



DUBLIN ROAD AREA PLAN

2018



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INTRODUCTION



Fig. 1: Dublin Road Community Plan Study Area

STUDY AREA DESCRIPTION

The Dublin Road Community Plan boundary was developed primarily by using major road networks as boundaries. Interstate I-85 is the northern boundary. Roper Mountain Road is the western boundary. Pelham Road is the eastern boundary. Garlington Road and Snipes Road largely compose the southern area boundary and are connected by property lines to the east of Shamrock Lane.

Surrounding uses such as the Rolling Green Village Planned Development, the currently developing Hartness Planned Development, and industrial uses on Pelham Road and Roper Mountain Road will all need to be considered as they may affect or be affected by this plan

HISTORY

By the early 1900's, the Dublin Road area had long been established as a primarily African-American community, with Rock Hill Baptist Church (formerly Rock Hill Colored Baptist Church) having been established in 1885. Major landowning families at this time included, the Brockmans, Bulls, Durhams, and Neals. Over the next several decades, these families would begin to sell off large tracts of land as property values increased, while maintaining a continued presence in the area. Even today, the Brockman and Durham families remain along Dublin Road.

The construction of Interstate 85 in the late 1950's and early 1960's, along with the Interstate 385 spur from I-85 northwest to downtown Greenville, opened up the Golden Strip and adjacent communities to suburban development throughout the latter half of the twentieth century. Shannon Lake Dam and the Shannon Forest subdivision were constructed from 1958 to 1963, adding much needed housing to Greenville's growing eastside. Later, Shannon Forest Presbyterian Church (1964) and Shannon Forest Christian School (1968) would be constructed on fifty acres of land along Garlington Road. The late 1980's and early 1990's saw the addition of the Rolling Green Village retirement community, as well as the Garlington Place and Shannon Creek subdivisions. The Ivybrooke townhome development was completed in 2001.

PUBLIC PARTICIPATION

Planning staff met with community leaders from the Dublin Road area in December of 2016, and again in March of 2017 to discuss the direction and goals of the Dublin Plan. All agreed that the plan should focus on land use and transportation issues as primary motivators of this effort. A community meeting was held on June 12, 2017, at which the entire community was invited to participate in group brainstorming activities and issue identification exercises. The recommendations of this plan represent planning staff's best effort to address the concerns expressed by area residents at these meetings.





INVENTORY OF EXISTING CONDITIONS

DEMOGRAPHIC PROFILE

The study area's population was 2,160 during the 2010 census; however, projections show a dip in these numbers by 2016 with a slow recovery to a population near 2,000 by the year 2021. The average household size dropped from 1.8 to 1.55 since 2010 and seems to be holding steady into the future. Owner occupied housing will decrease slightly from 33% of all housing provided to 30% in 2021. Concurrently, rental occupied housing will increase to 70% in 2021 from 67% in 2010. The area median age is projected to grow from 35 in 2010 to 38.1 in 2021. The area's median household income is just shy of \$50,000 in 2016 and is projected to be slightly higher than \$57,000 in 2021. The area's population between 25 and 34 years old is projected to decrease significantly from 25.4% to 16.2% of the area's total population in 2021. At the same time, the population bracket for ages between 35 and 44 is projected to increase from 12.6% to 19.4% of the area's population. Finally, the area's race and ethnicity breakdown is primarily comprised of persons who wholly identify as white, black or Asian (64.8% White, 13.8% Black, and 18.1% Asian).

DEVELOPMENT TRENDS

Existing Land Use (Table)

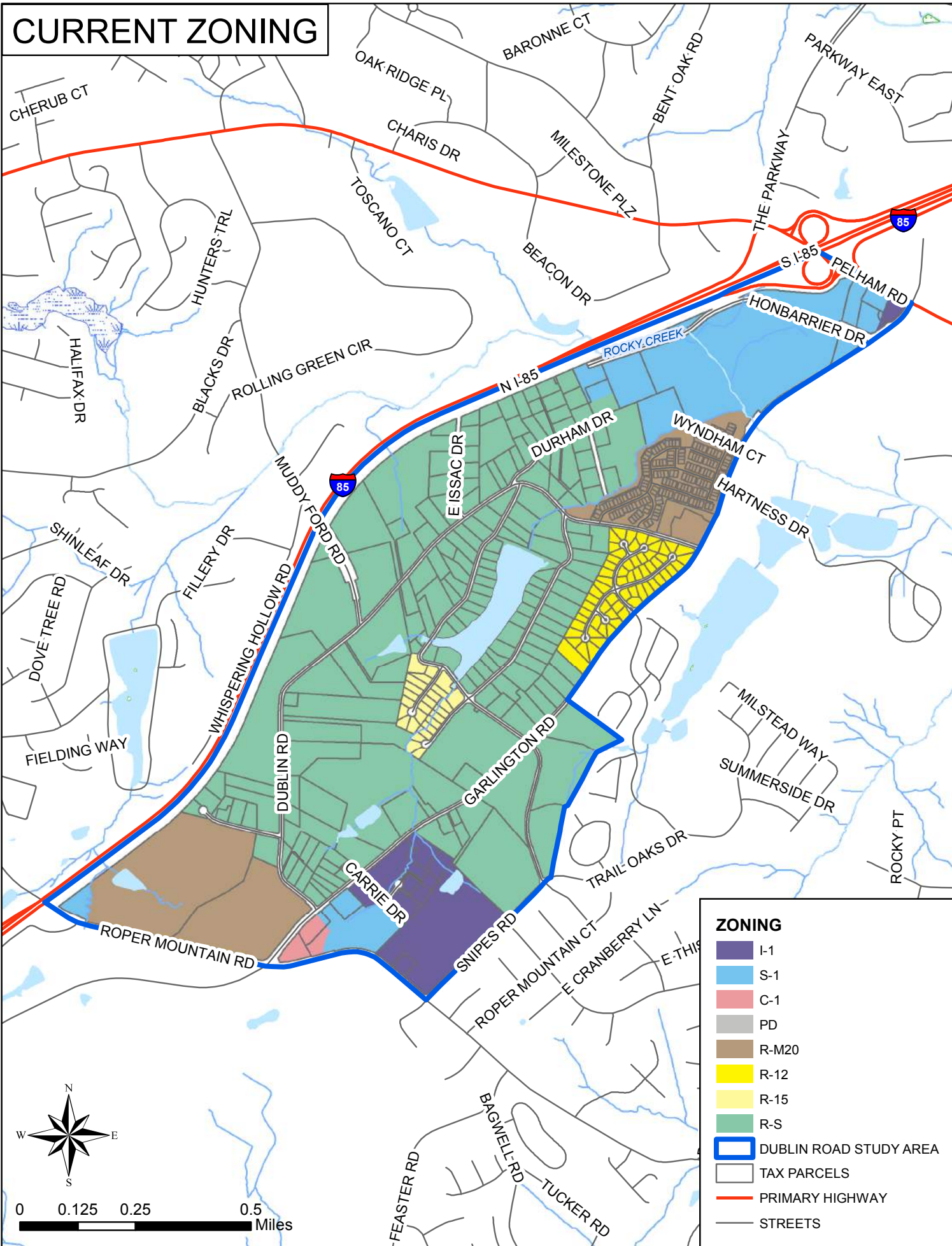
Existing Use	Acres	Percentage of Total
Agriculture	185.51	28.81%
Commercial	113.19	17.54%
Multi-family	60.14	9.34%
Industrial	16.62	2.58%
Mobile Home	4.74	0.74%
Residential	263.75	40.96%
Total	643.96	100.00%

- 60.68 acres of "Commercial" is made up of area churches
- Area schools total nearly 17 acres (16.99) of and are classified as either commercial or industrial
- True commercial acreage (less church and school acreage) is less than forty acres (39.13 acres)
- True industrial acreage (less school acreage) is less a little over thirteen acres (13.02 acres)

Current Zoning (Table*)

Zoning District	Acres	Percentage of Total
S-1	85.01	13.13%
I-1	38.71	5.98%
C-1	3.83	0.59%
R-S	392.95	60.67%
R-12	20.77	3.21%
R-15	10.71	1.65%
R-M20	95.72	14.78%
Total	647.70	100.00%

*Note: The calculations herein vary slightly due to the source of datasets, and parcel size estimation. Less than 1% variance is reflected in the total number of acres between the Zoning and Existing Land Use charts.



COMMUNITY SUPPORT SERVICES

Schools

- I. Elementary Schools serving this area
 1. Pelham Road Elementary
 2. Oakview Elementary
- II. Middle Schools serving this area
 1. Beck Academy
 2. Northwood Middle
- III. High Schools serving this area
 1. JL Mann Academy
 2. Eastside High school
- IV. Garlington Road is a school zoning boundary

Recreation

Several recreation opportunities exist near the area, however none exist within the study area. Greenville County Parks, Recreation, and Tourism provides several public recreation opportunities nearby. Oak Grove Lake is north of the study area. This park provides a fishing lake, picnic tables, and 0.8-mile road, which is commonly used by walkers, joggers, and bikers. Gary L. Pittman Memorial Park is also north of the study area and nearby. This park offers five rectangular fields which are rented out and typically are used for soccer, lacrosse, and ultimate Frisbee. This park offers a walking trail and playground as well. No county run leagues operate at this facility.

Commercial and private recreation opportunities are also available. The Thornblade Club is nearby and offers private golf, tennis and aquatic recreation facilities. Commercial recreation opportunities also exist in and around the community such as The Eagle Zone golf center, local gyms, and Frankies Fun Park.

Law Enforcement

This area is part of a patrol area (Pelham & East North Street to Greer and I-385 down to Fairview Road). Three to six deputies and uniformed officers patrol the area and primarily respond to emergency calls. Two community deputies proactively address issues in the community. The Greenville County Sheriff's Department has a mutual aid agreement with other local departments in the event that additional personnel are needed.

The study area itself experiences comparatively low criminal activity. The activity that does occur tends to do so because it is in an underdeveloped area where certain activities may seem more likely to go unnoticed. Homelessness is an issue around the community (Pelham, I-85 and Woodruff). This transient population may be spotted moving through the area but their activity is

primarily along those aforementioned commercial corridors and Interstate interchanges. The hotel on Pelham Road near the Boiling Springs Fire Department is outside the study area but is a concern for law enforcement since it seems to attract drugs and individuals who are being sought by law enforcement (warrants for arrest).

Traffic in the area is a concern for law enforcement, as is speeding. Traffic "cut through" is a big concern on Dublin and Blacks Drive from Garlington to Pelham. As the study area develops further, this "cut through" will continue to be heavily used, which may prevent its efficient use by law enforcement and emergency services. This route is a particularly poor alternative route due to the design of the roads and the box culvert underpass on Muddy Ford Road below I-85 which further slows traffic. The area just beyond the underpass on Muddy Ford Road also floods (Rocky Creek overtops the road) during moderate to severe rains.

Fire Protection/Emergency services

Fire protection and emergency services are provided by the Boiling Springs Fire Department which is a Class 1 ISO level department. Three stations and a Greenville County EMS station respond to the area with an average fire department response time of 3.5 minutes. The department spends a significant amount of time serving the seven assisted living facilities in their district. Two such facilities are in or directly adjacent to the Dublin Road Study area boundary. The Department's primary concern in this area is traffic in so far as increased traffic will negatively affect and already negatively affects emergency response time. Current conditions such as the box culvert underpass on Muddy Ford Road, stacked traffic on Garlington waiting to turn onto Pelham Road, and peak traffic hours in addition to the typical 7am-9am and 5pm-7pm rush hour (additional peak traffic around lunchtime and at GE's shift change - 3pm or so) negatively affect the department's response time.

Solid Waste Disposal

This area is served by the Enoree Residential Waste and Recycling Center located at 1311 Anderson Ridge Road. This site experiences forty-five to sixty minute wait times during the spring and summer on the weekends. The largest impact to the solid waste system would come in the form of additional yard waste. Single family housing developments will contribute the most additional yard waste. There are no current plans to upgrade or provide additional services for solid waste disposal in the area.



TRANSPORTATION

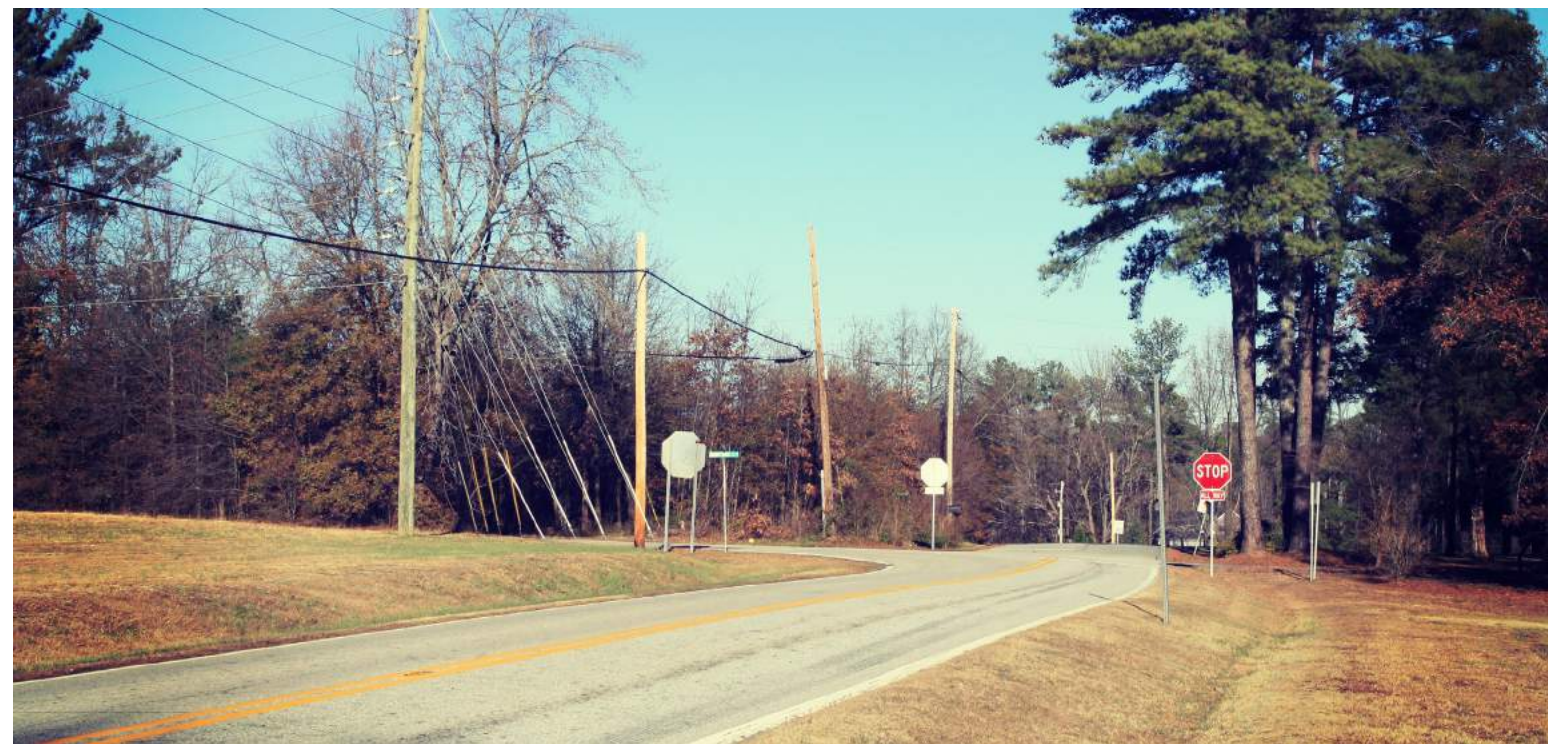
Major Roads

Dublin Road is a two-lane, bi-directional, minor collector road with no turn lanes, few roadside ditches, no sidewalks, and no shoulder. The South Carolina Department of Transportation (SCDOT) maintains approximately 3,839 feet (0.72 miles) of Dublin Road from Muddy Ford Road south to Garlington Road. The remainder of 4,701 feet (0.89 miles), from Muddy Ford Road north to Garlington Road, is maintained by Greenville County. There are currently no plans to widen or improve Dublin Road by either SCDOT or Greenville County.



Garlington Road is a two-lane, bi-directional, major collector road with turn lanes at Roper Mountain Road and Pelham Road, and no sidewalks. All 3.36 miles of Garlington Road are maintained by SCDOT. Garlington Road, from Woodruff Road to Roper Mountain Road is currently the top-ranked project identified in the Draft GPATS Horizon 2040 Long Range Transportation Plan's fiscally constrained projects list, and will include lane widening and intersection improvements. The scope of this project should be expanded to include Garlington Road from Roper Mountain Road to Pelham Road. This draft list identifies major transportation improvement projects such as widening and intersection improvements expected to be completed by 2040; however, the earliest projected start date for such a project would likely be sometime after 2024. Additionally, GPATS has funded adaptive signalization control measures for the Pelham Road corridor in an effort to improve traffic flow from Garlington Road onto Pelham.

Muddy Ford Road is a two lane, bi-directional, minor collector road with no turn lanes, and no sidewalks, and is maintained by SCDOT. Muddy Ford Road is currently severely constrained under Interstate 85, passing through a very narrow culvert providing grade separation between the Interstate and Muddy Ford below. Greenville County fire and emergency services have expressed concern about the ability to serve any future development in the Dublin Road area resulting from this particular limitation. The I-85 Gateway project does not address the Muddy Ford underpass, and there are no other plans to upgrade this section of roadway in the foreseeable future.





Honbarrier Drive is a two-lane, bi-directional, dead-end, minor arterial road with no turn lanes, and no sidewalks. Honbarrier Drive is owned and maintained by SCDOT. Significant flooding occurs along Rocky Creek at its intersection with Honbarrier Drive. Several development proposals have been submitted for properties fronting on Honbarrier Drive, but none have been successful to date; in part due to the deficiencies of Honbarrier Drive, as well as public opposition to high-density residential and commercial densities proposed.

Durham Drive is a two-lane, bi-directional, dead-end, local road with a pavement width of less than seventeen feet, and is maintained by Greenville County. This road currently serves sixteen single-family homes and several small, undeveloped parcels of land. Durham Drive has, at various times, been identified as a potential secondary or emergency access road for the properties fronting on Honbarrier Drive. However, the community has generally been opposed to any Honbarrier development utilizing such ingress and egress.

Area residents have expressed concerns regarding narrow lane widths and blind curves along the northern County portion of Dublin Road, as well as pedestrian safety in the area. Both the northern and southern intersections of Dublin Road and Garlington Road were also identified as points of congestion and backup during peak hours, with the northern intersection also noted for reduced line-of-site visibility onto Garlington Road. Frequent backups at Roper Mountain and Garlington, as well as Pelham and Garlington at peak hours were also mentioned.

Level of Service

Roads are designed according to varying standards that are meant to address the needs for which they are intended. Highways and mountain roads have very specific requirements that are different than rural roads for example. Many of the roads in the study area were designed and built for rural usage which have lower traffic counts (i.e. typically around 10,000 trips per day on a two-lane road - construction standards handle up to this number of trips per day before the road conditions are negatively impacted). If a road is operating at one-hundred percent of its designed capacity then it is considered to be providing an unacceptable level of service. This is often experienced as congestion. The level of service chart below explains how each road level of service grade might be experienced.

Actual level of service in the area:

- Garlington Road From Dublin Road to Pelham Road = **D**
- Garlington Road from Roper Mountain Road to Dublin Road = **E**
- Roper Mountain Road from Young Court to I-85 = **E**
- Pelham Road from Garlington Road to Southbound I-85 off-ramp = **F**
- Interstate I-85 adjacent to the study area = **F+**

Several transportation projects are active in the area. The intersection of Roper Mountain Road and Garlington Road was upgraded recently along with a road widening along Roper Mountain Road from Feaster Road to Roper Mountain Road Extension. This section will be three lanes with bike lanes, two through lanes, a turn lane and shoulders. The width required for these features could allow the road to be restriped in the future as a four-lane road if necessary. Other projects such as the I-385 & I-85 Gateway Interchange project, I-85 Widening, the closing of Gibb Shoals Road (and subsequent traffic redirect down Highway 14 and Pelham Rd) will affect traffic and congestion in this area.

Traffic counts

Road Name	Section	Traffic Count Data	
		2014	2016
Roper Mountain Rd	185.51	15,300	14,200
Garlington Rd	185.51	6,600	7,300
I-85	185.51	123,900	131,000
Pelham Rd	185.51	20,500	23,400

*Source:<http://scdot.maps.arcgis.com/apps/MapSeries/index.html?appid=fe2e97641eac493094342c502369814b>

UTILITY INFRASTRUCTURE

Sewer Service

Two agencies provide sewer services to the study area; Renewable Water Resources (ReWa) and MetroConnects. MetroConnects has lines along Garlington Road, Shannon Lake Circle, Shannon Lake Ct., Shannon Ridge Ct., Shamrock Lane, Carrie Ct., all streets in the Ivybrooke Neighborhood, throughout the Huntington Downs Apartment complex, and throughout the Garlington Place neighborhood. All of these lines run either into a ReWa trunk line, which runs along Rocky Creek and its tributaries, or into a ReWa pump station which runs from Shamrock Lane to Carrie Court. MetroConnects has stated that they would be willing to serve any additional development. Additional service will be allowed or disallowed depending on ReWa trunk line capacity. ReWa is currently studying their lines in the area for capacity and I&I (Inflow and Infiltration). This sewer basin is part of a flow basin which includes areas of higher density growth such as Pelham road and Restaurant Row. All of this flow is pumped over Pelham Road and flows to the Pelham Wastewater Treatment Plant. This pump station may need to be upgraded as additional flow is added to the system.

Water Service

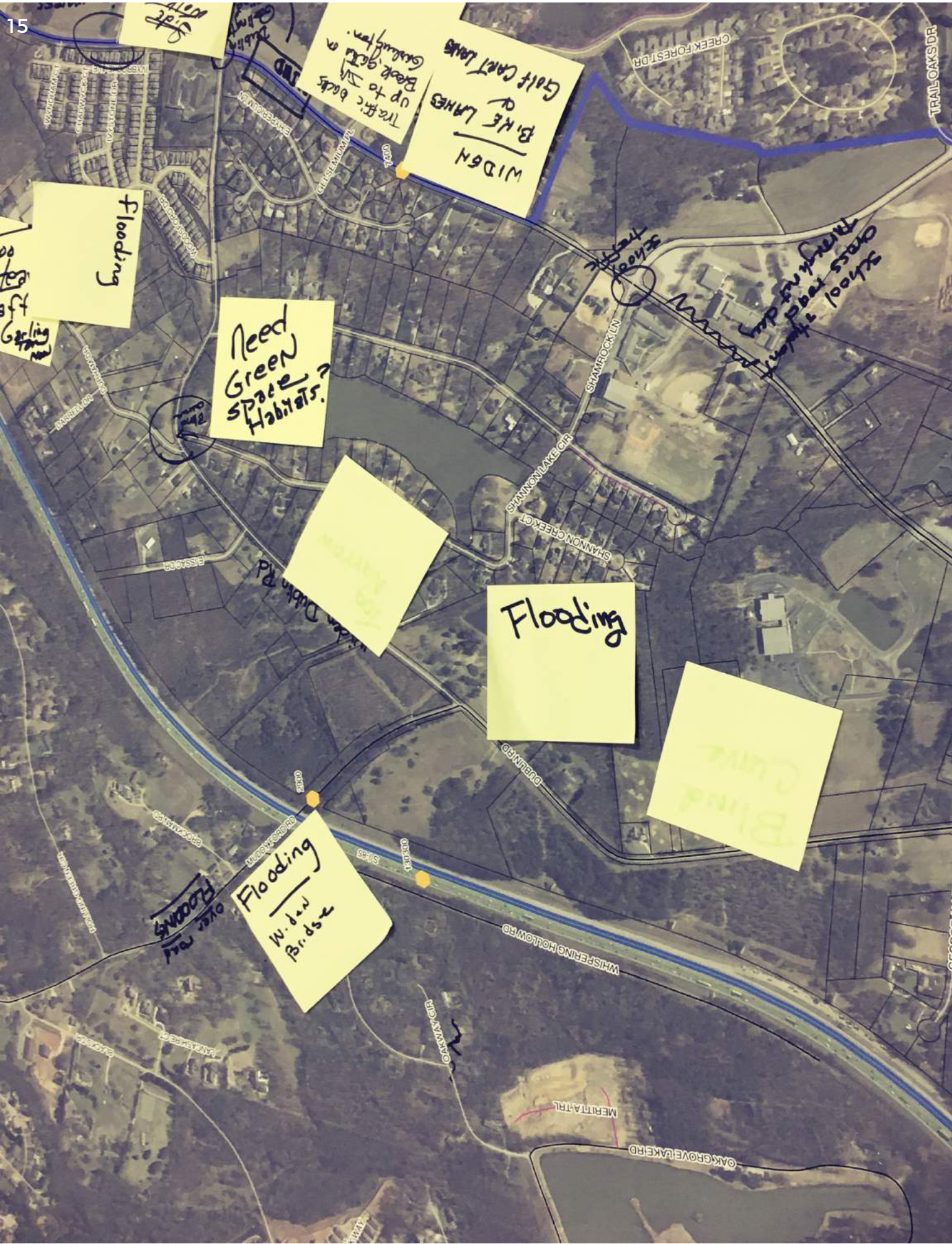
The Greenville Water System services the area via gravity line with two exceptions. An approximately 1,400 foot section of Dublin Road between Muddy Ford Road and Durham Road is without water service. Snipes Road is also without water service from Garlington Road to the backside of Wildflower Court (approximately 2,300 linear feet) in the Roper Mountain Estates subdivision. These areas may be served as the area develops at the developer's expense. A mix of development types allows for peak water usage staggering throughout the day. Several improvements are planned for new line along Roper Mountain Road from Blacks Drive to SC-14. The portion which will cross I-85 on Roper Mountain Road is currently under construction as part of the area's road improvements. These upgrades will help bolster water availability from the western side of the study area.

Soil and Water/DHEC/ Stormwater Management

Most of the area is part of a single watershed area, which is nearly 300 acres. At the middle of this basin is Shannon Lake. Shannon Lake is a stormwater management feature and residential amenity associated with Shannon Lake Circle. The lake was developed in the 1960s and some original dam drainage infrastructure has since been shut off. This lake is held back by a private dam whose emergency spillway is almost continuously running. Efforts will need to be made to lower the dam's water level through the use of syphons, additional spillways, or other methods to provide a permanent solution. Temporarily the lake could be dredged in order to remove sediment. This would increase the lake's capacity and solve the problem temporarily.

The area upstream of this lake must be monitored for additional development since any additional stormwater discharge will eventually flow to Shannon Lake and negatively affect the associated dam. Various methods may be utilized to limit flow into Shannon Lake such as re-establishing roadside stormwater ditches and driveway pipes and/or implementing a stronger on-site stormwater management requirement.





RECOMMENDATIONS

STORMWATER MANAGEMENT

Due to significant flooding along Rocky Creek, as well as deficiencies with regard to the Shannon Lake Dam as previously mentioned, additional stormwater standards should be evaluated and adopted for all new development occurring within this portion of the Rocky Creek Watershed. Ideally, new developments should have the capacity to store run-off from a 100-year (1 percent) storm event, rather than for the 10 or 25-year storm, as is typically required per Greenville County Land Development Regulations. Additionally, Low Impact Development features should be strongly encouraged for all new developments within the Dublin Road Study Area, as such features promote stormwater infiltration on-site, and aid in downstream water quality improvement. Impervious surfaces, likewise, should be minimized within the Study Area whenever practicable.

HONBARRIER PROPERTIES

Significant development pressure is occurring along Honbarrier Drive, as several development proposals have been made in recent years. These proposals have ranged from commercial developments to multifamily and mixed-use projects. To date, none have been successful, and County Council has been reluctant to rezone these properties from their existing S-1, Service District designation. This is due, in part, to the considerable development limitations of Honbarrier Drive, as well as significant public opposition to increased traffic and congestion on Garlington and Pelham Roads. These concerns, must however, be balanced with the reasonable expectations of property owners along Honbarrier Drive.

The concerns for this site are basic. Public safety is endangered for future residents with no viable secondary access solutions that avoid a floodplain. Alternative access should be included with any development plan to commit significant traffic to a location with only single access over a proven flood hazard area. It should be noted that a secondary access, however, may also be adversely impacted by the same flooding even for emergency responders. Safety concerns may only be relieved by providing a full secondary access that avoids all floodplains. Planning staff has concerns over the additional traffic volumes generated by previously proposed uses, and is of the opinion the surrounding road network cannot reasonably handle the additional traffic volumes without significantly altering the character of the adjacent neighborhood and committing additional delays to Garlington Road and Pelham Road. A lack of information exists that ensures that anticipated traffic improvements will be effective at mitigating the additional volume.

After careful evaluation, the following specific areas were found to be deficient and unable to effectively support more intensive development at this location:

- Honbarrier Drive Bridge over Rocky Creek, serving as the only access, is located in the Special Flood Hazard Area and does not meet current standards.
- Durham Drive is inadequate for use as full access secondary ingress and egress for the properties fronting on Honbarrier Drive unless improved.
- No infrastructure bonding procedures exist to guarantee the completion of off-site road improvements.
- Previous proposals did not include additional off-site improvements

Based on these concerns, it is the recommendation of this plan that the properties fronting on Honbarrier Drive remain zoned S-1, Service District, until such time as adequate improvements to both Honbarrier Drive and Garlington Road may be made to ameliorate the impact of additional vehicular traffic in this area.

In addition, all future development in this location should be buffered or screened from existing low and medium density residential developments to the south and west to the greatest extent possible. Likewise, the floodplain along Rocky Creek and its tributaries should be preserved and stream buffers enhanced where practical.

BROCKMAN, HILL, AND TAYLOR TRACTS

The Brockman, Hill, and Taylor tracts make up nearly 100 acres of undeveloped virgin land near the intersection of Muddy Ford Road and Dublin Road along Interstate 85. Though water and sewer are available to these sites, they have yet to be developed. This is primarily due to their isolation from the larger, more interconnected highway grid network, as well as their proximity to I-85 noise. As a result, suburban residential development is unlikely to occur, and commercial, service, or high-density residential land uses are undesirable due to resident concerns over traffic. In recognition of these constraints, the only practical uses for this area are low density, large lot, single-family residential and recreational uses.

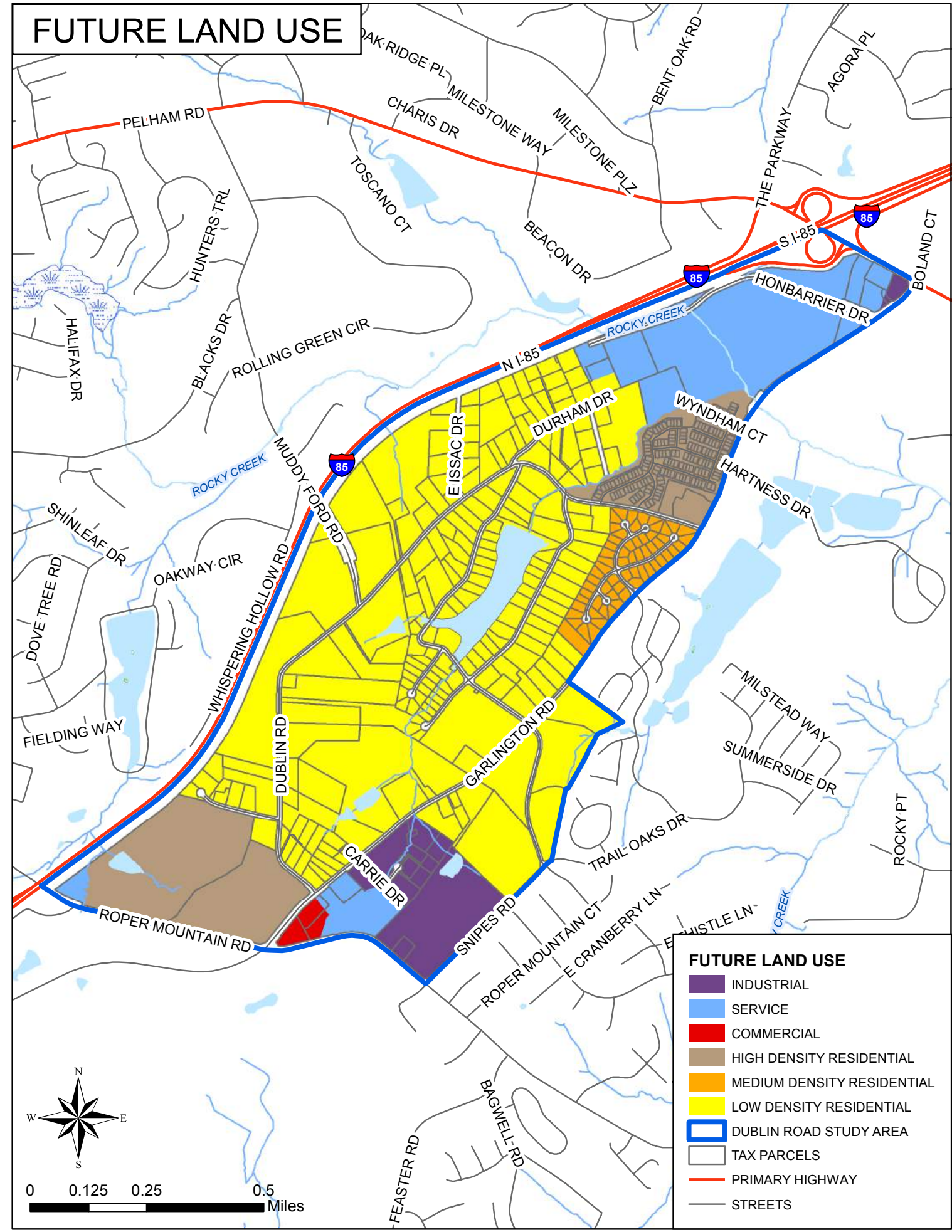
TRANSPORTATION IMPROVEMENTS

Several transportation improvement projects are currently scheduled on major thoroughfares in and around the Dublin Road study area. The Interstate 85 Gateway Project and Pelham Road Adaptive Signalization Project should improve traffic flow around the study area, while the Garlington Road widening from Woodruff Road to Roper Mountain road will improve peak traffic backups along Garlington Road. However, these projects should be expanded, especially the Garlington Road widening project, which should extend the full length of Garlington Road from Woodruff Road all the way to Pelham Road. Turn lanes and improvements at both the northern and southern intersections of Garlington Road and Dublin Road are necessary for peak efficiency and improved traffic flow in the area.

The feasibility of adding a new frontage road to access parcels along Honbarrier Drive should also be investigated. This new road would extend from the current terminus of Honbarrier Drive, along Interstate 85, to connect with Muddy Ford Road. This additional access would allow for development of S-1, Service District, parcels at Honbarrier Drive, as well as the Brockman and Hill tracts, while preserving the low-density residential character of Dublin Road and Durham Drive.



FUTURE LAND USE



FUTURE LAND USE

The Future Land Use Map (FLU Map) is a community's visual guide to future planning. The FLU Map should bring together most if not all of the elements of the community such as natural resources, economic development, housing and transportation. It is a map of what the community wants to have happen; it is not a prediction. The FLU Map is not an official map nor is it a zoning map.

The purpose of the FLU Map is to define areas within the study area that are suitable for various land use activities. The FLU Map decrees where, when, and at what intensity development will occur, thereby indicating where infrastructure and services are needed.

The FLU Map establishes all the types and locations of land uses allowed in the County and the policies to guide those land uses. The FLU Map is not an official map nor is it a zoning map. Future land use designations establish general ranges of uses that are permitted in each district, while zoning districts include a specific list of permitted uses. Future land use designations also establish a range of densities (amount of residential development per acre) and intensities (amount of non-residential development per acre) for each land use category, but do not guarantee that the maximum amount of development allowed within the district will be permitted on a specific site.

The proposed FLU Map for the Dublin Road area seeks to maintain the community's existing character, and does not recommend altering the prevailing development pattern within the area. Based on the aforementioned transportation deficiencies and other development limitations of this urban enclave, no additional residential density, or non-residential development intensity, is warranted at this time. These recommendations should be re-evaluated, however, as needed infrastructure improvements occur.





No development
without road
infrastructure
improvements!

No development
until parking lot
is completed

DIP market
see us situation

Whole road should
be unbundled

How will development here affect
traffic on Burlington + area?

Help traffic
flow on Pellam
and area - see map

during



DUBLIN ROAD AREA PLAN

2018