Chapter 3.6 Housing Element

3.6.1: OVERVIEW

Housing is included in the Comprehensive Plan to ensure policies are in place to promote safe and affordable housing in the County and provide housing options for residents of various demographic and economic backgrounds. As a desirable place to live, the demand for housing is high in Charleston County. The County’s population increased 13 percent (40,240 residents) from 309,969 residents in 2000 to 350,209 residents in 2010. By 2030, the South Carolina Department of Revenue and Fiscal Affairs predicts that the County will reach a population of 396,700. This growth will require additional housing units that are diverse in type, size, and affordability.

Purpose and Intent
Charleston County includes the housing element in the Comprehensive Plan to comply with South Carolina State Law. Furthermore, the intent of this chapter is to promote a sufficient, diverse supply of housing with access to facilities and services and promote housing alternatives for low and moderate income households. The strategies for housing are meant to preserve existing housing stock and encourage community revitalization, while promoting a supply of safe and structurally sound homes. To further enhance the quality of life of County residents, the strategies encourage attractive land uses that promote community identity and support a wide range of housing needs with particular emphasis on promoting diverse and affordable housing opportunities.

3.6.2: BACKGROUND AND INVENTORY OF EXISTING CONDITIONS

The primary role of the County in provision of affordable and safe housing is guided by South Carolina State Law, which endows the County with certain regulatory powers over development activity. The County Government does not have a housing department dedicated to directly providing affordable housing opportunities; however, the Charleston County Community Development Department works to fund affordable housing and community revitalization projects through Federal Community Development Block Grants, Federal HOME funding, and other funding sources. This Department prepares the Five-Year Consolidated Plan, which outlines the County’s priorities for housing and community development projects. In creating this plan, the County consults with agencies and organizations actively involved in public assisted housing, affordable housing development, and homelessness. In 2016, $206,424 was allocated for the creation of two affordable rental housing units in the Town of Hollywood and $76,141 was allocated for the rehabilitation of two rental units in the City of North Charleston. $85,000 was allocated for emergency repairs of 14 housing units in various parts of the County. The majority of funding ($466,214) was allocated to the Charleston County Well, Septic, and Infrastructure Program to improve 40 housing units; these upgrades allowed families to remain in safe, affordable housing.

In addition to creating and implementing the Consolidated Plan, the County provides regulatory incentives for the provision of affordable units and monitors building standards and quality through the Building Code and the Beautification Section of the Charleston County Code of Ordinances (Ordinance #1227). The County also periodically reviews the development process for any hindrances to the provision of affordable housing and seeks out ways to streamline processes. Furthermore, the recommendations of this Comprehensive Plan, including the Future Land Use Plan, promote mixed-use growth with a variety of housing types, including the provision of affordable housing units in the County.

The County can also increase the supply of affordable housing through coordination with other agencies, such as the South Carolina Community Loan Fund (CLF). CLF is a non-profit organization established to provide a dedicated ongoing source of funding for affordable housing, as well as healthy food retail, community facilities, and community businesses. Charleston County has long partnered with CLF to

Element Goal
Quality housing that is affordable will be encouraged for people of all ages, incomes, and physical abilities.
promote the implementation of policies that reduce unnecessary barriers to affordable housing.

In May 2013, CLF hosted the first annual Tri-County Housing Summit. The County Planning Commission’s Affordable Housing Committee, along with partners from other jurisdictions and non-profits, were instrumental in the planning of the event. This day-long conference brought together professionals from the private, public, and non-profit sectors to discuss housing trends and issues, how housing matters to various fields from banking to education to government, and focused on identifying possible solutions to housing problems in the region. Since 2013, housing summits have been held annually; in March 2017, a statewide housing summit was held in Columbia, SC.

In 2017, County Council established a Special Housing Committee to address housing affordability issues in Charleston County. This Committee is, in part, utilizing the findings and strategies contained in the BCDCOG Housing Needs Assessment to address this complex issue.

Regional Housing Needs

In 2011, County Council requested that the Berkeley-Charleston-Dorchester Council of Governments (BCDCOG) conduct a regional housing needs report to: identify current and emerging housing needs and trends in the region; generate a greater understanding of local housing issues; and provide direction for addressing housing-related issues. The BCDCOG report consists of three sections:

- Community Profile;
- Housing Market Analysis; and
- Issues and Trends.

The Community Profile highlights the region’s demographics. The Housing Market Analysis includes data on the existing housing inventory, housing market, future needs, and housing issues. Analysis of these two sections, as well as national and state demographic trends, was utilized to create the Issues and Trends section, which highlights the top five most pressing issues facing the region.

Two groups - an Advisory Committee and a Focus Group - oversaw the creation of the report. Stakeholders from the private, public, and non-profit sectors partnered to provide valuable feedback in identifying the top issues, as well as the goals and strategies to address the issues.

Housing in Charleston County

In 2015, Charleston County contained 57 percent (175,607 housing units) of the total 309,113 housing units in the region. While the majority of the regional housing stock...
is in the County, development also has occurred in Berkeley and Dorchester Counties. Figure 3.6.1 indicates the growing number of housing units in the tri-county region.

Understanding the existing housing conditions in the County is crucial to planning for the needs of current and future residents. The following sections closely examine the existing housing stock by assessing housing characteristics, tenure, and costs.

Like many other communities, the majority of the housing units in Charleston County (59 percent or 102,669 homes) is in the form of single-family detached homes. As shown in Figure 3.6.2, Charleston County has a slightly more diverse housing stock than South Carolina, with 25 percent of the housing units in the form of apartments and nine percent of units in the form of townhouses, rowhouses, or duplexes. The housing stock in Charleston County is fairly comparable to that of the nation.

Figure 3.6.3 demonstrates the changing housing tenure in Charleston County. Between 1990 and 2015, the percentage of owner-occupied housing units remained relatively constant; however, the percent of renter-occupied housing units decreased slightly over the same period of time and the percent of vacant units, which include seasonal homes (second homes and vacation rentals), increased slightly.

Figure 3.6.4 compares the County’s housing tenure to state and national trends. In 2015, Charleston County had a lower percentage of owner-occupied units than both South Carolina and the United States, but the percentages of both renter-occupied units and vacant units were higher in Charleston County than either the state or nation.

The age of the local housing stock can be used as an indicator of local housing quality. Data from the American Community Survey 2011-2015 Five-Year Estimates indicates that 56 percent (97,705 units) of the housing stock in Charleston County was built after 1980, which means that the majority of the housing stock is relatively new. While this information provides some indication of the quality and age of housing, the true measure of quality is dependent on more factors than are reported in Census data. The County’s Building Code and the Beautification Section of the Charleston County Code of Ordinances (Ordinance #1227, as amended) help sustain quality housing in the County.

Home values and median gross rent both tend to be higher in Charleston County, when compared to state and national figures. In 2015, the median home value of owner-occupied homes (as reported to the Census) was $243,200. This is much higher than the state median ($139,900) and national median ($178,600). Map 3.6.1 demonstrates the median home value by Census

Figure 3.6.3: Housing Tenure in Charleston County, 1990-2015

Figure 3.6.4: Housing Tenure, 2015
block group for Charleston County in 2011 (which is the most recent spatial data available). The map demonstrates median home value in two categories: homes that are affordable* to households earning up to 120 percent of the Median Household Income ($60,159) and homes that are not affordable to the same households. As demonstrated, many areas in the County were unaffordable to households earning less than $60,159 in 2011. This remains an issue as home prices have continued to grow at a much faster pace than the median household income. In 2015, median gross rent in Charleston County was $992, again higher than the state median ($790) and national median ($928).

Housing Affordability
Housing affordability is a critical issue in the region as housing costs are consistently higher than surrounding areas and comparable metros; this is a particular concern for service workers, low- to moderate-income earners, seniors, and entry-level professionals. Figure 3.6.5 demonstrates the annual household income needed to afford to purchase a single-family detached home in Charleston County ($81,067) compared to the actual median household incomes of all residents, homeowners, and renters in Charleston County ($53,437, $71,353, and $33,938, respectively). As illustrated, the income necessary to afford to purchase a single-family detached home in Charleston County is 35 percent ($27,630) higher than the median household income earned in 2015. According to Census data, renter-occupied households earn significantly less than owner-occupied households, which indicates a greater affordability issue for the renting population.

In 2015, slightly more than one-third of homeowners and one-half of renters in Charleston County, a total of 50,890 households, were paying more than 30 percent of income on housing costs (see Figure 3.6.6). In the region, a total of 85,438 households reported that they spend more than 30 percent of income on housing costs in 2015.

*Affordable Housing means in the case of dwelling units for sale, housing in which mortgage, amortization, taxes, insurance, and condominium or association fees, if any, constitute no more than 28 percent of the annual household income for a household earning no more than 80 percent of the area median income, by household size, for the metropolitan statistical area as published from time to time by the US Department of Housing and Community Development (HUD) and, in the case of dwelling units for rent, housing for which the rent and utilities constitute no more than 30 percent of the annual household income for a household earning no more than 80 percent of the area median income, by household size for the metropolitan statistical area as published from time to time by HUD. (SC Priority Investment Act, Section 4)
Map 3.6.1: Median Home Value by Block Group in Charleston County, 2011

Legend
- Urban Growth Boundary

Median Home Value by Block Group (2011)
- Affordable to Households Earning up to 120% of median household income ($60,159)
- Unaffordable to Households Earning up to 120% of median household income ($60,159)

Note: $60,159 is 120% of the median household income in Charleston County in 2011.
Source: American Community Survey Five-Year Estimate, 2007-2011
Housing Issues and Trends

1. Lack of affordability
2. Housing located far from employment centers and public facilities
3. Lack of diverse housing options
4. Regulatory barriers
5. Lack of an active partnership

As shown in Figure 3.6.7, Charleston County consistently had the highest median sales prices of homes in the region between 2011 and 2016, based on data from the Charleston Trident Association of Realtors (CTAR).

Table 3.6.1 demonstrates the average sales prices of homes in the region in 2012, according to CTAR data. To account for possible outliers in the data, Charleston County was assessed with and without home sales in the beach communities, where home prices are very high. Berkeley County was also assessed with and without home sales on Daniel Island, where home prices are also very high. The income necessary to afford the average-priced home in any area of the region is higher than both the regional median household income in 2011 ($51,332) and the median household income in Charleston County in 2011 ($50,133). It should be noted that Table 3.6.1 compares average sales data to median household income data because neither median sales data nor average household income was available for comparison.

As stated in the 2016 Economic Scorecard, published by the Charleston Regional Development Alliance (CRDA), while average wages in the Charleston region have continued to grow since 2005, the region’s average wages are only 85 percent of the national average. Figure 3.6.8 provides an example of how residents employed as firefighters, teachers, and service workers are not earning enough to afford housing in the region.
Location of Housing that is Affordable

Much of the most affordably-priced housing is located in rural parts of the County, far from employment centers. This results in some residents driving further to find housing they can afford, which can increase living expenses by 15 percent or more depending on your location (according to the Center for Neighborhood Technology or CNT), increase traffic congestion, excessively burden transportation infrastructure, and negatively impact economic development and the quality of the environment.

CNT created the Housing + Transportation (H+T) Affordability Index, which analyzes transportation costs and factors them into overall housing costs. In suburban and rural communities located outside of expensive metro centers, housing prices are often lower; however, the transportation costs are higher, reducing, and sometimes even eliminating, the savings made possible by lower housing prices. In Charleston County, transportation costs are estimated to cost households approximately 24 percent of their annual income, by CNT. The BCDCOG report looked at public transportation accessibility in the region and found that only 31 percent of residents (206,745 residents) in 2010 lived within one-quarter mile of a public transit stop (see Figure 3.6.9). When residents live further than one-quarter mile from public transit, they are much less likely to utilize the service, which means that nearly 70 percent of residents in the region are not likely to use public transportation. Looking at commuting patterns as reported by the Census, it is even more evident that public transportation is severely underutilized in the Charleston area - only two percent of the County’s population reported using public transportation to commute to and from work. Nearly six percent of workers reported that they either walked or biked to work. The dependency on automobiles in the region is resulting in sprawling development, traffic congestion, and high costs for local governments and taxpayers to maintain the extensive road infrastructure system.

Housing that is affordable to residents should be encouraged in the Urban/Suburban Area of Charleston County where public infrastructure, facilities, and employment exist. Encouraging infill development will increase the concentration of residents near existing public transportation stops, which could increase utilization of the routes and decrease reliance on automobiles.

<table>
<thead>
<tr>
<th>Region</th>
<th>Average Sales Price</th>
<th>Income Necessary to Afford</th>
<th>Necessary Income as % of MHI</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region</td>
<td>$265,806</td>
<td>$88,804</td>
<td>173% of MHI</td>
</tr>
<tr>
<td>Berkeley County</td>
<td>$214,334</td>
<td>$71,351</td>
<td>139% of MHI</td>
</tr>
<tr>
<td>Berkeley County (without Daniel Island)</td>
<td>$173,000</td>
<td>$58,005</td>
<td>113% of MHI</td>
</tr>
<tr>
<td>Charleston County</td>
<td>$314,207</td>
<td>$104,717</td>
<td>204% of MHI</td>
</tr>
<tr>
<td>Charleston County (without Beach Communities)</td>
<td>$278,003</td>
<td>$92,911</td>
<td>181% of MHI</td>
</tr>
<tr>
<td>Dorchester County</td>
<td>$176,931</td>
<td>$59,032</td>
<td>115% of MHI</td>
</tr>
</tbody>
</table>

Note: MHI is an acronym for Median Household Income. The regional MHI in 2011 was $51,332. Source: Multiple Listing Service (MLS) Closed Sales, Charleston Trident Association of Realtors, 2012.
Diverse Housing Options

Changing demographics and lifestyle preferences are resulting in changing housing preferences. Nationally, household sizes have been decreasing for years, and Charleston County is no different. From 1990 to 2015, the average number of persons per household decreased from 2.61 to 2.44 in the County. Additionally, the number of single-person households increased from 2000 to 2010, as shown in Figure 3.6.10. In 2010, single-person households in Charleston County comprised 39 percent (56,035 households) of the total households; however, surprisingly, this number fell to 47,217 households in 2015 (32 percent). Additionally, almost a third of those households were individuals over 65 years of age. The number of single-person households is expected to increase in future years. By 2025, nationally, single-person households are expected to equal family households; by 2050, single-person households are expected to exceed family households.

Decreasing household sizes will impact the types of housing units that need to be provided. As mentioned previously, in 2015, the majority (59 percent) of the housing stock in the County was in the form of single-family detached units. Figure 3.6.11 demonstrates the size of existing homes in the County, South Carolina, and United States based on the number of bedrooms. In the County, 62 percent of housing units have three or more bedrooms. The existing housing stock and size of units might not be compatible for current and future residents in the County as household sizes continue to decrease and more people live alone.

Lifestyle changes are also already impacting local housing markets. Two generations, the Millennials and Baby Boomers, have very distinct needs and preferences when choosing where and how they want to live. Baby Boomers have traditionally lived in large, single-family detached homes, often in suburban settings; however, as they age, they may prefer smaller homes located closer to services. Some may not want the onus that comes with home maintenance and as they stop driving, walkable environments with access to public transportation could be important.

Millennials, the largest generation in the United States at around 86 million people, have very different preferences than the generations before them. Millennials tend to move more, desire more urban or dense suburban settings with access to public transportation, are less likely to marry at a young age, and are better educated. Renting is often more prevalent in this generation. The mobility afforded by renting is attractive to many Millennials and changes to mortgage lending practices combined with large
amounts of student loan debt may make homeownership unattainable for many. Overall, people of all ages are finding renting more appealing than homeownership. In recent years, the perception of renting has changed (see Reference Box 3.6.1). According to the American Community Survey 2011-2015 Five-Year Estimates, approximately 39 percent of the housing units in Charleston County (58,268 units) are renter-occupied, which is higher than the proportions of renters in both South Carolina (31 percent) and the United States (36 percent).

**Public Housing Programs**

For households earning Low to Moderate Income (LMI), which is between 30-50 percent of the area median income (less than $33,000 for a family of four), public housing and housing vouchers are available through local housing authorities and funded by the US Department of Housing and Urban Development (HUD). In 2015, 4,588 public housing units existed in Charleston County. Three primary agencies, the City of Charleston Housing Authority, City of North Charleston Housing Authority, and Charleston County Housing and Redevelopment Authority, manage these units. Despite the number of units in existence, the waiting lists for these units and housing vouchers are very long, with each agency having hundreds of citizens on their waiting lists.

**Affordable and Workforce Housing**

Households earning between 30 percent and 80 percent of the AMI (less than $52,800 for a family of four) may qualify for affordable housing assistance, while households earning between 80 percent and 120 percent of the AMI (less than $79,200 for a family of four) may qualify for Workforce Housing. Affordable and Workforce Housing is often provided from funding through the Community Development Block Grant and HOME programs administered by HUD or non-profit organizations, such as the South Carolina Community Loan Fund and Habitat for Humanity. City and county ordinances can also be instrumental in encouraging affordable and workforce housing development. As of 2016, 1,262 affordable or workforce units existed in Charleston County, with the majority of units located in the City of Charleston, Town of Mount Pleasant, and City of North Charleston.

**Impacts on the Housing Market**

Trends unique to the Charleston area are impacting the local housing market. As Charleston continues to be a major tourist destination, short-term rentals have proliferated in all parts of the County. As property investors continue to acquire properties for conversion into short-term rentals, local governments will have to ensure the existing housing market is sustained and that the rentals do not negatively impact the quality of life for existing residents and neighborhoods. The City of Charleston and Charleston County are both study-
ing the short-term rental market and working to draft regulations.

Another trend is the increased development of multi-family units. Most of the multi-family development is occurring in the City of Charleston and Town of Mount Pleasant. The County should continue to promote denser development within the Urban/Suburban Area, where infrastructure and services exist; however, the impacts of these developments should be considered, and infrastructure should be improved as necessary. Much of the multi-family development is being driven by the growing population of students enrolled in higher education institutions, as well as the growing number of young professionals coming to the Charleston area.

**Group Quarters**
Not all residents live in individual privately-owned or rented homes. A small proportion of the County’s population (3 percent or 12,067 residents) resided in group quarters in 2015, which can be categorized into two general groups - institutional and non-institutional. The institutionalized group quarters population includes but is not limited to people living in adult correctional facilities, juvenile facilities, nursing facilities/skilled nursing facilities, in-patient hospice facilities, residential schools for people with disabilities, and hospitals with patients who have no usual home elsewhere. The non-institutionalized group quarters population includes people living in college/university student housing, military barracks, emergency and transitional shelters, and group homes. Residents living in group quarters will most likely increase as the population ages and as the educational institutions in the region expand. The types of group quarters, such as assisted living facilities, nursing homes, and dormitories, may need to be expanded to accommodate these groups of residents.

**Regulatory Barriers to Affordable Housing**
The BCDCOG report identified regulatory barriers as a prominent housing issue. Most specifically, local zoning regulations can often unintentionally encourage low-density, single family/single lot development, resulting in higher priced housing and environments where residents are forced to drive to services, offices, employment centers, and parks. Local zoning regulations should, instead, encourage a variety of housing types and sizes, as well as offer bonus densities and other incentives to encourage the development of affordable or workforce housing located near employment centers, services and public transportation.

Federal regulations can also unintentionally create hardships to housing affordability. Most recently, the Biggert-Waters Flood Insurance Reform Act of 2012 has the potential to negatively impact housing affordability in Charleston County. As a coastal community, changes to FEMA and the National Flood Insurance Program (NFIP) will result in increased rates for many homes located in flood zones.

**Lack of Active, Collaborative Housing Partnership**
The final housing issue that was identified in the BCDCOG report is the lack of an active partnership among regional stakeholders. Several separate organizations with some stake in housing exist throughout the region; however, there is little collaboration occurring. One of the goals of the annual Housing Summits is to create an active partnership to address housing and related issues.

**Addressing Housing Issues**
The BCDCOG report suggests the following goals to address housing issues in the region:

1. Increase the proportions of both owner- and renter-occupied homes in the region that are affordable to households earning below 120 percent of the regional median household income ($61,598) and are located in close proximity to employment centers and existing public infrastructure by at least ten percent by 2020. Diverse housing types should be encouraged.

2. Increase the average hourly wages and salaries in the region paid by existing industries, encourage the recruitment of businesses and industries that pay the wages necessary to afford housing ($32.37/hour), and train residents to obtain higher paying jobs through coordination with the Charleston Regional Development Alliance (CRDA) and local Economic Development departments. This will also require collaboration with local Chambers of Commerce.

Several strategies are included within the BCDCOG report to begin working towards accomplishing the above goals. The County should continue to participate in regional Housing Summits and continue to serve on the regional housing task force.
3.6.3: HOUSING ELEMENT GOAL

Quality housing that is affordable will be encouraged for people of all ages, incomes, and physical abilities.

Housing Element Needs
Housing Element needs include, but are not limited to, the following:
- Meeting the projected demand for a growing and diverse population;
- Promoting housing that is affordable to all residents; and
- Ensuring that all homes are safe and structurally sound.

3.6.4: HOUSING ELEMENT STRATEGIES AND TIME FRAMES

The County should undertake the following action strategies in support of the Housing Goal and the other elements of this Plan. These implementation strategies will be reviewed a minimum of every five years and updated every ten years from the date of adoption of this Plan.

H 1. Coordinate with adjacent jurisdictions, the SC Community Loan Fund, and other affordable housing agencies in pursuit of supplying housing that is affordable to all residents.

H 2. Continue to support funding for affordable and workforce housing agencies such as the SC Community Loan Fund and local housing authorities.

H 3. Maintain and develop incentives in the Zoning and Land Development Regulations Ordinance, such as density bonuses, transfers of density, accessory dwelling units, and mixed-use development provisions to promote diverse housing options that are affordable to all residents and are located within walking distance to services, retail, employment opportunities, and public transportation.

H 4. Support existing communities by maintaining the existing housing stock and ensuring that infill development preserves and enhances the character of communities.

H 5. Continue to enforce the Building Code and Beautification Section of the Charleston County Code of Ordinances (Ordinance #1227) and coordinate with other jurisdictions to maintain housing stock in a safe and habitable condition that meet all Federal Emergency Management Agency (FEMA) requirements.

H 6. Adopt innovative planning and zoning techniques such as Form-Based Zoning District regulations to encourage mixed-use developments with diverse housing options in walking distance to services, retail, and employment opportunities.

H 7. Continue to encourage provision of housing that is affordable to all residents and meets the needs of the diversifying population (e.g., rental apartments, townhouses, duplexes, and first time home buyer initiatives).

H 8. Charleston County should be proactive in promoting housing that is affordable to all residents through incentives and removal of regulatory barriers.

H 9. Support the findings of local and regional housing studies and implement applicable strategies by adopting amendments to the Zoning and Land Development Regulations Ordinance and coordinating with other County departments, outside agencies, non-profit organizations, and private businesses/industries.
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