

Zoning Docket from April 15, 2019 Public Hearing

Docket Number	Applicant	CC DIST.	STAFF REC.	GCPC REC.	P&D REC.	COUNCIL ACTION
CZ-2019-12	Joe Bryant, Seamon Whiteside & Associates for Judson Mill Ventures, LLC Easley Bridge Road, 2 nd Avenue and 6 th Street (Judson Mill) 0115000400100, 0115000400300, 0114001000100, 0114001000104, 0114001000102, 0114001000105, 0114001000103 and 0114001000106 PD, Planned Development to PD, Planned Development (Major Change)	23	Approval with conditions	Approval with conditions as amended 4-24-19		
Public Comments	<p>Some of the general comments made by Speakers at the Public Hearing on April 15, 2019 were:</p> <p><u>Speakers For:</u></p> <p>1) Applicant</p> <ul style="list-style-type: none"> • Here to answer any questions <p>2) Applicant</p> <ul style="list-style-type: none"> • Here to answer any questions <p><u>Speakers Against:</u></p> <p>None</p> <p>List of meetings with staff: Applicant 1/4/19, 1/22/19 & 3/4/19</p>					<p>Petition/Letter For: None</p> <p>Against: None</p>
Staff Report	<p>ANALYSIS:</p> <p>This existing property has already been approved for a PD, Planned Development, and Phase 1 has an approved Final Development Plan (FDP) with construction underway. The applicant is proposing a Major Change to the existing PD that would cover Phases 1 and 2 of the development. The changes are summarized as:</p> <ul style="list-style-type: none"> • Allow additional uses • Create a “Mix of Uses” designation • The inclusion of future buildings, parking, and stormwater management facilities – locations to be determined as development progresses <ul style="list-style-type: none"> ○ Staff has concerns that the “Mix of Uses” area along Easley Bridge Road needs to have a commitment to a continuous street edge and four-sided architecture along this road. The lack of building forms, combined with the allowed parking use, suggests the possibility of a huge parking lot facing Easley Bridge Road, rather than an active, pedestrian-oriented edge. • Acknowledgement of the future vacation of railroad ROW, to be included in the “Mix of Uses” designation • Additional residential units, to a maximum of 400 • Changes to the development schedule • Acknowledgement that SCDOT will not permit sidewalks along 6th Street • Landscaping and buffering requirements, based upon available area on the property • New parking ratios to accommodate the requested uses in the “Mix of Uses” area/s <ul style="list-style-type: none"> ○ There should be a statement that should these ratios be determined to not be adequate 					

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in the future, based on evidence seen by the County, that the ratios will be revised with a required amendment.

- Provisions for a parking garage, at such time when uses dictate the need for such
 - Staff has concerns that there isn't a suggested mechanism for maintaining/tracking minimum required parking; this has proven problematic at other mill redevelopment projects
 - Additionally, there isn't a description about how the loss of parking spaces at the deck's location will be accommodated during construction. Some kind of "swing space" for construction materials, equipment, etc. will also be required which will impact even more surface spaces.
- More information is provided about signage

Most of these changes provide greater clarity for the project, so staff is generally supportive of the request, except where noted above. Some of the proposed uses are questionable, given the residential character of the surrounding area and identification of the adjacent area to remain residential on the Judson Community Plan Map (located on the back of report). The applicant states that they have not had a community meeting to receive a neighborhood reaction. In conversations with Greenville County Redevelopment Authority (GCRA), staff has determined that the following uses are not a good fit for the neighborhood:

- Arena/stadium (parking and traffic concerns; allowed in C-3, S-1, and I-1 as a Use by Special Exception)
- Outdoor amusement commercial (noise; allowed in C-2, C-3, and S-1) – indoor would be acceptable
- Broadcasting studio (towers, antennae, and dishes would have negative impact on neighborhood; permitted in OD, POD, C-1, C-2, C-3, and S-1) – radio-only broadcasting would be acceptable
- Communication tower (would have a negative visual impact on the neighborhood; Use by Special Exception in all residential zones, OD, POD, NC, C-1; permitted in C-2, C-3, S-1, and I-1) – only a stealth communication facility would be acceptable, with SHPO approval on historic buildings
- Dry cleaning facility - needs to be clarified to say "on premises if clothing is brought in by customers"; (otherwise, only permitted in S-1 and I-1)
- Emergency services (access would be problematic, noise, 24/7 use, although permitted in all commercial, service, and industrial zones)
- Outdoor flea market (loss of parking) – indoor would be acceptable
- Garden center (loss of parking, storage of materials, large deliveries of materials)
- Motel (neighborhood character would be negatively affected) – a smaller hotel might be acceptable, with a maximum number of rooms
- Kennel with outside runs (noise, visual impacts; permitted in S-1)
- Mini-warehouse (wouldn't be a pedestrian-friendly business, would create blank walls with little active use; conditional use in C-2 and C-3, permitted in S-1 and I-1)
- Night club/tavern (may not be desired by the neighborhood, only permitted in C-2)
- Shopping center (retail is already permitted, so this is redundant)
- Storage units – if permitted only inside existing buildings (Zoning Ordinance refers to "storage units" as temporary pods/containers that are on site for no more than 30 days, so a definition is needed)
- Theater/motion pictures – identify a maximum number of seats to limit parking impacts
- Outdoor recreation (could impact the neighborhood with traffic, parking, noise, and potentially lighting, depending on the use)

Further, staff has some non-substantive grammatical and clarification comments that should be

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addressed prior to the document being finalized.

SUMMARY:

The proposed Major Change includes the Judson Mill and some surrounding properties. The subject properties are approximately 0.6 miles west of the intersection of Easley Bridge Road and Pendleton Street. The parcel has approximately 880 feet of frontage along Easley Bridge Road, 90 feet of frontage along C Street, 250 feet of frontage along B Street, 220 feet of frontage along Lyncrest Street, 40 feet of frontage along 5th Street, 160 feet of frontage along Neubert Street, 1,250 feet of frontage along 6th Street, 600 feet of frontage along 2nd Avenue and 220 feet of frontage along 3rd Avenue.

The applicant is requesting to rezone the property to PD, Planned Development Major Change to add additional uses, add square footage, to phase parking requirements as needed, and other clarifications, as described in greater detail above.

CONCLUSION:

The applicant is proposing a Major Change to the approved Judson Mill Planned Development. Staff is of the opinion that some of the uses proposed by the applicant would not be consistent with the surrounding existing uses and neighborhood. Staff is further concerned that the applicant did not have a community meeting to vet this proposal; without that input, staff turned to GCRA, who is very active in the community. Finally, there are some concerns about the completeness of the information regarding important concepts such as parking, the commitment to quality architecture and design along Easley Bridge Road, and some grammatical and clarity issues.

Based on these reasons staff recommends approval with the following conditions of the requested major change to the PD, Planned Development.

STAFF RECOMMENDATION: Approval with the following conditions:

- Prior to any Final Development Plans being submitted to the County, remove the following uses:
 - Arena/stadium
 - Outdoor amusement commercial
 - Broadcasting (television) studio – clarify that radio is permitted
 - Emergency services
 - Outdoor flea market
 - Garden center
 - Motel
 - Kennel with outside runs
 - Mini-warehouse
 - Night club/tavern
 - Shopping center
 - Outdoor recreation
- Prior to any Final Development Plans being submitted to the County, refine, to staff's satisfaction, the following uses:
 - Broadcasting (television) studio – clarify that radio is permitted
 - Communication tower – clarify that only stealth design on existing buildings/structures is permitted
 - Dry cleaning facility - clarify to say "on premises if clothing is brought in by customers"
 - Hotel – clarify a maximum number of rooms
 - Storage units – clarify only inside existing buildings and provide a definition
 - Theater/motion pictures – clarify a maximum number of seats to limit parking impacts
- Prior to any Final Development Plan being submitted to the County, add a statement to address the requirement for a Major/Minor Change submittal, should parking ratios prove

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	<p>to be inadequate in the future.</p> <ul style="list-style-type: none">• Prior to any Final Development Plans being submitted to the County, provide a plan/method, approved by staff, to track needed and available parking with each building permit and/or use, to ensure approved ratios are being met.• Prior to any Final Development Plans being submitted to the County, add language, to staff's satisfaction, offering greater detail on the parking garage construction and how adequate parking shall be maintained for any and all existing uses. Also include any drawings deemed necessary by staff.• Prior to any Final Development Plans being submitted to the County, conceptually show the anticipated buildings along Easley Bridge Road in a manner that will create an attractive, active, and pedestrian-oriented edge with four-sided architecture.• Prior to any Final Development Plans being submitted to the County, address the grammatical and clarification comments to staff's satisfaction.
Planning Commission	<p>At the April 24, 2019 Planning Commission meeting the Commission members voted to approve the zoning request with the following additional condition:</p> <ul style="list-style-type: none">• The final development plan comes back before Planning Commission for approval.

DOCKET NUMBER: CZ-2019-12

APPLICANT: Joe Bryant, Seamon Whiteside & Associates for Judson Mill Ventures, LLC

PROPERTY LOCATION: Highway 123 and 2nd Avenue (Judson Mill)

PIN/TMS#(s): 0115000400100, 0115000400300, 0114001000100, 0114001000104, 0114001000102, 0114001000105, 0114001000103 and 0114001000106

EXISTING ZONING: PD, Planned Development

REQUESTED ZONING: PD, Planned Development (Major Change)

ACREAGE: 36

COUNCIL DISTRICT: 23 – Norris

ZONING HISTORY: Parcels 0115000400300 and a portion of 0115000400100 were originally zoned R-7.5, Single-Family Residential in June 1973, as part of Area 4A. Parcels 0114001200200, 0114001200300, 0114001200400, 0114001200500, 0114001200600 and 0114000300300 were originally zoned I-1, Industrial in June 1973, as part of Area 4A. There was a successful PD, Planned Development rezoning request of all the parcels in 2016, CZ-2016-65.

EXISTING LAND USE: vacant industrial and vacant land

AREA CHARACTERISTICS:

Direction	Zoning	Land Use
North	C-2	retail, convenience store, restaurant and vacant land
East	R-7.5	single-family residential
South	R-7.5	single-family residential
West	R-7.5	single-family residential

WATER AVAILABILITY: Greenville Water

SEWER AVAILABILITY: Parker Sewer

FUTURE LAND USE: The subject property is part of the Judson Community Plan and is designated as an area owned by Milliken and Co. The surrounding properties are identified as existing single family residential with some potential infill housing shown on the Judson Community Plan map provided in the report.

ROADS:

Easley Bridge Road: four-lane State-maintained major arterial
 C Street: two-lane State-maintained local
 B Street: two-lane State-maintained local
 Lyncrest Street: two-lane State-maintained local
 5th Street: two-lane State-maintained local
 Neubert Street: two-lane State-maintained local
 6th Street: two-lane State-maintained local
 2nd Avenue: two-lane State-maintained local
 3rd Avenue: two-lane State-maintained local

TRAFFIC:

Location of Traffic Count	Distance to Site	2011	2014	2017
Easley Bridge Road	0'	18,500	17,400 -6%	20,200 +16.1%
6 th Street	1,700' E	550	550 0%	500 -9%

ANALYSIS:

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STAFF RECOMMENDATION:

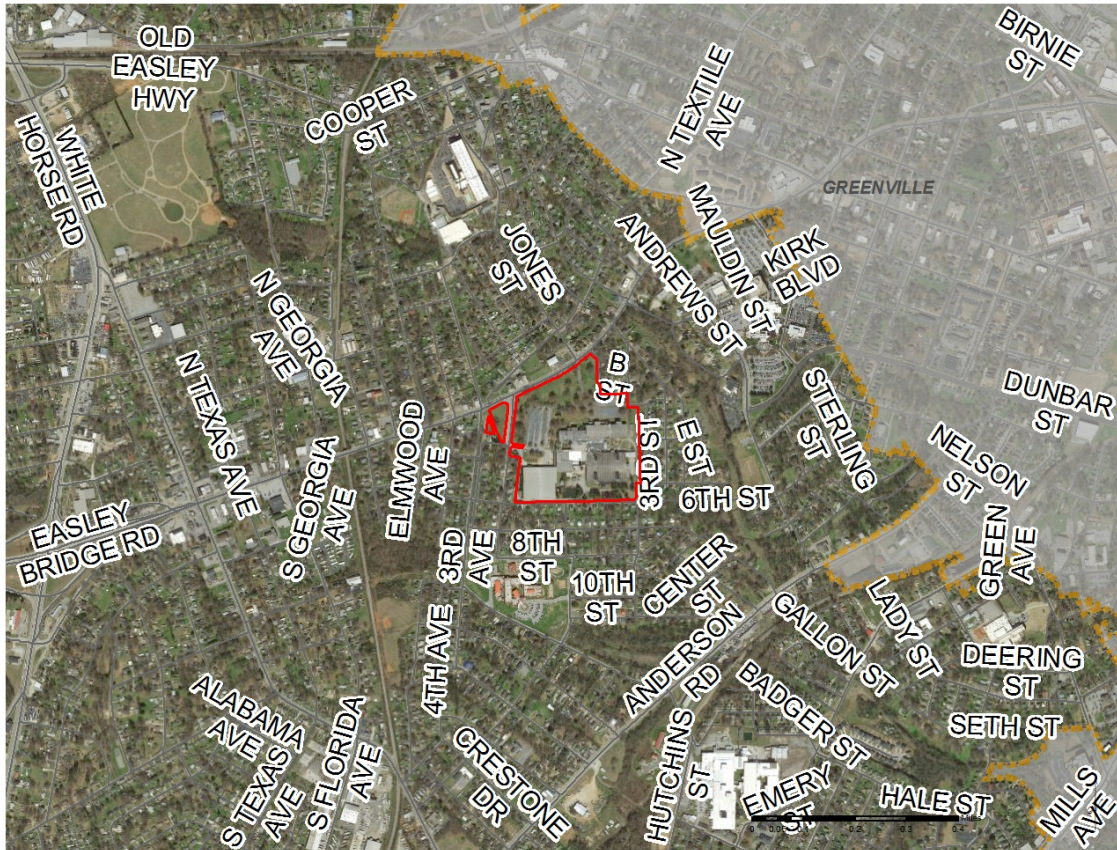
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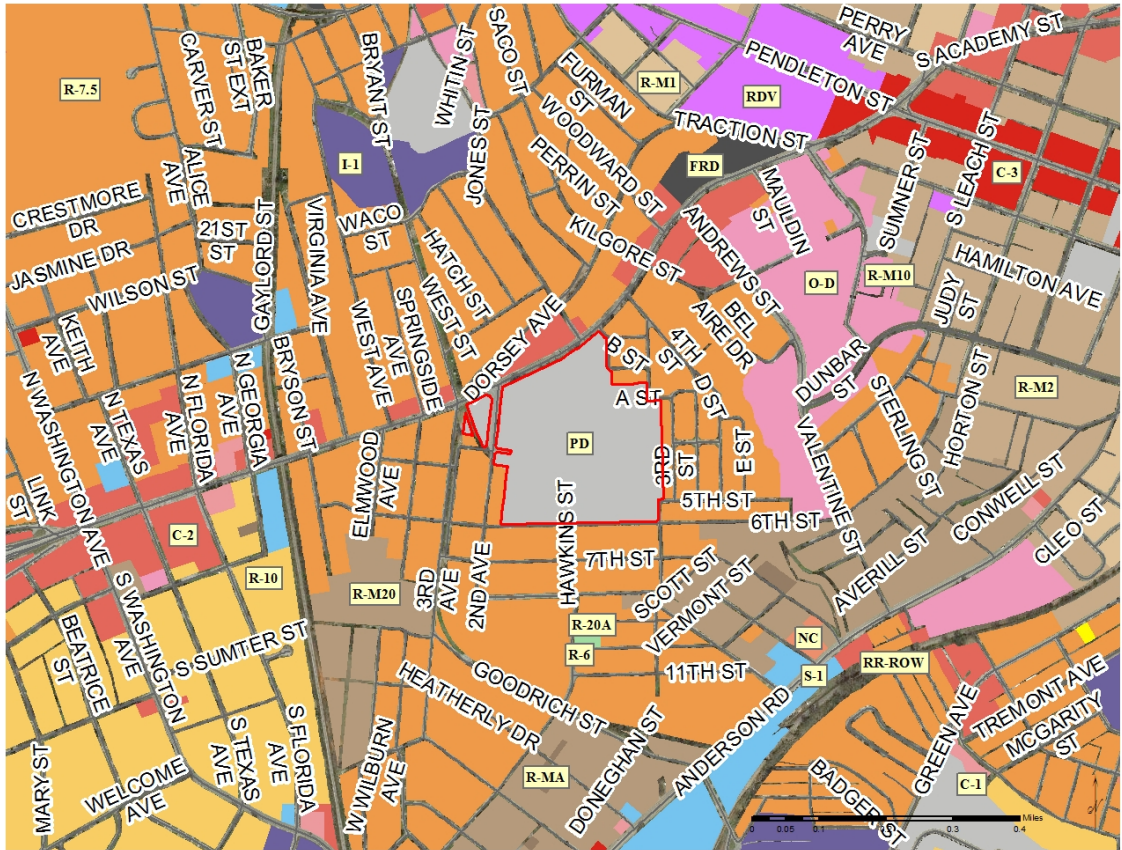
This approval does not constitute approval of a Final Development Plan (FDP) which is required before any of the following permits can be issued:

- Stormwater/Sedimentation/Erosion Control plans required by Greenville County Land Development
- Encroachment permits required by Greenville County Engineering or SCDOT
- Building Permits



Aerial Photography, 2018





Zoning Map

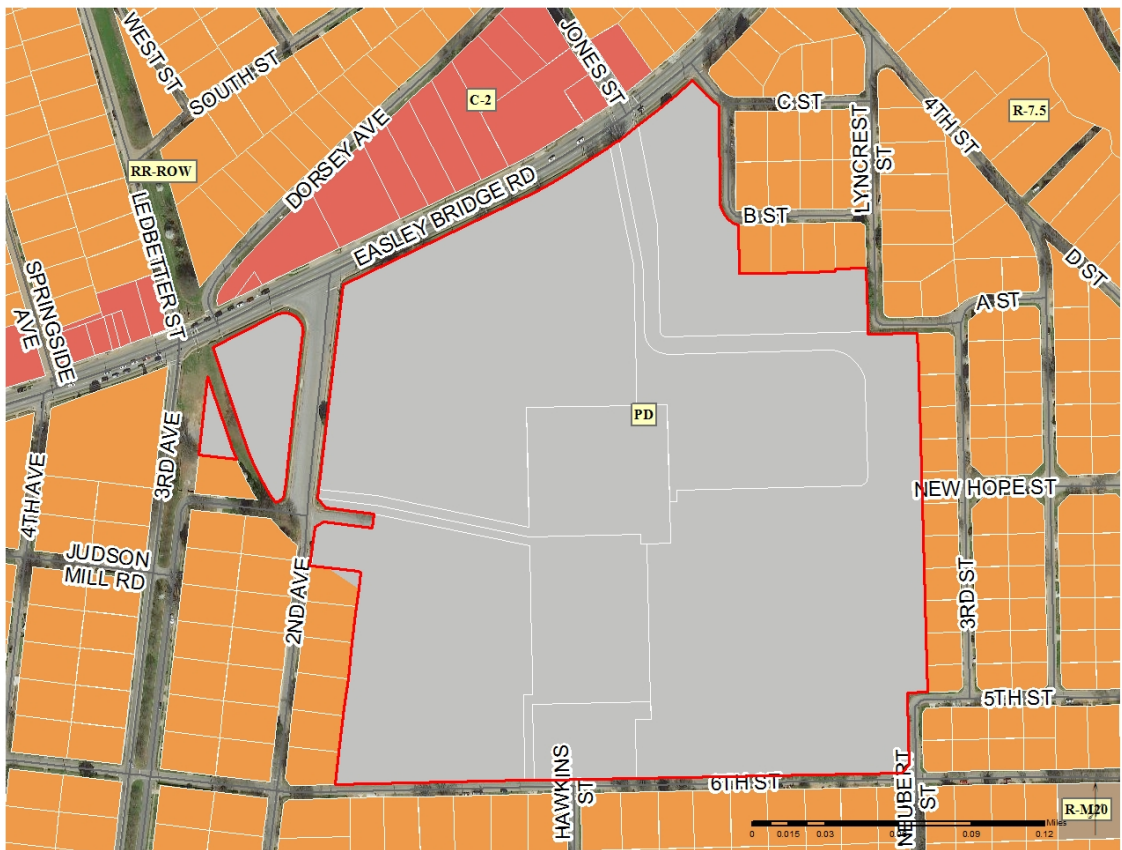


FIGURE 5.1 COMMUNITY PLAN

LEGEND

- Existing single-family residential
- Potential infill housing
- Existing and potential multi-family developments
- Religious
- Existing non-residential



Judson Community Plan