraisal report was prepared.
4. I developed my opinion of the market value of the real property that is the subject of this report based on the sales comparison approach to value. I have adequate comparable market data to develop a reliable sales comparison approach for this appraisal assignment. I further certify that I considered the cost and income approaches to value but did not develop them, unless otherwise indicated in this report.
5. I researched, verified, analyzed, and reported on any current agreement for sale for the subject property, any offering for sale of the subject property in the twelve months prior to the effective date of this appraisal, and the prior sales of the subject property for a minimum of three years prior to the effective date of this appraisal, unless otherwise indicated in this report.
6. I researched, verified, analyzed, and reported on the prior sales of the comparable sales for a minimum of one year prior to the date of sale of the comparable sale, unless otherwise indicated in this report.
7. I selected and used comparable sales that are locationally, physically, and functionally the most similar to the subject property.
8. I have reported adjustments to the comparable sales that reflect the market's reaction to the differences between the subject property and the comparable sales.
9. I verified, from a disinterested source, all information in this report that was provided by parties who have a financial interest in the sale of the subject property.
10. I have knowledge and experience in appraising this type of property in this market area.
11. I am aware of, and have access to, the necessary and appropriate public and private data sources, such as multiple listing services, tax assessment records, public land records and other such data sources for the area in which the property is located.
12. I obtained the information, estimates, and opinions furnished by other parties and expressed in this appraisal report from reliable sources that I believe to be true and correct.
13. I have taken into consideration the factors that have an impact on value with respect to the subject neighborhood, subject property, and the proximity of the subject property to adverse influences in the development of my opinion of market value. I have noted in this appraisal report any adverse conditions (such as, the presence of hazardous wastes, toxic substances, adverse environmental conditions, etc.) observed during the inspection of the subject property or that I became aware of during the research involved in performing this appraisal. I have considered these adverse conditions in my analysis of the property value, and have reported on the effect of the conditions on the value and marketability of the subject property.
14. I have not knowingly withheld any significant information from this appraisal report and, to the best of my knowledge, all statements and information in this appraisal report are true and correct.
15. I stated in this appraisal report my own personal, unbiased, and professional analysis, opinions, and conclusions, which are subject only to the assumptions and limiting conditions in this appraisal report.
16. I have no present or prospective interest in the property that is the subject of this report, and I have no present or prospective personal interest or bias with respect to the participants in the transaction. I did not base, either partially or completely, my analysis and/or opinion of market value in this appraisal report on the race, color, religion, sex, age, marital status, handicap, familial status, or national origin of either the prospective owners or occupants of the subject property or of the present owners or occupants of the properties in the vicinity of the subject property or on any other basis prohibited by law.
17. My employment and/or compensation for performing this appraisal or any future or anticipated appraisals was not conditioned on any agreement or understanding, written or otherwise, that I would report (or present analysis supporting) a predetermined specific value, a predetermined minimum value, a range or direction in value, a value that favors the cause of any party, or the attainment of a specific result or occurrence of a specific subsequent event.
18. I personally prepared all conclusions and opinions about the real estate that were set forth in this appraisal report. If I relied on significant real property appraisal assistance from any individual or individuals in the performance of this appraisal or the preparation of this appraisal report, I have named such individual(s) and disclosed the specific tasks performed in this appraisal report. I certify that any individual so named is qualified to perform the tasks. I have not authorized anyone to make a change to any item in this appraisal report; therefore, any change made to this appraisal is unauthorized and I will take no responsibility for it.
19. I identified the client in this appraisal report who is the individual, organization, or agent for the organization that ordered and will receive this appraisal report.
20. I am aware that any disclosure or distribution of this appraisal report by me or the client may be subject to certain laws and regulations. Further, I am also subject to the provisions of the Uniform Standards of Professional Appraisal Practice that pertain to disclosure or distribution by me.
21. If this appraisal report was transmitted as an "electronic record" containing my "electronic signature," as those terms are defined in applicable federal and/or state laws (excluding audio and video recordings), or a facsimile transmission of this appraisal report containing a copy or representation of my signature, the appraisal report shall be as effective, enforceable and valid as if a paper version of this appraisal report were delivered containing my original hand written signature.

SUPERVISORY APPRAISER'S CERTIFICATION: The Supervisory Appraiser certifies and agrees that:

1. I directly supervised the appraiser for this appraisal assignment, have read the appraisal report, and agree with the appraiser's analysis, opinions, statements, conclusions, and the appraiser's certification.
2. I accept full responsibility for the contents of this appraisal report including, but not limited to, the appraiser's analysis, opinions, statements, conclusions, and the appraiser's certification.
3. The appraiser identified in this appraisal report is either a sub-contractor or an employee of the supervisory appraiser (or the appraisal firm), is qualified to perform this appraisal, and is acceptable to perform this appraisal under the applicable state law.
4. This appraisal report complies with the Uniform Standards of Professional Appraisal Practice that were adopted and promulgated by the Appraisal Standards Board of The Appraisal Foundation and that were in place at the time this appraisal report was prepared.
5. If this appraisal report was transmitted as an "electronic record" containing my "electronic signature," as those terms are defined in applicable federal and/or state laws (excluding audio and video recordings), or a facsimile transmission of this appraisal report containing a copy or representation of my signature, the appraisal report shall be as effective, enforceable and valid as if a paper version of this appraisal report were delivered containing my original hand written signature.

APPRAISER

Signature 
 Name JAMES T WHEAT
 Company Name SC APPRAISAL SERVICE LLC
 Company Address PO BOX 210545
COLUMBIA, SC 29221-0545
 Telephone Number 803-798-8621
 Email Address scappraisalservice@sc.rr.com
 Date of Signature and Report 09/24/2021
 Effective Date of Appraisal 08/11/2021
 State Certification # CR 467
 or State License # _____
 or Other _____ State # _____
 State SC
 Expiration Date of Certification or License 06/30/2022

ADDRESS OF PROPERTY APPRAISED
Air Base Road R24600-01-33
Hopkins, SC 29061-8764
 APPRAISED VALUE OF SUBJECT PROPERTY \$ 305,000
 CLIENT
 Name NO AMC
 Company Name Richland County
 Company Address 2020 Hampton Street
3rd Floor, Rm 3063A Columbia, SC 29204
 Email Address n/a

SUPERVISORY APPRAISER (ONLY IF REQUIRED)

Signature _____
 Name _____
 Company Name _____
 Company Address _____
 Telephone Number _____
 Email Address _____
 Date of Signature _____
 State Certification # _____
 or State License # _____
 State _____
 Expiration Date of Certification or License _____

SUBJECT PROPERTY

- Did not inspect subject property
- Did inspect exterior of subject property from street
Date of Inspection _____
- Did inspect interior and exterior of subject property
Date of Inspection _____

COMPARABLE SALES

- Did not inspect exterior of comparable sales from street
- Did inspect exterior of comparable sales from street
Date of Inspection _____



LIA Administrators & Insurance Services



**APPRAISAL, VALUATION AND PROPERTY SERVICES
PROFESSIONAL LIABILITY INSURANCE POLICY**

DECLARATIONS

Aspen American Insurance Company

(Referred to below as the "Company")
590 Madison Avenue, 7th Floor
New York, NY 10022
877-245-3510

Date Issued	Policy Number	Previous Policy Number
4/9/2021	AA1008220-07	AA1008220-06

THIS IS A **CLAIMS MADE AND REPORTED POLICY**. COVERAGE IS LIMITED TO LIABILITY FOR ONLY THOSE **CLAIMS** THAT ARE FIRST MADE AGAINST THE **INSURED** DURING THE **POLICY PERIOD** AND THEN REPORTED TO THE COMPANY IN WRITING NO LATER THAN SIXTY (60) DAYS AFTER EXPIRATION OR TERMINATION OF THIS POLICY, OR DURING THE **EXTENDED REPORTING PERIOD**, IF APPLICABLE, FOR A **WRONGFUL ACT** COMMITTED ON OR AFTER THE **RETROACTIVE DATE** AND BEFORE THE END OF THE **POLICY PERIOD**. PLEASE READ THE POLICY CAREFULLY.

1. Customer ID: 127110
Named **Insured**:
SC APPRAISAL SERVICE, LLC
Aero Realty LLC
James T. Wheat
652 Bush River Road Suite 210
Columbia, SC 29210

2. **Policy Period**: From: 04/18/2021 To: 04/18/2022
12:01 A.M. Standard Time at the address stated in 1 above.

3. **Deductible**: \$1000 Each Claim

4. **Retroactive Date**: 04/18/1996

5. **Inception Date**: 04/18/2015

6. **Limits of Liability**: A. \$500,000 Each Claim
B. \$1,000,000 Aggregate

Subpoena Response: \$5,000 Supplemental Payment Coverage
Pre-Claim Assistance: \$5,000 Supplemental Payment Coverage
Disciplinary Proceeding: \$7,500 Supplemental Payment Coverage
Loss of Earnings: \$500 per day Supplemental Payment Coverage

7. **Covered Professional Services (as defined in the Policy and/or by Endorsement):**

Real Estate Appraisal and Valuation:	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	
Residential Property:	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	
Commercial Property:	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>	
Bodily Injury and Property Damage Caused During Appraisal Inspection (\$100,000 Sub-Limit):	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	If "yes", added by endorsement)
Right of Way Agent and Relocation:	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>	
Machinery and Equipment Valuation:	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>	
Personal Property Appraisal:	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>	If "yes", added by endorsement)
Real Estate Sales/Brokerage:	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	If "yes", added by endorsement)

8.	Report Claims to: LIA Administrators & Insurance Services, 800 334 0652, P.O. Box 1519, 1600 Anacapa St, Santa Barbara, California 93101
9.	Annual Premium: \$1,285.00
10.	Forms attached at issue: LIA002 (04/19) LIA SC (05/19) LIA012 (05/19) LIA020 (05/19) LIA023 (05/19) LIA131 (05/19) LIA140 (05/19) LIA164 (05/19)

This Declarations Page, together with the completed and signed Policy Application including all attachments and exhibits thereto, and the Policy shall constitute the contract between the Named **Insured** and the Company.

04/09/2021

Date



By

Authorized Representative

Appraisal, Valuation and Property Services Professional Liability Insurance Policy

Named Insured: SC APPRAISAL SERVICE, LLC
Acro Realty LLC
James T. Wheat

Policy Number: AAI008220-07
Effective Date: 04/18/2021
Customer ID: 127110

THIS ENDORSEMENT CHANGES THE POLICY. PLEASE READ IT CAREFULLY.

ADDITIONAL COVERED PROFESSIONALS ENDORSEMENT

In consideration of the premium charged, it is agreed that Section IV, **DEFINITIONS (I) "Insured"** is amended to include:

"Insured" means:

The persons identified below, but only while acting on behalf of the Named **Insured**:

Name	Coverage Effective Date
James T. Wheat	04/18/2021
Vivian M. Baxter	04/18/2021

All other terms, conditions, and exclusions of this Policy remain unchanged.

State of South Carolina BCD 1371947
Department of Labor, Licensing and Regulation
Real Estate Appraisers Board

JAMES T WHEAT

Is hereby entitled in practice as a:
Certified Residential Appraiser

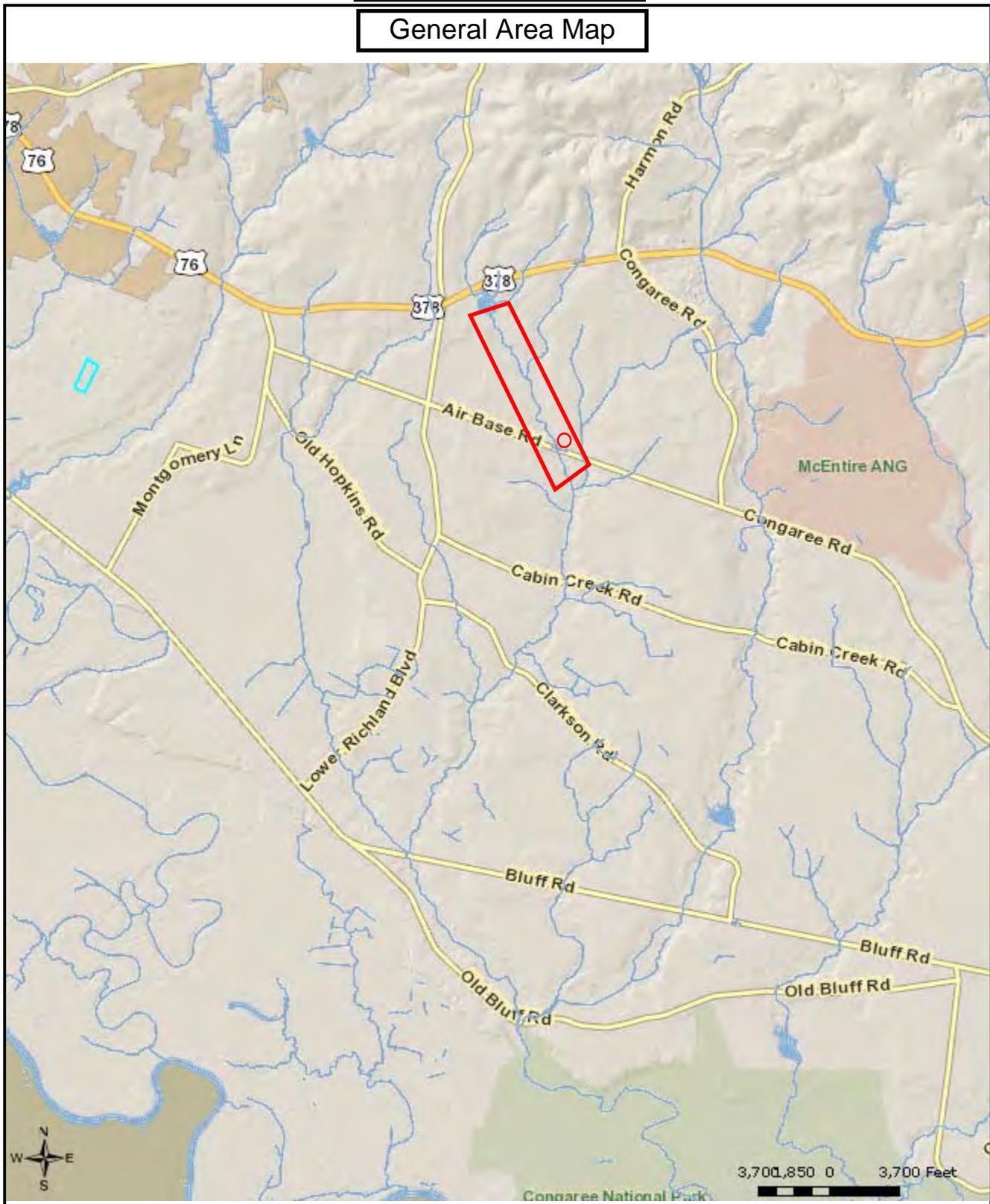
License Number: 467

Expiration Date: 06/30/2022
POCKET CARD


Laura L. Smith
Administrator

Attachment 2

General Area Map



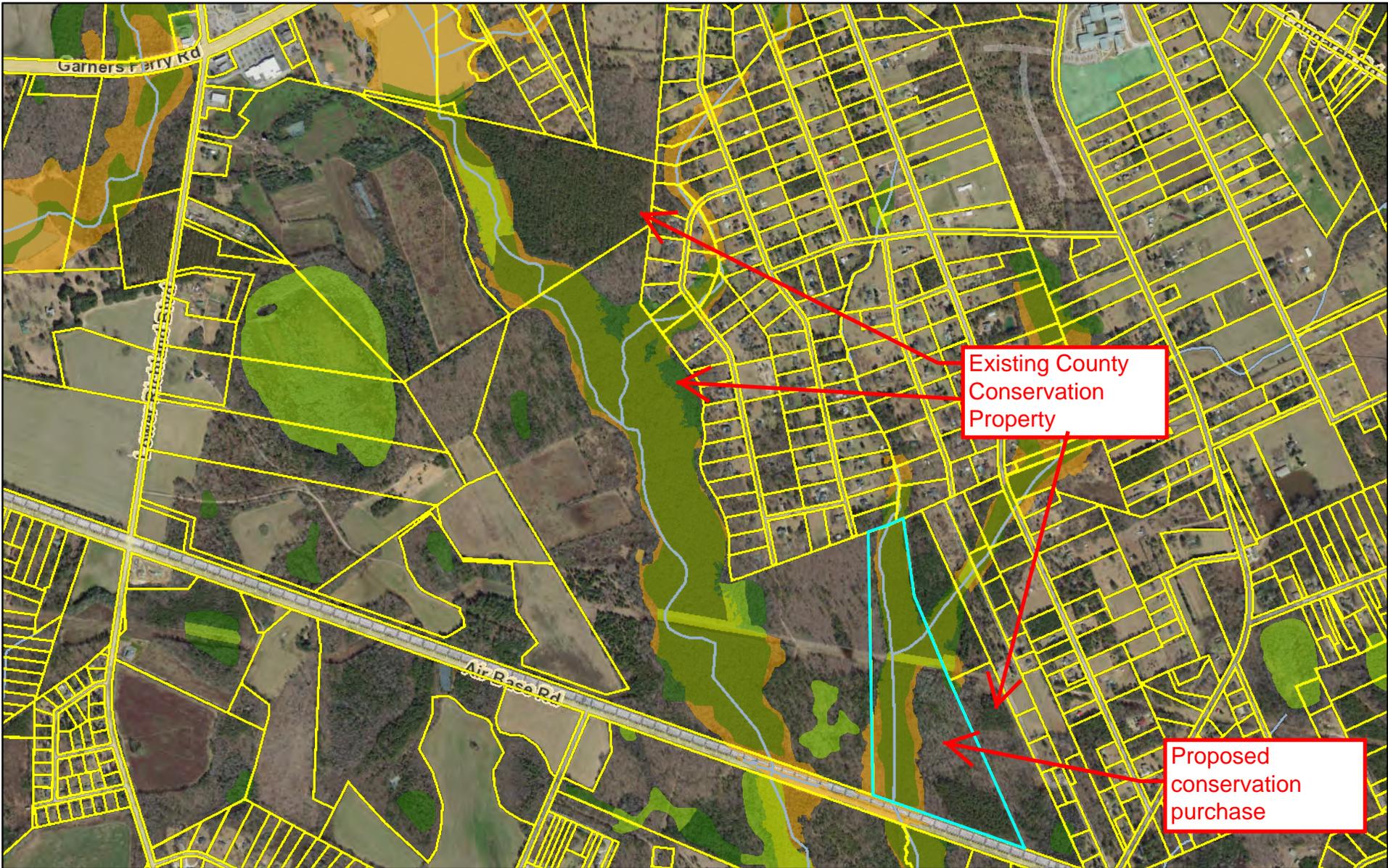
COPYRIGHT 2009, RICHLAND COUNTY GIS



DISCLAIMER : THIS IS A PRODUCT OF THE RICHLAND COUNTY GIS DEPARTMENT. THE DATA DEPICTED HERE HAVE BEEN DEVELOPED WITH EXTENSIVE COOPERATION FROM OTHER COUNTY DEPARTMENTS, AS WELL AS OTHER FEDERAL, STATE AND LOCAL GOVERNMENTS AGENCIES. RICHLAND COUNTY EXPRESSLY DISCLAIMS RESPONSIBILITY FOR DAMAGES OR LIABILITY THAT MAY ARISE FROM THE USE OF THIS MAP.

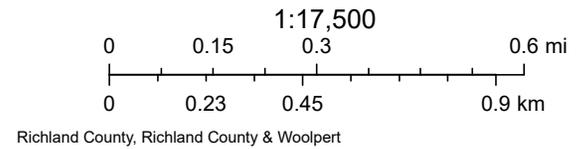


Attachment 3 - Parcel Area Map

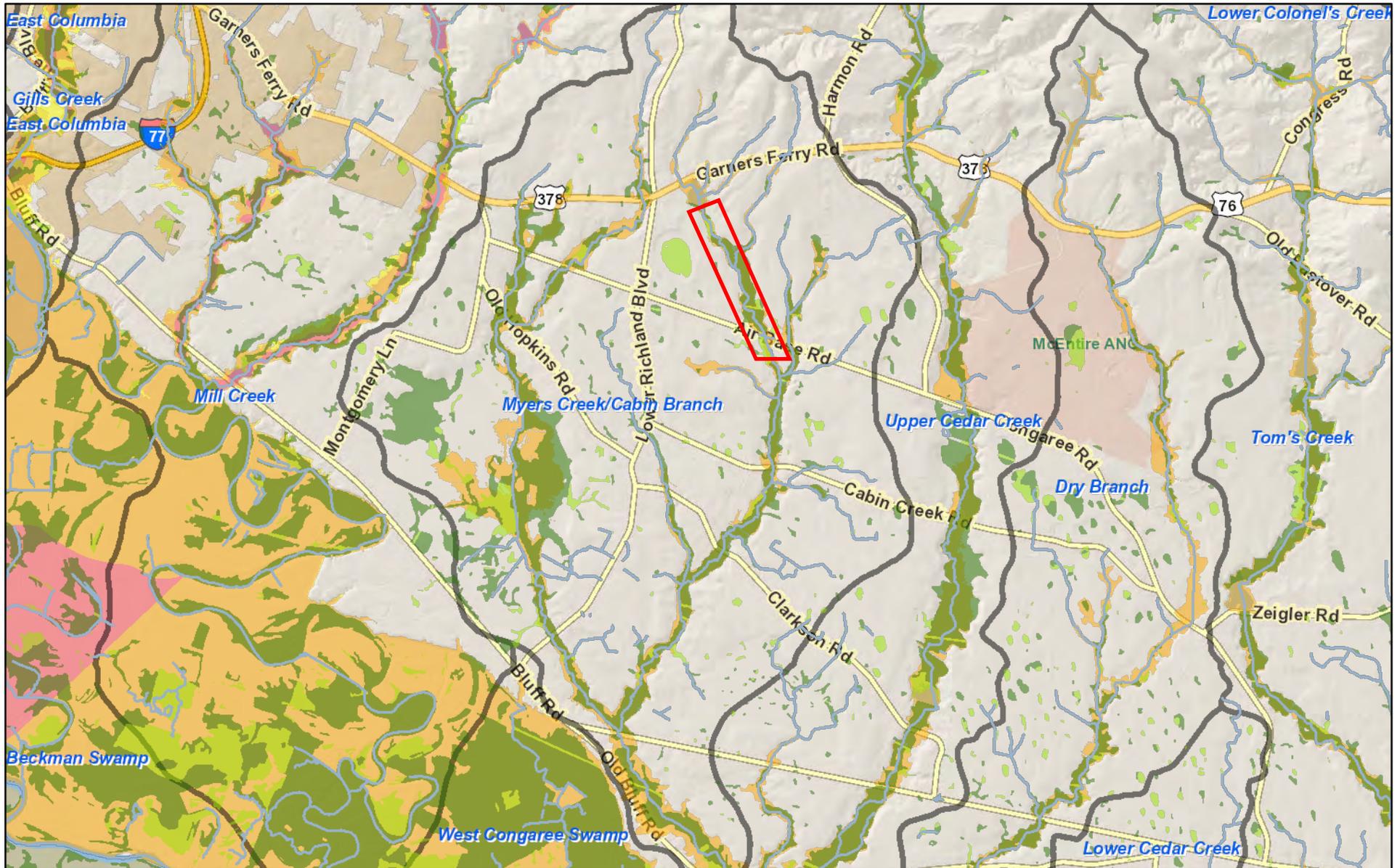


November 17, 2021

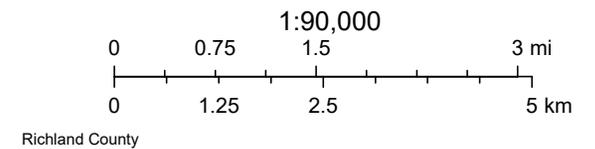
- | | | |
|------------------|------------------|----------------------|
| FEMA Flood Zones | 500 Year | NON-FORESTED WETLAND |
| 100 Year | NWI Inventory | Streams |
| Floodway | FORESTED WETLAND | Parcels |



Attachment 4 - Myers/Cabin Branch Watershed Map



November 18, 2021



RCCC Conservation Easement Program Strategic Plan

Background

Richland County Conservation Commission (RCCC) was established by ordinance in 1998 as a response to Council and community concerns about environmental quality, loss of rural lands, and the need to protect our quality of life through the conservation of the natural, historical, and cultural resources that make Richland County a unique and desirable place to live. The ordinance provides various approaches for the protection of natural, cultural or historical properties or resources, including: purchase of resources for public ownership or other protective ownership; acquisition of conservation easements to protect resources; the acceptance by donation or bargain sale of properties or resources; and the negotiation of leases or conservation easements.

Conservation easements are a well-established means of protecting natural areas and conservation values significant to the public such as farm and forest land, wildlife habitat, stream buffers, and scenic open space, while preserving private ownership. Landowners voluntarily relinquish the right to subdivide their property and retain rights to farm, timber, and recreate. Because the landowner has “donated” specific property rights, the conservation easement may qualify as a tax-deductible charitable gift and the landowner may be able to use federal and state tax incentives. The easement is permanent, remaining in force when the land changes ownership. Easements must be held by a governmental agency or a qualified land trust.

Purchase of Development Rights

Increasingly, federal, state, and local governmental agencies use a Purchase of Development Rights program as a tool for conserving natural areas. The agency pays the landowner a portion of the easement value and a conservation easement is placed on the land permanently limiting development. The purchase of development rights is more cost effective for government if the goal for conserving the property does not include providing public access. Easement costs are less expensive than acquiring fee title, having to maintain the property, and losing tax revenue when the land becomes public. For many landowners, the cash incentive is more useful than the tax benefits, especially those who are land rich and cash poor. Selling or donating development rights can reduce estate taxes thereby making it less costly to keep the land in the family. Easements on agricultural lands can make farms more affordable for new and beginning farmers.

The Natural Resources Conservation Service under the US Department of Agriculture provides financial assistance to purchase easements from farmers through the Agricultural Conservation Easement Program-Agricultural Land Easements (ACEP-ALE).¹ The purpose is to “...protect the agricultural use and future viability, and related conservation values, of eligible land by limiting non-agricultural uses of that land...”in exchange for their right to develop the land, thereby making it more feasible to keep in agricultural production.² The Midlands Area Joint Installation

Consortium has purchased easements from landowners near Fort Jackson and McEntire to protect the bases from encroachments. The SC Conservation Bank provides funds to land trusts to purchase development rights from willing landowners who have property with significant conservation values.³

On a county level, York, Beaufort, Charleston and Richland have programs to conserve rural, cultural, scenic, and environmentally significant lands. Tax revenue and bond referenda finance these programs to purchase easements, accept donated easements, and acquire fee simple properties. The Beaufort County Rural and Critical Lands Preservation Program has been funded since 2000 with several bond referenda⁴ while the Charleston County Greenbelt program is funded through a transportation half-cent sales tax since 2004.⁵ Richland County uses a portion of the ½ mil allocated to the RCCC for an easement program.

Economic Benefits of Conservation Easements

The Trust for Public Land measures and analyzes the economic benefits and fiscal impacts of land conservation. Their studies “have shown that conservation returns from \$4 to \$10 for every dollar invested. It also provides recreational opportunities, controls flooding, protects air and drinking water quality, wildlife habitat, and farms while supporting industries such as tourism, agriculture, and fisheries.”⁶

Conservation easements provide ecosystem services that taxpayers then don’t have to pay for, such as:

- Stormwater runoff is captured and filtered through preserved wetlands and open space.
- Preventing development can decrease risk and minimize damage from natural disasters.
- Preserving land is one of the most effective ways of protecting water quality. Protected and restored watersheds have reduced the need to build water filtration plants and have reduced operating costs at other water plants.
- Tree coverage reduces air pollution and energy cooling costs.⁷

The cost of public services for new residential development typically costs more than the taxes they generate unlike protected undeveloped land which generates more direct tax revenue. Homes near protected open space sell faster and property values are higher than those located further away. Quality of life issues are a significant consideration for business investment and protected open space is a key component in the amenities that attract business and new workers. Most easement properties are taxed at agricultural use before an easement is placed on the land so property taxes are not affected.⁸

Protecting working lands supports important economic engines in unincorporated Richland County. Purchased easements help farmers generate cash flow to invest in their business or finance a land transition to the next generation. Provisions in easements can help keep farmland or other working lands affordable for new farmers.

RCCC Easement Program

RCCC accepted its first easement in 2004. Since then, there have been 32 easements donated or purchased for a total of 1,255 acres (See Appendix A for a list of easements). Five easements have been donated by developers as an amenity for neighborhoods. There are easements in

each of the county's four eco-regions reflecting the great diversity of Richland County. Several easements border the Broad River, others cover rolling Piedmont forests, while some feature wetlands and bottomland forests. Six easements preserve working farms in the northeast, northwest, and southeast. Easements are located in Council districts 1, 2, 7, 8, 9, 10, and 11 (See Appendix B for a map of easements).

Seventeen of the easements have been donated; the 15 that were purchased equal 849 acres or 68% of the total. Each landowner is advised to consult his financial planner to determine whether a donation or a payment works best in their circumstances.

Richland County Green Infrastructure Project

Green Infrastructure is defined as an interconnected network of green space that conserves natural ecosystem values and function which provide associated benefits to society. It is the ecological framework needed for environmental, social and economic sustainability. Green infrastructure assets contribute to wellness and quality of life in addition to the important environmental services they provide, making communities more resilient to natural and man-made changes.

With growth comes land conversion that fragments natural areas into smaller and more isolated patches of open space. This alters the way natural systems function and decreases nature's ability to respond to change. The key elements of Green Infrastructure are green corridors connected to core habitats. A core habitat is an area of intact habitat sufficiently large to support more than one individual of a species. Brenda Carter, GIS manager for the Planning & Development Services Department, mapped intact habitat cores using many data layers. The cores were then ranked based on factors such as size, species richness, soil diversity, stream length, wetlands, topography, and a fragmentation index. On a scale of 1 – 5, the best habitat cores were rated a 4 or a 5. Wildlife corridors, working lands, and recreation networks were layered on the core habitats to create the Green Infrastructure map. Six Priority areas were identified, in no order of importance, using the green infrastructure model data in each of the four sections of the county – NE, NW, North Central and SE which include the following watersheds: Myers Creek/ Cabin Branch, Sandy Branch, Mussel Creek, Crooked Run and Big Cedar Creek, Wateree Creek, and the COWASEE Basin.

Conservation Easement Considerations

When evaluating properties for a conservation easement, RCCC considers whether the property provides any of the following features:

1. Location within a Priority Area. The property falls within a focus area designated by RCCC as being a high priority for protection.

2. Protection of relatively natural habitat for fish, wildlife, or plants. This includes old-growth forests, wetlands, wildlife migration routes, long-leaf pine, and undeveloped bottom lands.
3. Important hydrologic features necessary for protecting water resources, quality, and supply. This includes wetlands, floodplains, flood ways, aquifer recharge areas, outstanding resource waters, and riparian corridors.
4. Working lands. The property has prime agricultural soils, or lands are in active agriculture or forest management.
5. Rare or Endangered Plants and Animals. The property contains one or more endangered, rare, or threatened species of animal or plant.
6. Size and condition. The property is of a sufficient size for its conservation resources to remain intact and sustained despite adjacent development. All or much of the property is in a relatively natural and undisturbed condition.
7. Adjacency or connectivity to protected areas. The property abuts, adjoins, connects to, or buffers lands protected by conservation organizations or governmental bodies.
8. Unique geological feature. Land contains unique or significant geological features such as monadnocks, river bluffs, fall line sandhills, or Carolina Bays.
9. Outdoor recreation. The landowner will allow public access for hiking, fishing, bird watching, or other nature-based recreation.
10. Open space contributing to the scenic enjoyment of the general public. The land is valuable to a community as open space due to its scenic attributes or its proximity to developing areas. It is visible to the public from roadways, waterways or recreation areas.
11. Protection of lands in the furtherance of federal, state, regional, or county plans or policies. The property is part of a comprehensive land use plan, management plan, critical lands plan, recreation and/or tourism plan, etc.
12. River frontage. The land abuts the Wateree, Congaree or Broad Rivers.
13. Historic or archaeological feature. The property contains a significant historic structure or is adjacent to a historic resource and necessary for its protection.

14. Scientific or educational value. The property contains natural features of scientific or educational value that could be used for the demonstration of sustainable agriculture and silviculture, good land stewardship, or natural resource management.

Strategic Plan for RCCC Conservation Easement Program

Mission statement: The Conservation Easement program protects strategically identified properties through donated easements and purchase of development rights.

Step 1: Use Richland County Green Infrastructure plan and model to select priority landscapes and watersheds in the county based on the criteria listed below.

- A. Maintain forested land cover to recharge groundwater aquifers for drinking water and to provide wildlife habitat
- B. Improve water quality by providing buffers to help prevent runoff and erosion and to reduce pollutants
- C. Ensure biodiversity and a healthy ecosystem
- D. Preserve and promote natural resource-based recreation such as hiking, bird watching, hunting, and fishing
- E. Increase size of existing conserved areas and corridors

Step 2: Incorporate cultural, community and heritage values of the area on a landscape level by selecting priority areas based on the following:

- A. Protect rural agriculturally-based economy
- B. Conserve community character and heritage by protecting historic landscapes
- C. Promote compatible traditional community land uses
- D. Provide safe opportunities to promote community wellness
- E. Connect communities with their natural and historical heritage

Step 3: Select Priority Areas for conservation acquisition based on the Richland County Green Infrastructure model (see attached Priority area maps 1 thru 6):

- A. Myers Creek/Cabin Branch Watershed – Priority Area 1
- B. Sandy Branch Watershed – Priority Area 2
- C. Mussel Creek Watershed – Priority Area 3
- D. Crooked Run and Big Cedar Creek Watersheds – Priority Area 4
- E. Wateree Creek Watershed – Priority Area 5
- F. COWASEE Basin – Priority Area 6

Step 4: Develop a pilot project in one of the six Priority Areas

- A. RCCC choose one priority area as pilot project
- B. Map individual areas with parcel data

- C. Select and rank properties with the best Green Infrastructure attributes and parcel size larger than 100 acres

Step 5: Use the conservation easement selection criteria below to identify specific parcels for easement donation or purchase:

To qualify for selection, the property must be in Richland County and should aid sound land use planning, promote land conservation, and encourage careful stewardship of land and water resources. The property should be of a sufficient size or part of a cluster of properties to allow for effective conservation. The potential for resource conversion should be weighed. Donor contributions should allow for conservation in a cost-effective manner. Additionally, properties must meet at least one of the following criteria:

- A. The property provides important wildlife habitat or has other significant natural qualities; or
- B. The property provides protection for important open space, recreation lands, or working lands; or
- C. The property is important to the protection of water quality; or
- D. The property has historic or cultural significance by being eligible for the National Register of Historic Places, Richland County Historic Buildings, or other approved programs.

Step 6: Publicize program

- A. Give easement presentations to civic and service organizations
- B. Place paid advertisements
- C. Publicize easement closings
- D. Create new brochure

Step 7: Increase outreach to landowners

- A. Hold watershed specific meetings to educate landowners about conservation easements
- B. Send letters to individual landowners with high Green Infrastructure ranking
- C. Partner with local land trusts to hold landowner workshops

Implementation Schedule

Summer - Fall 2016 – Develop Green Infrastructure map and priority areas

June 2017 – Adopt selection criteria, select one priority area as pilot project

July - October 2017 – Map and rank individual parcels within the selected priority area

Summer 2017 – Develop new brochure

Fall 2017 – Send letters to landowners with most Green Infrastructure attributes

Fall 2017 – Hold first landowner group meeting

Ongoing – Evaluate proposed properties outside priority areas

Ongoing – Presentations to organizations

Late 2018 – Evaluate pilot program, make adjustments, select second priority area, reach out to landowners

2019 – 2022 – Add one priority area each year

Priority Areas

Myers Creek/Cabin Branch Watershed – Priority Area 1 (Districts 10, 11)

Myers Creek/Cabin Branch Watershed falls within the Atlantic Southern Loam Plains eco-region. This area of Lower Richland has prime agricultural soils, active agriculture and timber operations, and one large intact Carolina Bay. In 2015 County Council approved a plan for a Cabin Branch Conservation Corridor. The corridor contains 675 acres acquired by the county that protects approximately two and a half miles of Cabin Branch and 128 acres in two conservation easements on the creek. Phase one involves acquiring easements with 300' vegetated buffers from 24 landowners along the creek down to Clarkson Road. Phase two includes 35 landowners from Clarkson to Bluff Road where the creek meets Myers Creek. Myers Creek, which is west of Cabin Branch, flows through mostly large parcels from Garners Ferry Rd to Bluff Rd. After meeting Cabin Branch, Myers Creek continues southeast until it joins Cedar Creek, the main waterway through Congaree National Park and the only Outstanding National Resource Water in South Carolina. RCCC holds a 251-acre easement on Myers Creek. Green Infrastructure data: Priority area 1 contains wetlands and several high-ranking core habitats. Lower ranking cores along Cabin Branch would be enhanced by the proposed 300 ft. buffer. Myers Creek is an important wildlife corridor. Rare, threatened, and endangered species (RTE) include: swamp rabbit, barn owl, Rafinesques's big-eared bat, Carolina bogmint, and awned meadow beauty.

Sandy Branch Watershed – Priority Area 2 (Districts 2, 9)

Sandy Branch Watershed covers the northeastern corner of Richland County and is the least developed of the region. It falls within the Carolina Slate Belt eco-region – a mineral rich metavolcanic and sedimentary rock formation that extends up to Virginia and down to Georgia. Sandy Branch flows into Twenty-five Mile Creek in Kershaw on its way east to the Wateree River. The southwestern part of the watershed is in the Sand Hills. This area has heavy residential development but also contains Clemson Sandhills Research and Education Center and two RCCC agricultural conservation easements, one of which is on Sandy Branch.

Green Infrastructure data: Priority Area 2 features a wildlife corridor along Bear Creek, four habitat cores that rank #4, and dominant canopy of a rare species of Mesic Mixed Hardwood Forest.

Mussel Creek Watershed – Priority Area 3 (District 1)

In Richland County Mussel Creek Watershed follows the south side of the Broad River for approximately ten miles to the northwestern border with Newberry County. This corner of the county falls within the Carolina Slate Belt and has hilly terrain and river floodplains. While there are still many large forested tracts, development pressures are increasing. RCCC has two easements that front the Broad River.

Green Infrastructure data: Priority Area 3 has the highest ranking habitat cores along 85% of the Broad River frontage in the watershed. A large #4 ranking core dominates the western end. Three wildlife corridors cross the area. Rocky Shoals Spider Lilies are found in the rocky shoals of the Broad, mainly on the Richland county side.

Crooked Run and Big Cedar Creek Watersheds – Priority Area 4 (District 2)

Little Cedar Creek, Cedar Creek, and Elkins Creek are the main streams in these two watersheds in the north central area of the county. Both watersheds fall within the Carolina Slate Belt eco-region and drain into the Broad River. Large forested parcels predominate in this Piedmont landscape. This is the most rural of the three areas north of Columbia. Since development pressure is not as strong as elsewhere, opportunities to acquire easements should be greater.

Green Infrastructure data: Priority Area 4 is dominated by wildlife corridors and has one large habitat core that ranks #5 and four cores that rank #4. RTE species include: oak-hickory forest, gravel elimia (freshwater snail), creeper (river mussel), and eastern creekshell (mollusk).

Wateree Creek Watershed – Priority Area 5 (District 1)

Like Mussel Creek, this watershed is in the northwest, falls within the Carolina Slate Belt eco-region, and drains into the Broad River. Residential lots tend to be an acre or larger; there is only one subdivision but growth pressures are significant. RCCC holds easements on 71 acres on Pebble Creek and on a tributary to Wateree Creek.

Green Infrastructure data: Priority Area 5 contains two large habitat cores that rank #5 and a long wildlife corridor along Wateree Creek. There are no RTE species identified.

COWASEE Basin – Priority Area 6 (District 10)

The Congaree and Wateree river systems border Richland County for 50 miles each on the southwest and east respectively where they merge to form the Santee River. The name COWASEE was created from the names of these three rivers. Known as the Southeastern Floodplains and Low Terraces, the eco-region forms a distinct **V** on maps and has been called the Green Heart of South Carolina. According to the COWASEE Basin Tour Guide, “the floodplain forests are some of the most extensive and biologically diverse in the Southeast.

They support nearly a hundred species of woody shrubs and trees, and are some of the most productive wildlife habitats in North America.”

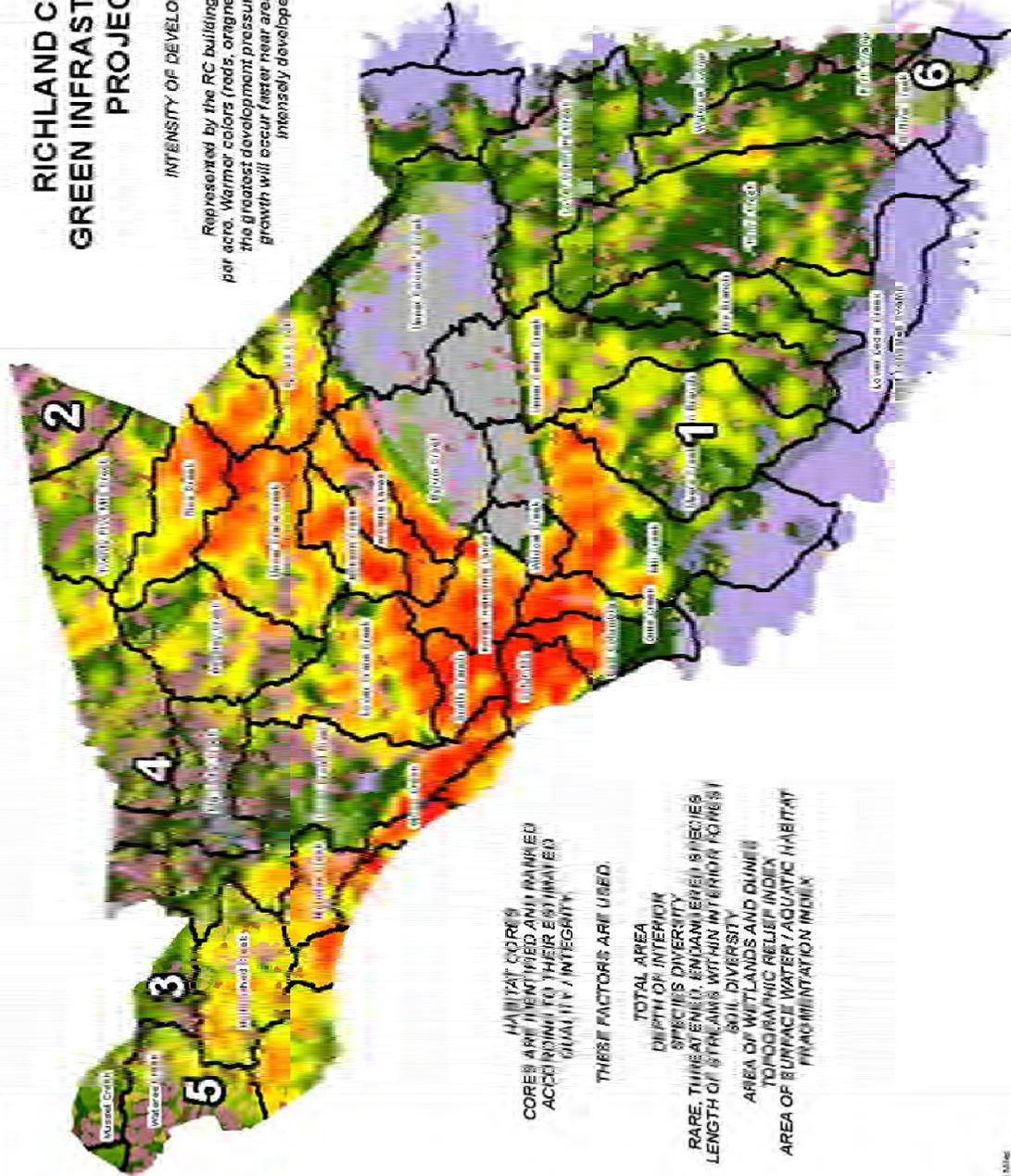
The COWASEE Basin Focus Area was developed to protect wildlife habitat, wetlands and water quality, and working lands through the use of voluntary conservation easements. Of the 315,000-acre ecosystem, approximately one-half lies in Richland County and contains sections of 19 watersheds. RCCC is an active member of the Task Force that includes private landowners, Congaree Land Trust, SC Department of Natural Resources and other governmental agencies.

Richland County owns a 2550-acre tract on Mill Creek, just west of Congaree National Park in the West Congaree Swamp Watershed. Half of the property is a mitigation bank. Plans are being developed for public recreational use of the property.

RICHLAND COUNTY GREEN INFRASTRUCTURE PROJECT

INTENSITY OF DEVELOPMENT

Represented by the RC building footprint units per acre. Warmer colors (reds, oranges, yellows,) showing the greatest development pressure. This assumes growth will occur faster near areas that are more intensely developed.



Legend
 Watersheds - 14 Digit
 Core Quality Index
 SCORE



HABITAT CORES ARE IDENTIFIED AND RANKED ACCORDING TO THEIR ESTIMATED QUALITY / INTEGRITY.

THESE FACTORS ARE USED.

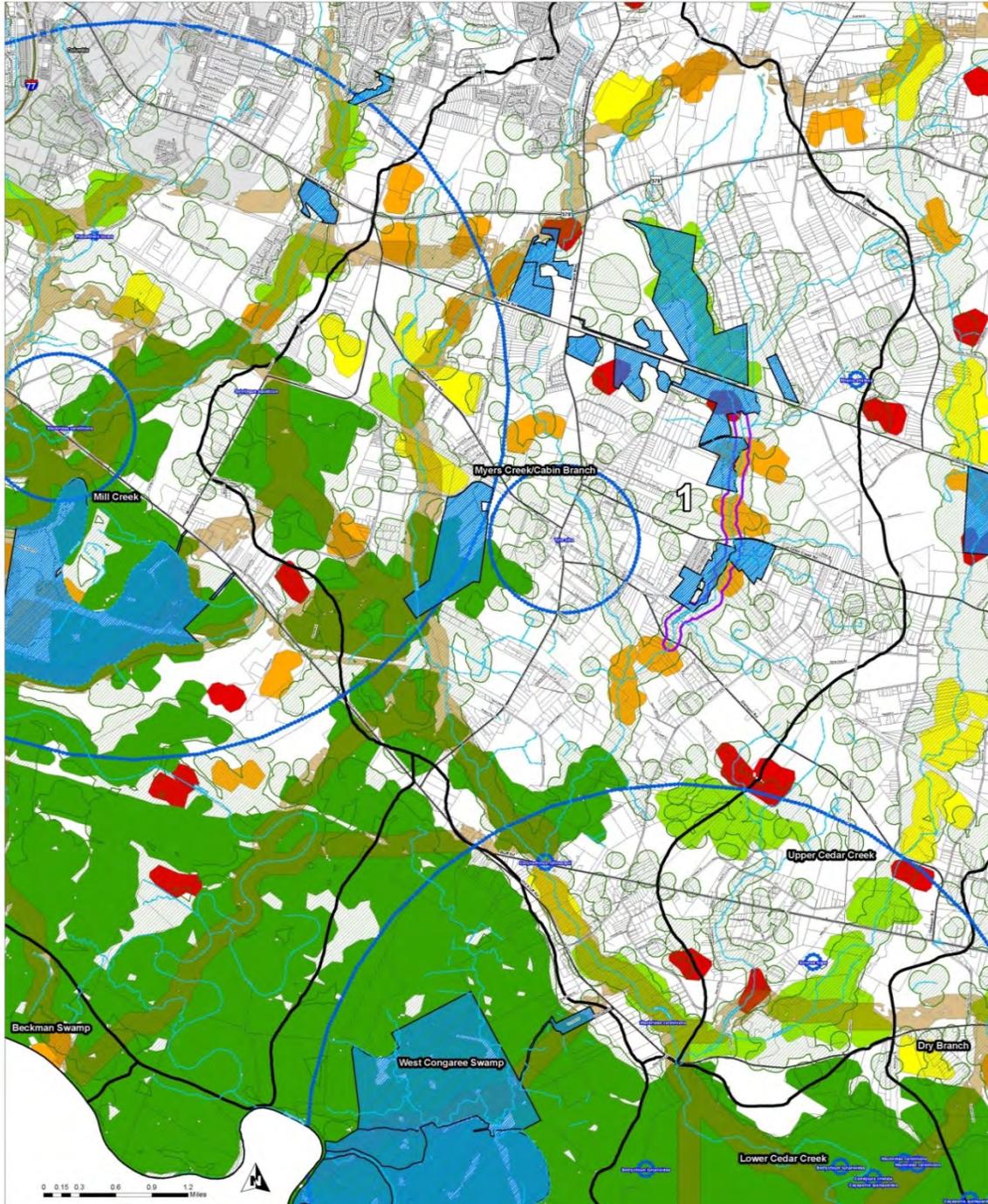
- TOTAL AREA
- DEPTH OF INTERIOR
- SPECIES DIVERSITY
- RARE, THREATENED, ENDANGERED SPECIES
- LENGTH OF STREAMS WITH INTERIOR FORMS / SOIL DIVERSITY
- AREA OF WETLANDS AND DUNE / TOPOGRAPHIC RELIEF INDEX
- AREA OF SURFACE WATER / AQUATIC HABITAT
- PHAC MINIMATION INDEX



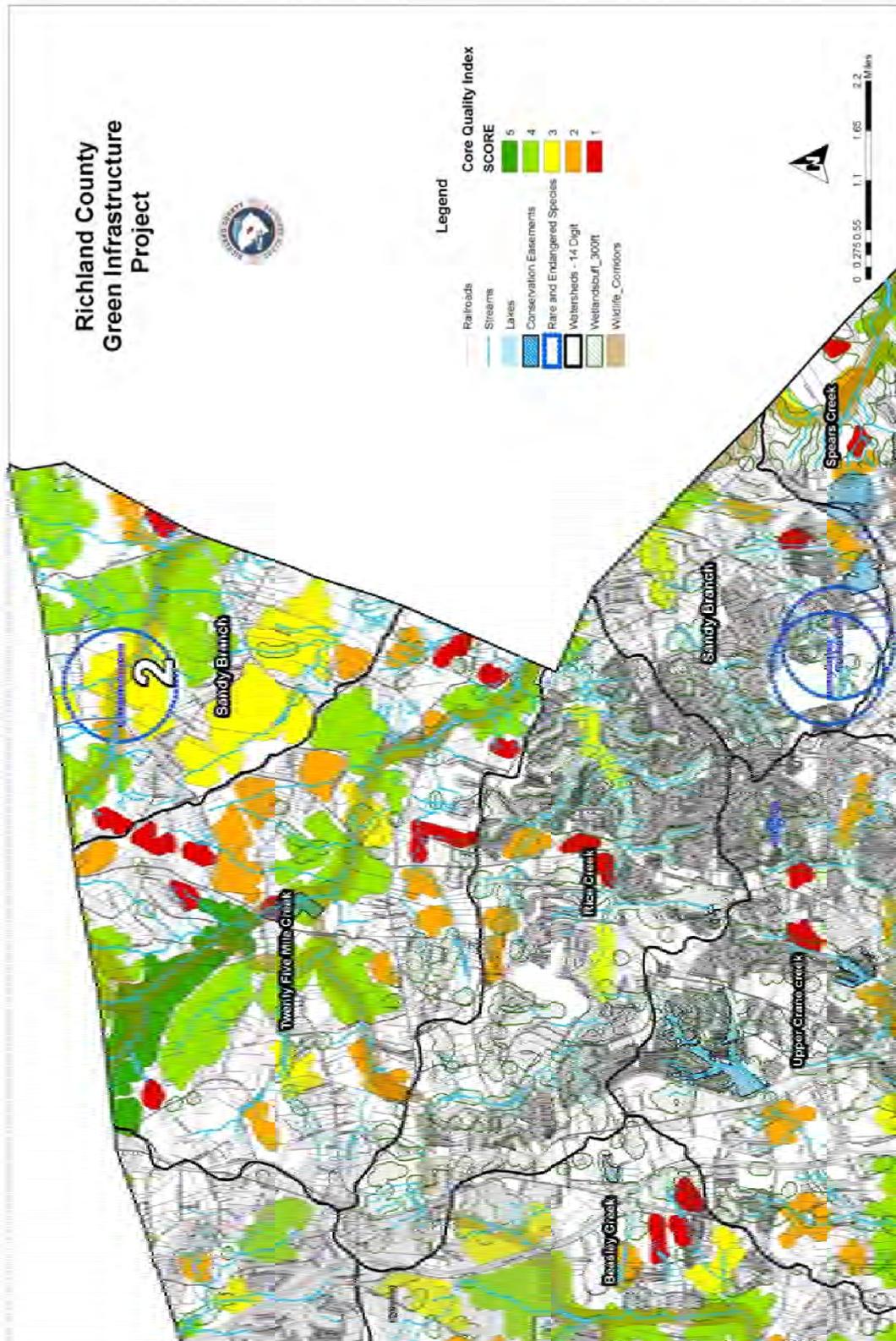
Priority Area 1 – Myers Creek/Cabin Branch Watershed



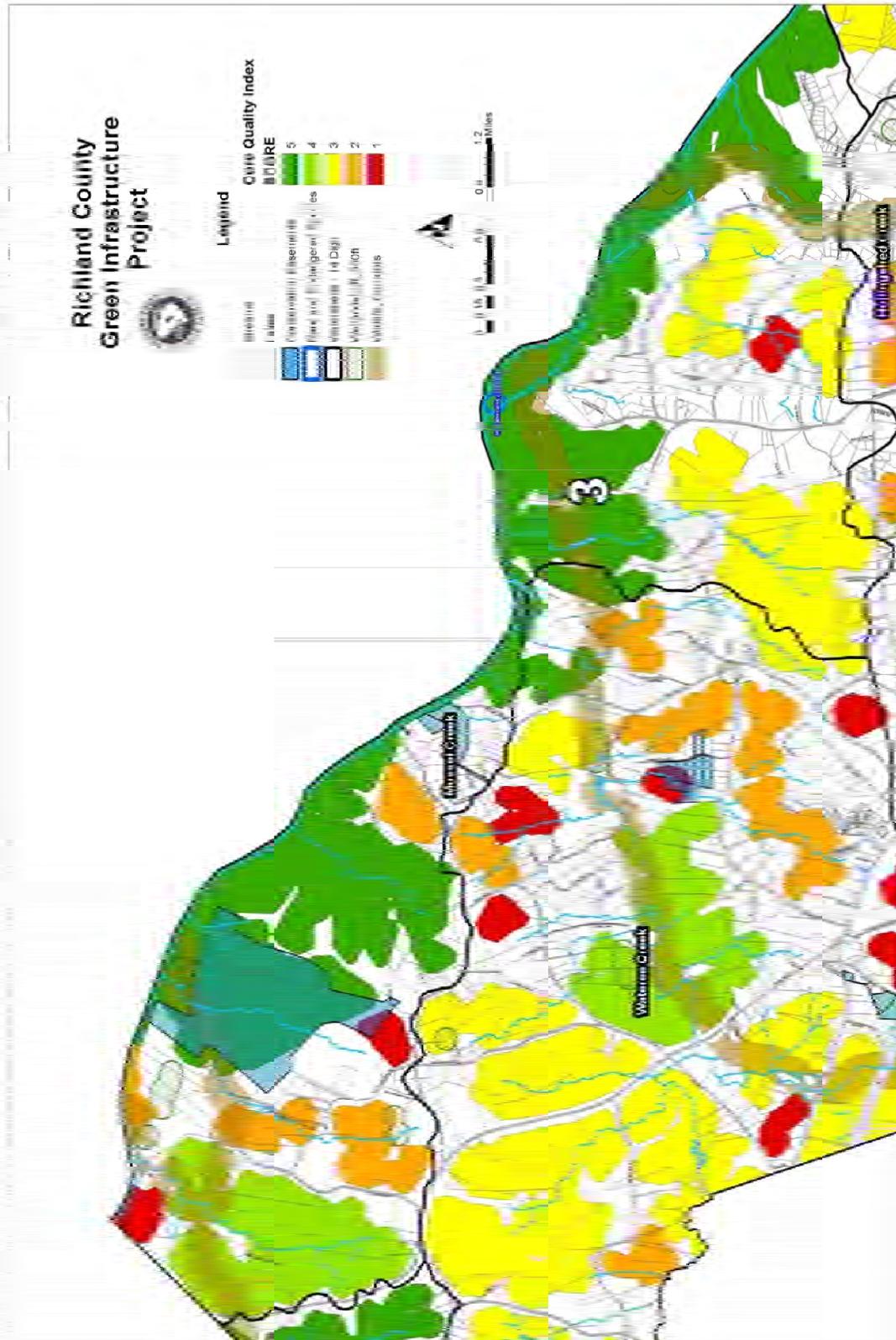
Richland County Green Infrastructure Project



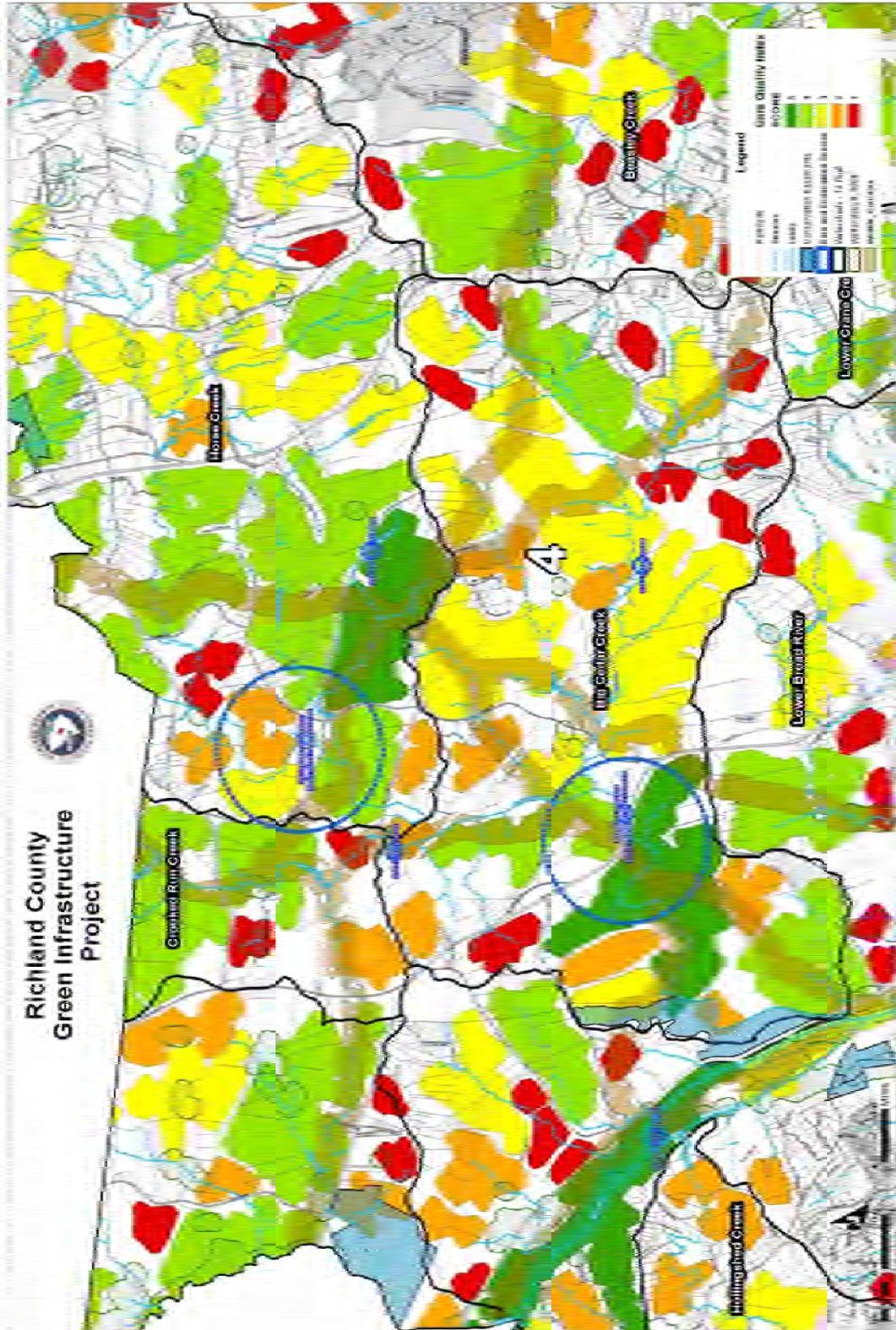
Priority Area 2 – Sandy Run Watershed



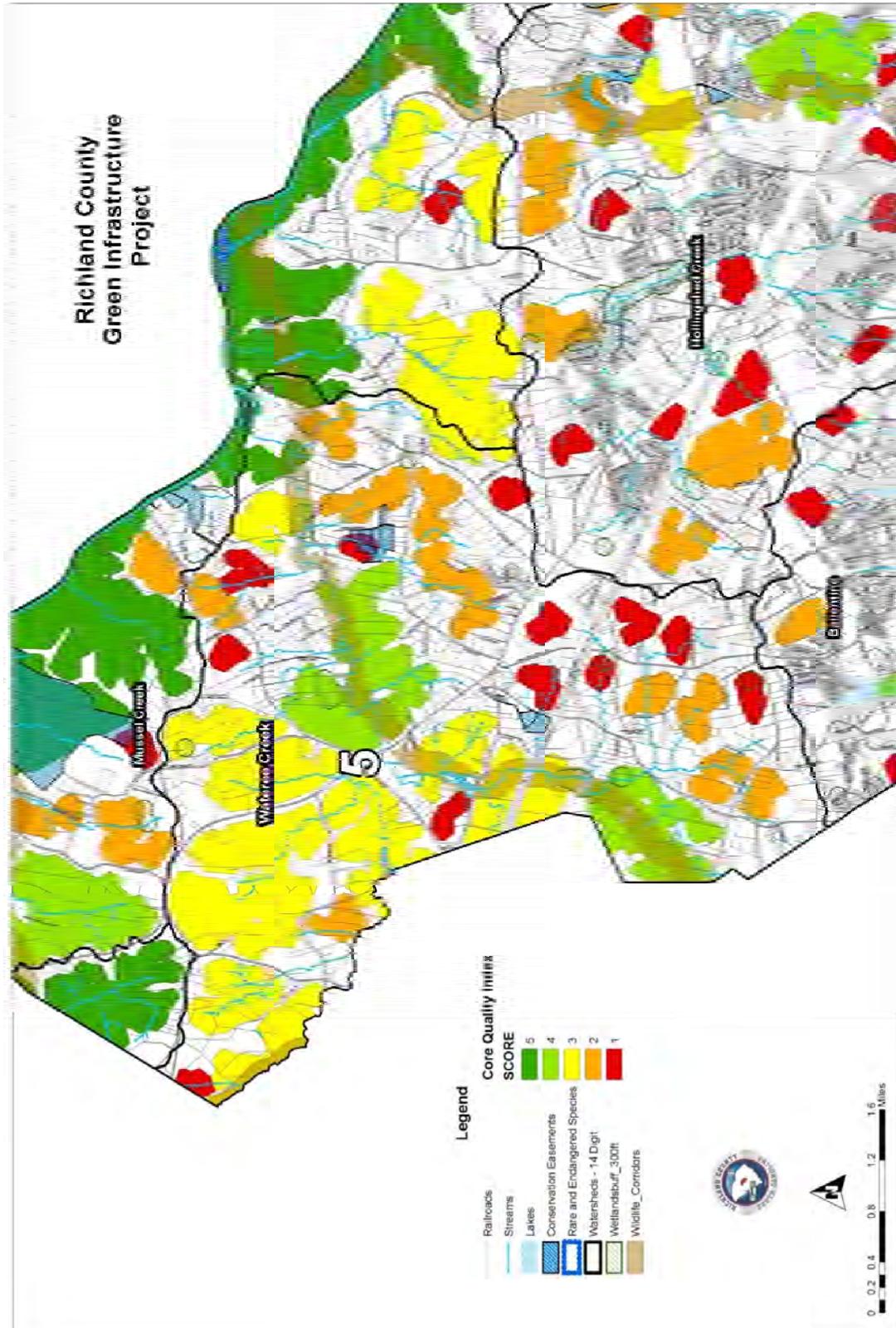
Priority Area 3 – Mussel Creek Watershed



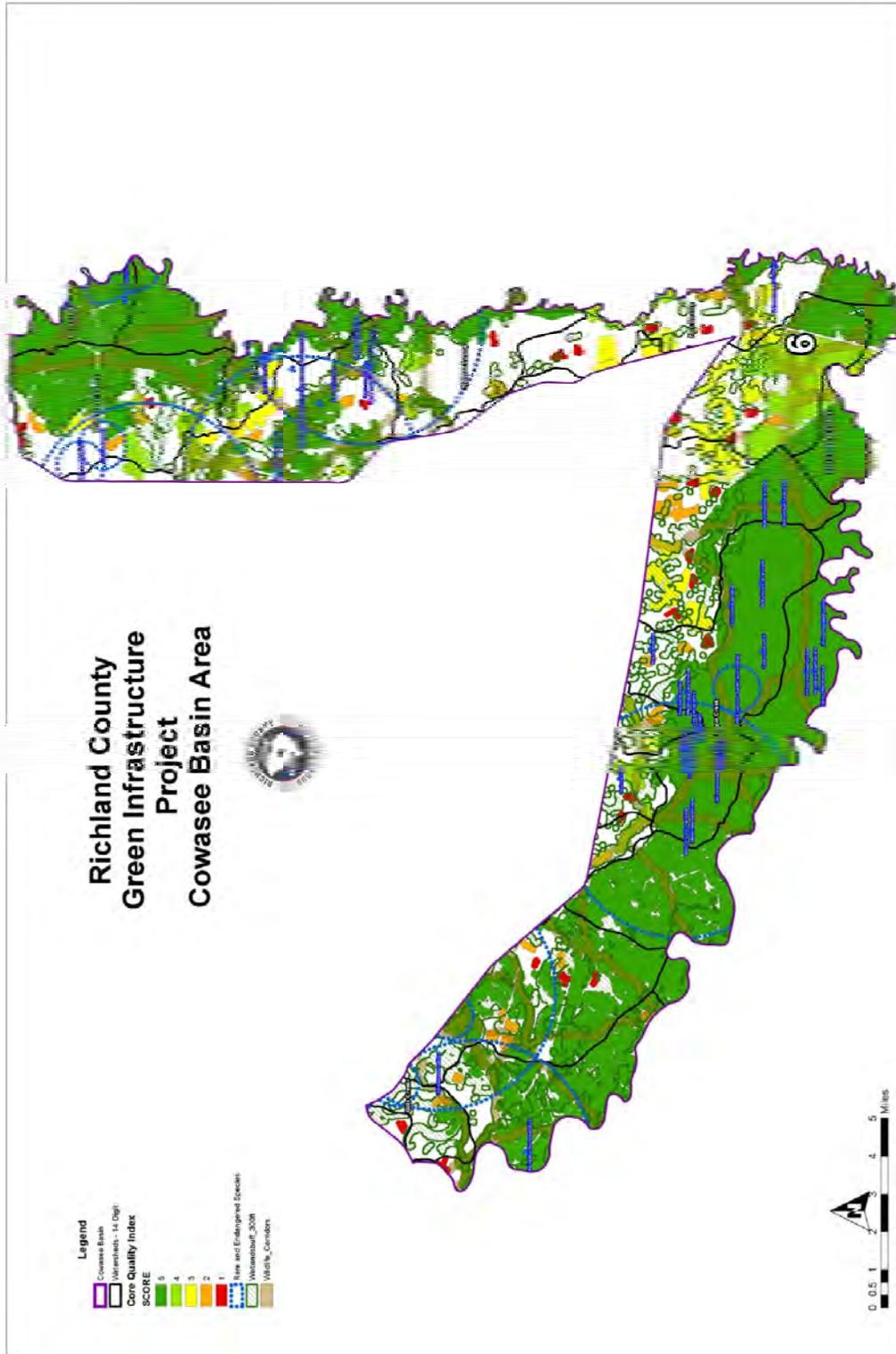
Priority Area 4 – Big Cedar Creek Watershed



Priority Area 5 – Wateree Creek Watershed



Priority Area 6 – COWASEE Basin

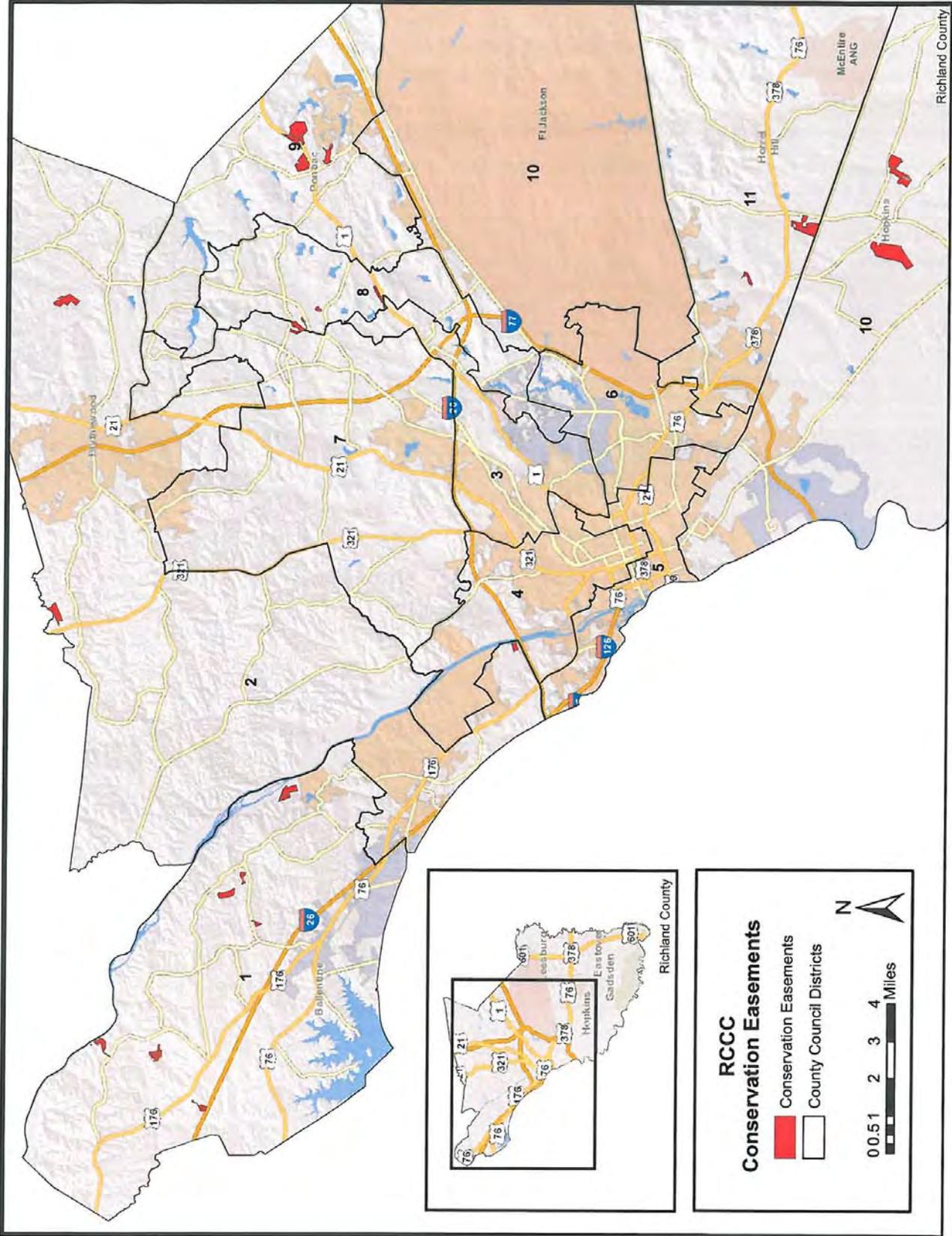


Appendix A

RCCC Land Protection Summary 7/2017

Name	Landowner	Acres	Yr Acq	Co Dist	Cost
RCCC Easements					
Connor Trust	Carol's Sanctuary LLC	29.17	2005	1	\$450,000
Country Properties	Jim Podell	9.66	2007	8	\$0
GP Monroe (1)	G. P. Monroe	70.41	2007	9	\$70,000
FD Monroe (1)	Delano Monroe	95.19	2007	9	\$0
Greenhill Parish (DAK I LLC)	John Kirk	43.06	2007	9	\$0
Eleazer	John Eleazer	63.18	2007	1	\$93,000
SB Communities(Killian/Hester Woods)	Steve Corboy	45.32	2008	7,9	\$0
GP Monroe (2)	GP Monroe	17.49	2008	9	\$0
Clark (1)	Kenneth Clark	18.47	2009	2	\$18,000
Koon	David Koon	47.03	2009	1	\$0
Bollinger	Cindy Bollinger	20.75	2009	1	\$0
Kingston Ridge (BDH Prop. LLC)	George Delk	19.97	2009	11	\$0
Mullis	Kenny Mullis	75.29	2009	2	\$75,000
Neal	J. P. Neal	57.57	2009	10	\$57,000
Clark (2)	Kenneth Clark	9.64	2010	1	\$9,600
Cottonwood, LLC	Jeff Brown	55.95	2010	2	\$52,000
Ganus	Mildred Ganus	14	2010	1	\$14,000
Troutman	Roger Troutman	7.62	2010	1	\$10,300
C.W. Haynes	Bobby Haynes	69.85	2010	10	\$70,000
Pearson	Ralph Pearson	6.72	2010	1	\$35,000
FD Monroe (2)	Delano Monroe	34.4	2010	9	\$0
Pebble Creek					
Atkinson	Gary Atkinson	13.23	2009	1	\$0
DuRant	Billy DuRant	9.87	2009	1	\$0
Hightower	Richard Campbell	5.51	2009	1	\$0
Mattox	Judy Mattox	4.63	2010	1	\$0
Wilson	Dustin Mowery	5.38	2010	1	\$0
Kilpatrick	Mike Kilpatrick	6.85	2011	1	\$0
Wooster	Debbie Wooster	3.62	2011	1	\$0
Spring Valley	Spring Valley HOA	23.97	2013	8	\$0
Hopkins Oldfield 1	Ted Hopkins	60	2013	11	\$60,000
Hopkins Oldfield 2	Ted Hopkins	60	2015	11	\$50,000
Hopkins Pincushion	Ted Hopkins	251	2015	10	\$125,500
	Total	1254.8			\$1,189,400

Appendix B



References

- ¹ USDA – NRCS Agricultural Conservation Easement Program
<https://www.nrcs.usda.gov/wps/portal/nrcs/main/national/programs/easements/acep/>
- ² Agricultural Conservation Easement Program - Agricultural Land Easements
[http://www.farmlandinfo.org/sites/default/files/Agricultural Conservation Easement Program Agricultural Land Easements 2015 AFT FICv2.pdf](http://www.farmlandinfo.org/sites/default/files/Agricultural%20Conservation%20Easement%20Program%20Agricultural%20Land%20Easements%202015%20AFT%20FICv2.pdf)
- ³ SC Conservation Bank <http://sccbanc.sc.gov/Pages/default.aspx>
- ⁴ Beaufort County Rural and Critical Lands Program <http://ruralandcritical.org/>
- ⁵ Charleston County Greenbelt <http://charlestoncountygreenbelt.org/>
- ⁶ Conservation Economics <https://www.tpl.org/how-we-work/fund/conservation-economics#sm.00012iqejqzoqdl7vn12kfyadbm7>
- ⁷ Conservation: An Investment that Pays – The Economic Benefits of Parks and Open Space
http://conservationtools.org/library_items/725-Conservation-An-Investment-that-Pays-The-Economic-Benefits-of-Parks-and-Open-Space
- ⁸ The Economic and Tax-Base Benefits of Land Conservation
<https://serppas.org/media/1078/lta-fact-sheet-economic-benefits-of-land-conservation.pdf>



Item Pending Analysis

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Department:	Community Planning & Development	Division:	Building Inspections
Contributor:	Multiple Divisions	Title:	
Date Prepared:	November 09, 2021	Meeting Date:	November 18, 2021
Approved for Consideration:	Assistant County Administrator	Aric Jensen, AICP	
Committee:	Development and Services		
Agenda Item/Council Motion:	Absentee Landlord / Ordinance Amending Chapter 16/ Rental Permit Ordinance		

EXECUTIVE SUMMARY (NARRATIVE STATUS):

At the request of Council, Community Planning and Development staff propose a three-pronged approach to address current absentee landlord related code violation conditions. First, to amend the County Code to allow the citation of any party involved, including the property owner, tenant, and/or manager. Second, to create a database of known residential rental properties with absentee (not living on-site) landlords. Third, to amend County Code to require absentee landlords to obtain a business license, enroll in an online registry, or to contract with a licensed property management firm.

KEY ACCOMPLISHMENTS/MILESTONES:

At this time, staff has identified the three approaches and the departments/staff that need to be involved in the process, and is currently drafting a workplan and organizing the working group.

PENDING ACTIONS/DELIVERABLES AND ANTICIPATED COMPLETION DATES:

- 01-Feb-2022 Workgroup committee meeting #1, 1st Draft workplan completed
- 01-Mar-2022 Workgroup committee meeting #2, 2nd Draft workplan completed
- 01-Apr-2022 1st Presentation to Development and Services Committee
- 01-May-2022 2nd Presentation to Development and Services Committee, Council Public Hearing
- 01-Jun-2022 Council 1st and 2nd Reading
- 01-Jul-2022 Council 3rd Reading and Reconsideration