



# UDO: Module 1 Update & Proposed Approaches

Committee of the Whole Workshop  
Greenville County, SC  
April 6, 2021

## Prior Tasks Performed

- » Initial Presentation to Council and Planning Commission
- » 2-Day Kick-Off and Stakeholder Sessions
- » Stakeholder Synopsis Memo
- » Zoning & LDR Assessment
- » UDO Outline (annotated)
- » Fiscal Analysis

## Tasks this Phase

- » Module 1
  - » Zoning
  - » Land Use Regulations
  - » Land Use Table
  - » Rezone & "Initial Zoning" Procedures

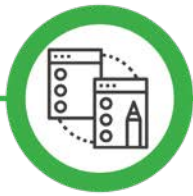




Summer-Fall  
2020



Kick-Off,  
Assessment,  
UDO Outline,  
Fiscal Analysis



Winter-Fall  
2021



Drafting  
*Module 1*  
*Module 2*  
*Module 3*



Summer  
2021



Draft UDO  
Module 1  
Workshops



Fall 2021-  
Winter 2022



Public  
Meetings &  
Hearings



Meetings & Workshops

Staff Technical Advisory Committee  
Citizens Advisory Committee | Stakeholders Advisory Committee | Public Workshops  
Planning Commission | Executive Committee | County Council

» *Module 1: Zoning*

» *Module 2:  
Development  
Standards & LDRs*

» *Module 3:  
Administration &  
Procedures*



# UDO and Statutory Background



### ARTICLE 3

#### Local Planning - The Comprehensive Planning Process

##### Editor's Note

2007 Act No. 31, Section 6, provides as follows:

"All local governments that have adopted a local comprehensive plan in compliance with the provisions of Article 3, Chapter 29, Title 6 of the 1976 Code shall revise their local comprehensive plans to comply with the provisions of this act at the local government's next review of its local comprehensive plan as provided in Section 6-29-510(E) following the effective date of this act."

##### **SECTION 6-29-510.** Planning process;

(A) The local planning commission shall conduct continual re-evaluation and updating of its comprehensive plan for the jurisdiction.

### ARTICLE 5

#### Local Planning - Zoning

##### **SECTION 6-29-710.** Zoning ordinances; purposes

(B) The regulations must be made in accordance with the comprehensive plan for the jurisdiction, and be made with a view to promoting the purposes set forth throughout this chapter. Except as provided in this chapter, all of these regulations must be uniform for each class or kind of building, structure, or use throughout each district, but the regulations in one district may differ from those in other districts.

(3) to facilitate the creation of a convenient, attractive, and safe environment;

(4) to protect and preserve scenic, historic, or ecological resources;

(5) to regulate the density and distribution of population, residence, recreation, agriculture, forestry, conservation, and other purposes, and to protect against floods, public activities, and other purposes.

##### **SECTION 6-29-1110.** Definitions.

As used in this chapter:

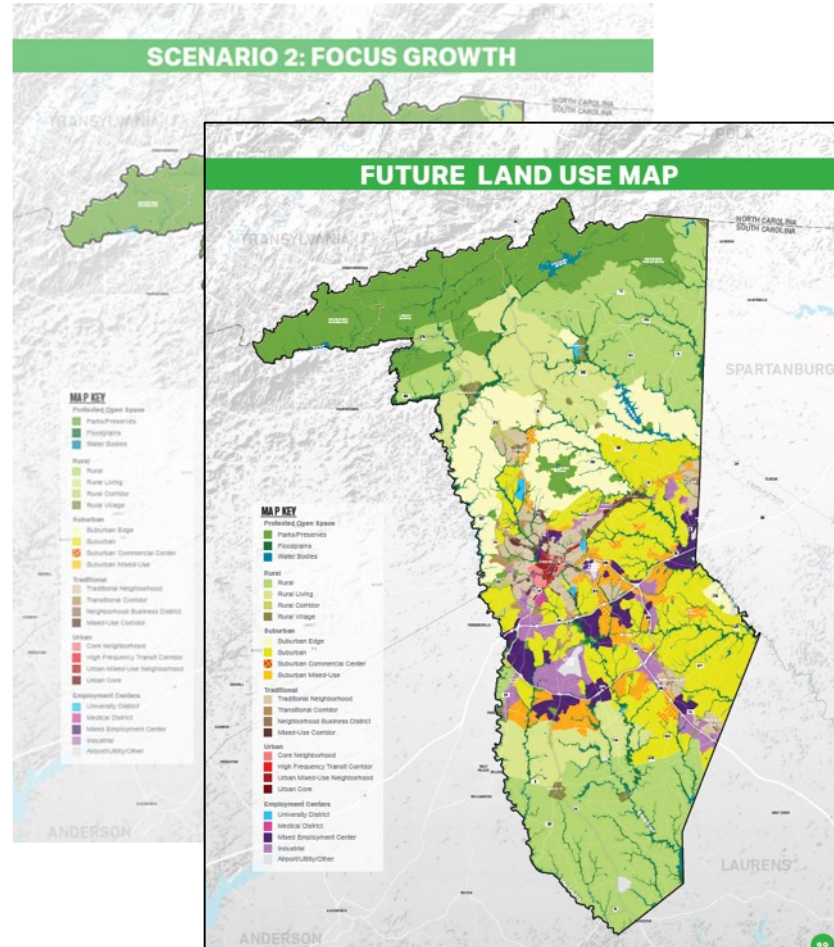
(1) "Affordable housing" means in the case of dwelling units for sale, housing in which mortgage, amortization, taxes, insurance, and condominium or association fees, if any, constitute no more than twenty-eight percent of the annual household income for a household earning no more than eighty percent of the area median income, by household size, for the metropolitan statistical area as published from time to time by the U.S. Department of Housing and Community Development (HUD) and, in the case of dwelling units for rent, housing for which the rent and utilities constitute no more than thirty percent of the annual household income for a household earning no more than eighty percent of the area median income, by household size for the metropolitan statistical area as published from time to time by HUD.

(2) "Land development" means the changing of land characteristics through redevelopment, construction, subdivision into parcels, condominium complexes, apartment complexes, commercial parks, shopping centers, industrial parks, mobile home parks, and similar developments for sale, lease, or any combination of owner and rental characteristics.

(3) "Market-based incentives" mean incentives that encourage private developers to meet the governing authority's goals as developed in this chapter. Incentives may include, but are not limited to:



# Plan Greenville County and the Future Land Use Map (the "FLUM")







# Current County Zoning and LDR Framework



# How will the new UDO affect existing structures and uses?

# These current policies are not expected to change:

## Nonconforming Lot

Can be used if front and side setbacks are met

## Nonconforming Structure

Can remain until the owner decides to replace it

Can be expanded if setbacks are met

Damaged structures can be rebuilt to same square footage

## Nonconforming Use

Can remain until the owner decides to replace it with a conforming use

Once use ceases for 6+ months, cannot be reestablished

**Complete applications submitted prior to the effective date of the UDO may be processed under the current ZO and LDRs.**

**Zoning Ordinance: Applies in Zoned Areas**

**LDRs: Applies in Zoned & Unzoned Areas**



# Zoning Ordinance

- Land Use & Density
- Site Development Standards
- Related Procedures & Approval Standards

## LDRs

- Subdivision of Land
- Street Classifications & Stds.
- Water, Sewer, Stormwater
- Standards for:
  - Industrial & Commercial
  - Multi-Family & Group Development
  - Mixed Use
  - Manufactured Homes & RV Parks
  - Review Districts
- Density and Lot Size in special cases



# Proposed Zoning Framework

# Unified Development Ordinance

*Purpose: To combine the Zoning Ordinance with the LDRs, to make it easier for property owners to know what applies to their property.*

*Density and lot size rules for currently Unzoned Properties will not change during UDO process.*

- Land Use & Density
- Subdivision of Land
- Site Development Standards
- Street Classifications & Stds.
- Water, Sewer, Stormwater
- Standards for:
  - Industrial & Commercial
  - Multi-Family & Group Development
  - Mixed Use
  - Manufactured Homes & RV Parks
  - Review Districts
- Related Procedures & Approval Standards

**Staff to bring proposed rezonings, if any,  
to Council *following* UDO adoption.**

**Unzoned areas are not proposed for  
zoning as part of the UDO.**

**But, what about the Mill Villages?**



## Mill Villages



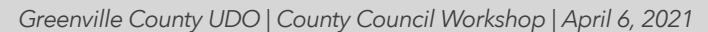
## Future Land Use

- Open Space
- Water Body
- Flood Plain
- Rural
- Rural Living
- Rural Corridor
- Rural Village
- Suburban Edge
- Suburban Neighborhood
- Suburban Commercial Center
- Suburban Mixed Use
- Traditional Neighborhood
- Transitional Corridor
- Neighborhood Business District
- Mixed Use Corridor

# Mill Villages Zoning Approach



**WHITE &  
SMITH, LLC**  
PLANNING AND  
LAW GROUP





**TN**

## TRADITIONAL NEIGHBORHOOD

### Place Type Characteristics

Traditional Neighborhoods are characterized primarily by early and mid-twentieth century single-family homes, with some blocks including small-scale apartment buildings and attached townhomes. Parks and places of worship are also present. Existing housing stock should be preserved and improved; however, there are opportunities for single-lot infill development, which should be of a compatible scale and character with surrounding homes.

<b>Primary Uses</b>	Single-family attached and detached residential
<b>Secondary Uses</b>	Small-scale apartment buildings, civic and institutional facilities (e.g., places of worship), neighborhood parks, small-scale commercial
<b>Gross Density</b>	6 to 20 dwellings per acre
<b>Transportation</b>	Automobile, transit, pedestrian, on-street bicycle facilities, interconnected street grid
<b>Parking</b>	On-street, driveways, garages off alleys, off-street parking should be in rear of buildings
<b>Open Space</b>	Neighborhood parks



**NBD**

## NEIGHBORHOOD BUSINESS

### Place Type Characteristics

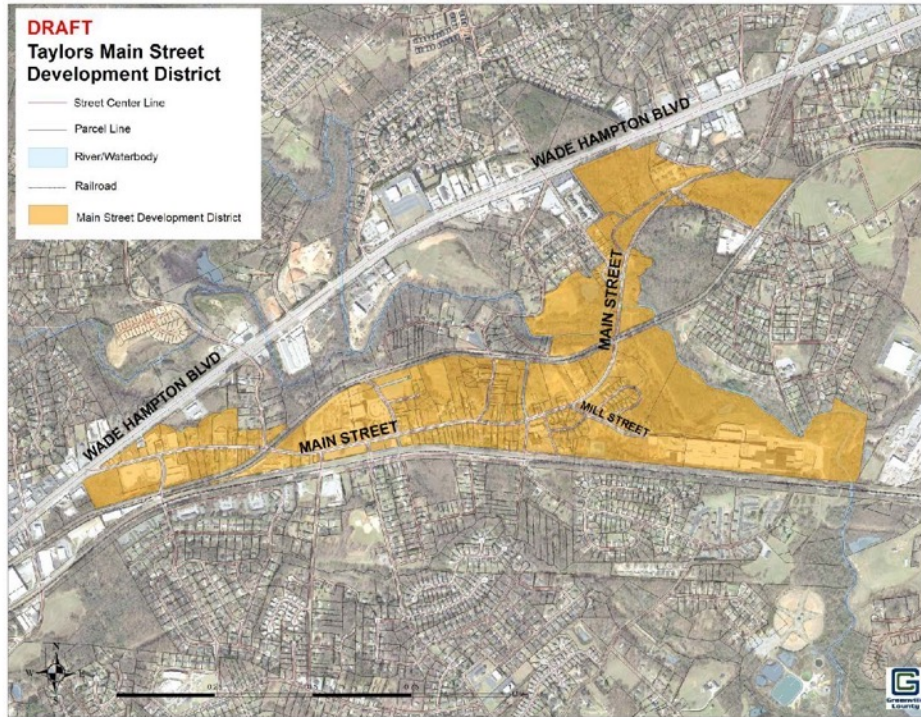
Neighborhood Business place types are typically a community's historic core and have a unique identity from other commercial centers. This place type is the most traditionally "urban" development pattern in Greenville County, with vertically integrated uses in attached buildings and a close sidewalk orientation. The preservation and revitalization of historic structures is a key objective here. Targeted redevelopment of underutilized, non-historic sites should be sensitive to the historic form and scale of the area.

<b>Primary Uses</b>	Commercial, office, retail
<b>Secondary Uses</b>	Small-scale apartment buildings, civic and institutional facilities (e.g., places of worship), neighborhood parks
<b>Gross Density</b>	6 to 30 dwellings per acre
<b>Transportation</b>	Wide right-of-way to allow multiple modes of transportation, interconnected street grid
<b>Parking</b>	On-street parking, off-street surface parking should be in rear of buildings
<b>Open Space</b>	Neighborhood parks, plazas

## What we heard from stakeholder focus groups:

- Encourage **adaptive reuse** of existing buildings
- **Minimize setbacks** in urban and traditional neighborhoods
- Adjust setback and other standards to **allow for manufactured housing** as an affordable housing option
  - Consider adding design and setup standards
- **House orientation is important**
- **Sidewalks** are appropriate in the more urban mill villages, but maybe not in the more rural mill villages
- ...BUT narrow rights-of-way of varying widths, mostly owned by SCDOT, present a challenge for the installation of a consistent, connected sidewalk system





# A Current Approach

## Taylors Main Street Development District

Overlay zoning district

Applies in addition to underlying zoning

Relaxes setbacks and parking standards

Adds requirements related to:

- Building façades
- Signs
- New streets and sidewalks
- Infill residential

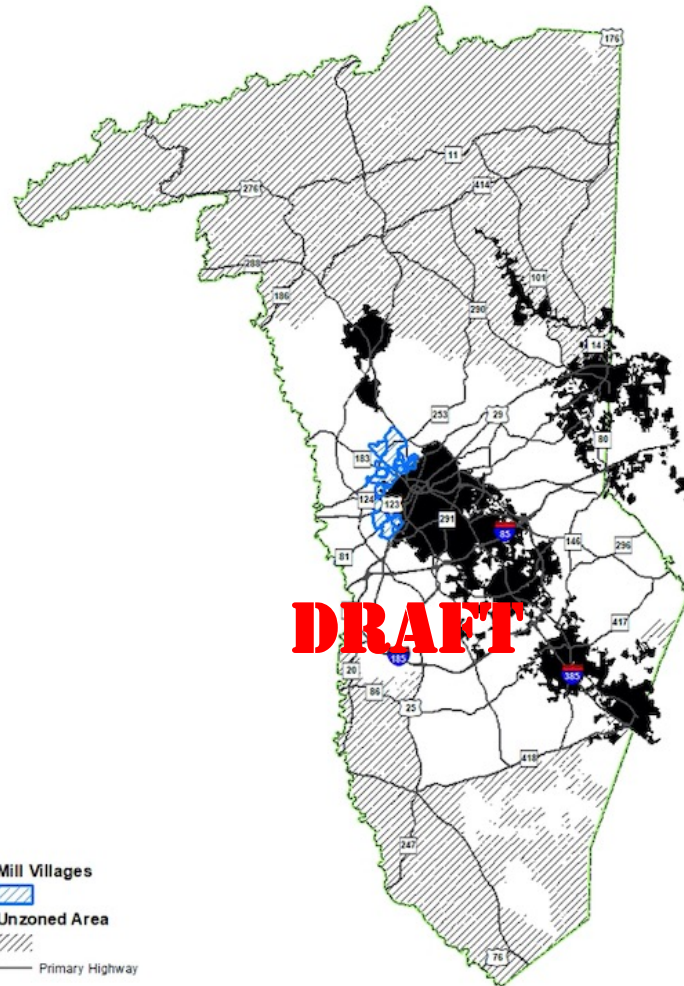
# Proposed Approach

## Propose overlay zoning district to:

- Remove current barriers to simple residential and commercial upgrades
- Propose priority mill village areas for implementation *during* UDO process (staff mapping now)
- Augment Review Districts for mill site redevelopment

## Could include standards for:

- Adaptive reuse of existing buildings, including mills
- Redevelopment of mill sites
  - Connection to the neighborhood
  - Community center
- Infill development
  - Height and bulk consistent with existing buildings
  - Relaxed parking and setback requirements







# Updated Land Use Table





# Updated Land Use Table

Organize uses into  
broad categories

Use	R-R3	R-R1	R-S	R-20 - R-6	R - 20A	R-M2 - R-M20	R-MA	R- MHP	O-D	POD	NC	C-1	C-2	C-3	S-1	I-1	I-2	BTD	ESD - PM
Industrial Heavy																P			
Kennel (outside runs)															P				
Laboratories															P	P	P	P	
Landfills - Sanitary	P	P	P												P	P			
Landscape Business													P	P	P				
Laundromat, Self-Service											P	P	P	P	P				
Library											P	P	P	P	P				
Linen or Towel Supply Business													P	P	P				
Locksmith											P	P	P	P	P				
Lumber Yards															P				
Mail Order House													P	P	P				
Manufactured Home Park Office								P											
Manufactured Home Sales													P	P	P				
Medical Clinic									P	P		P	P	P	P				
Mega-Church												P	P	P	P	P			
Merchant Power Plants																P			
Mini-Warehouses													C <sup>15</sup>	C <sup>15</sup>	P	P			
Monuments and Tombstones Sales													P	P	P				
Motor Sport/ Race Track																P			
Museum	SE	SE	SE	SE	SE								P	P	P				
Music Teachers/ Schools									P			P	P	P					

Excerpt from current land use table

# Updated Land Use Table

Organize uses into  
broad categories

BUSINESS, PROFESSIONAL, SCIENTIFIC, & TECHNICAL	
Bank, Savings and Loan Association, or similar financial institution	
Broadcasting Studio, Radio or TV	<i>Consolidate with Communications and Information uses.</i>
Business Incubator Centers	
Communications & Information	<i>New use category to correspond with LBCS F4200 and NAICS Sector 51. These are establishments that produce or distribute information, including publishing, motion pictures and sound recording, telecommunications and broadcasting, and information services and data processing industries.</i>
Corporate Headquarters	<i>This use is expressly permitted in BTB District but currently is not listed in the use table.</i>
Data Centers	
Laboratories, Scientific and Technical	<i>Need to adjust definition to reflect new listed use "Medical and Diagnostic Laboratories."</i>
Office- Business	
Recording Studio	<i>Consolidate with Communications and Information uses.</i>
Research & Development	<i>This use is expressly permitted in BTB District but currently is not listed in the use table.</i>

*Excerpt from current working draft of updated land use table*

# Updated Land Use Table

**Add new uses, assign to districts,  
and add conditions where appropriate**

Short-term rentals

Agricultural processing, storage, and  
support services

Missing Middle Housing types

Non-depository financial institutions

Communications and information

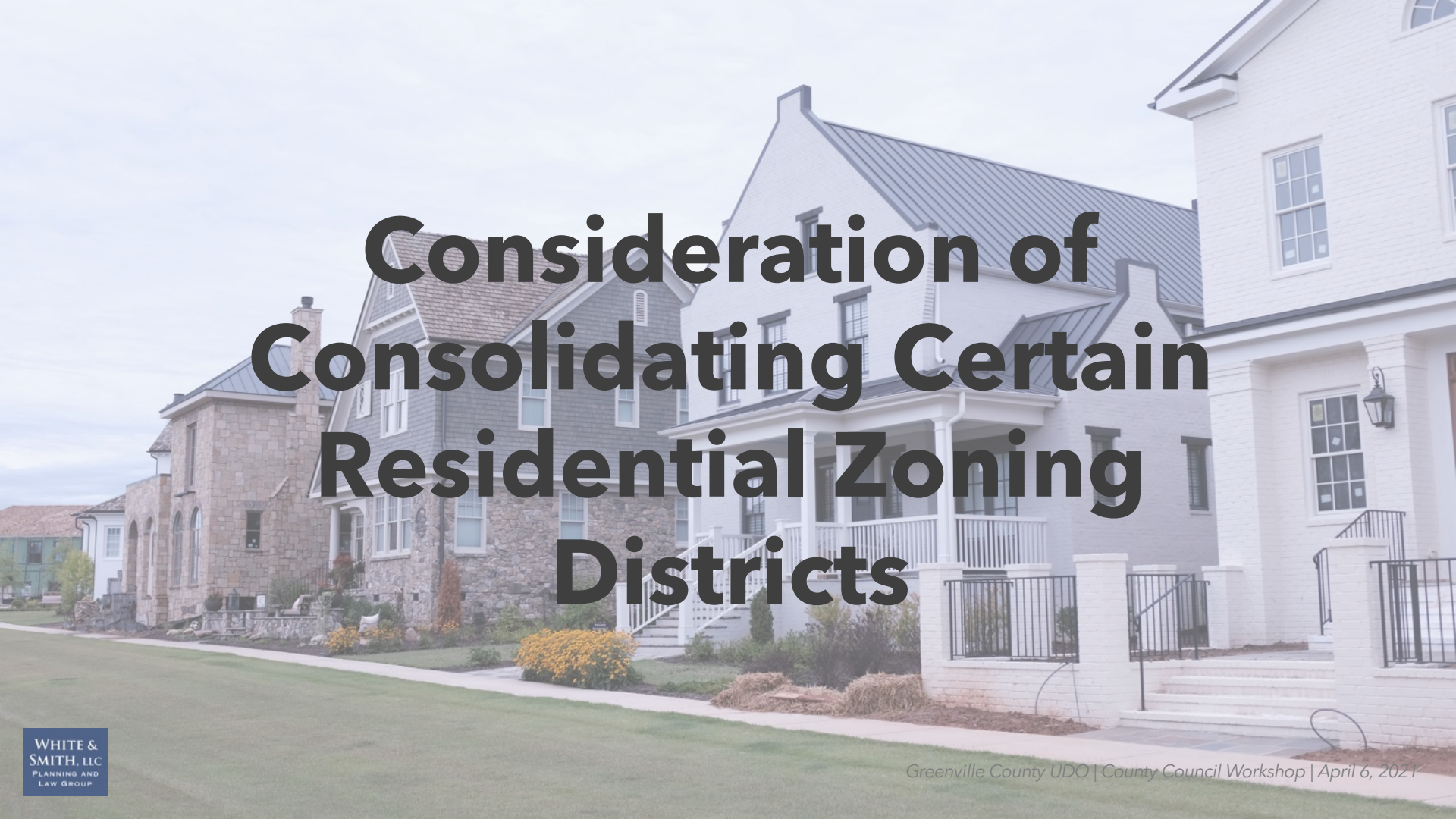
Small wireless facilities



# Updated Land Use Table

Review and  
confirm level  
of approval for  
allowed uses

USE	ZONING DISTRICT																
	R-R3	R-R1	R-S	R-20 - R-6	R - 20A	R-M2 - R-M20	R-MA	R- MHP	O-D	POD	NC	C-1	C-2	C-3	S-1	I-1	I-2
Schools - colleges, universities	C21	C21	C21	C21	C21	C21	C21	C21	C21	C21	C21	C21	C21	C21	C21		
Schools - commercial												P	P	P	P		
Schools - primary, secondary	SE	SE	SE	SE	SE	SE	SE	SE	SE	SE	SE	SE	SE	SE	SE		
Shopping Center											P	P	P	P			
Shooting Range, outdoor	SE	SE	SE												SE	SE	
Shooting Range, indoor													C22	C22	C22		
Sign, Painting, Manufacturing												P	P	P	P		
Special Event Facility	C30	C30	C30	C30	C30	C30	C30	C30	C30	C30	C30	C30	P	P	P		
Storage Buildings for on-site residents						P	P	P									
Storage Units (temporary, portable)	C23	C23	C23	C23	C23	C23	C23		C23	C23	C23	C23	C23	C23	C23	C23	C23
Theatre/Motion Pictures (indoor)												C24	P	P			
Tire Recapping and Retreading Plant																P	
Trim/Upholstery													P	P	P		
Veterinary Hospitals	SE	SE	SE												P		
Veterinary Offices and Clinics	SE	SE	SE						SE	SE		P	P	P	P		
Wholesaling, Warehousing, Flex Space, and Distribution															P	P	P

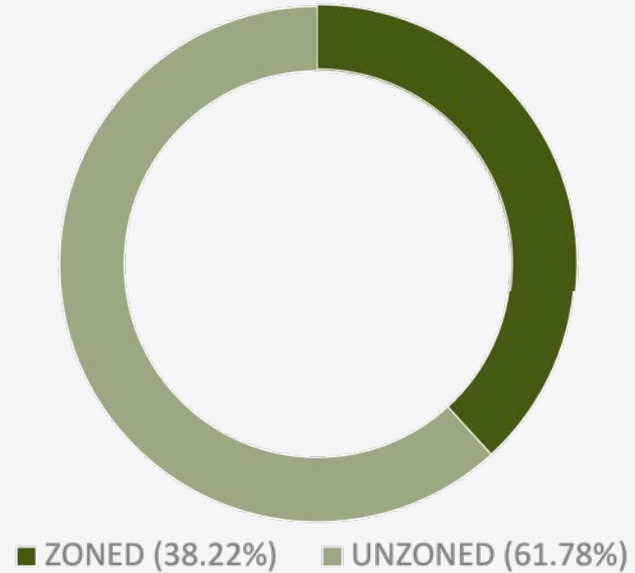


# Consideration of Consolidating Certain Residential Zoning Districts



# Unincorporated Greenville County

approx. 436,889 acres

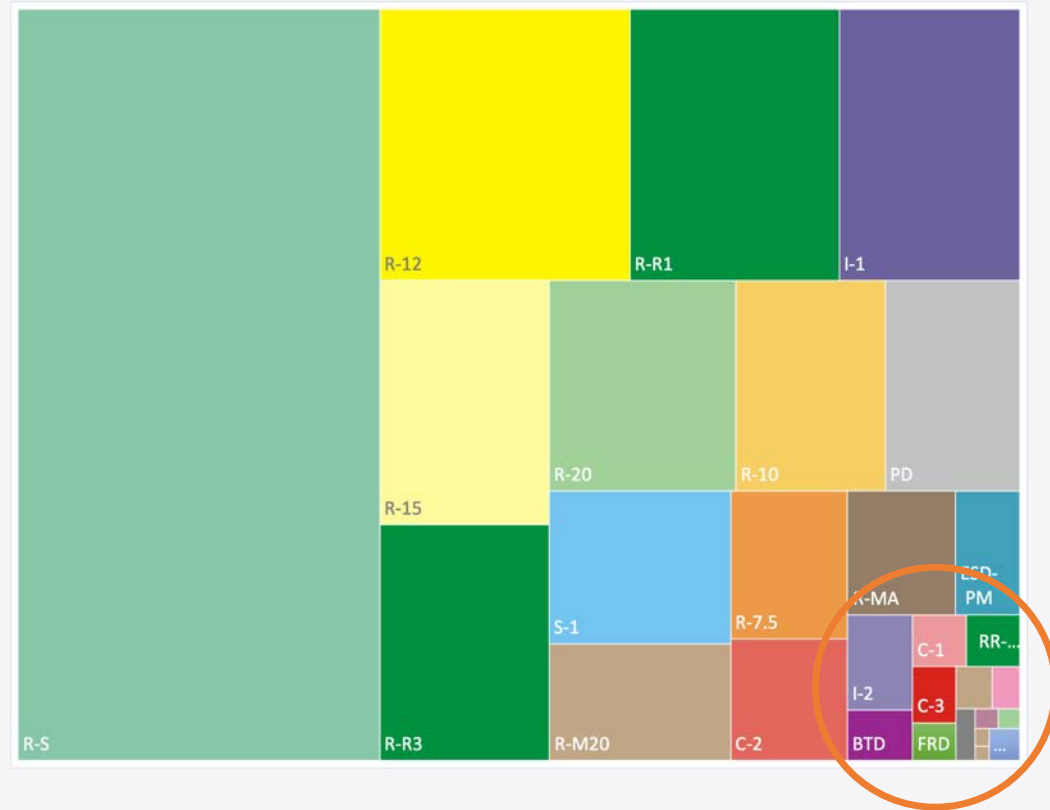


# Zoned Land Area by Zoning District

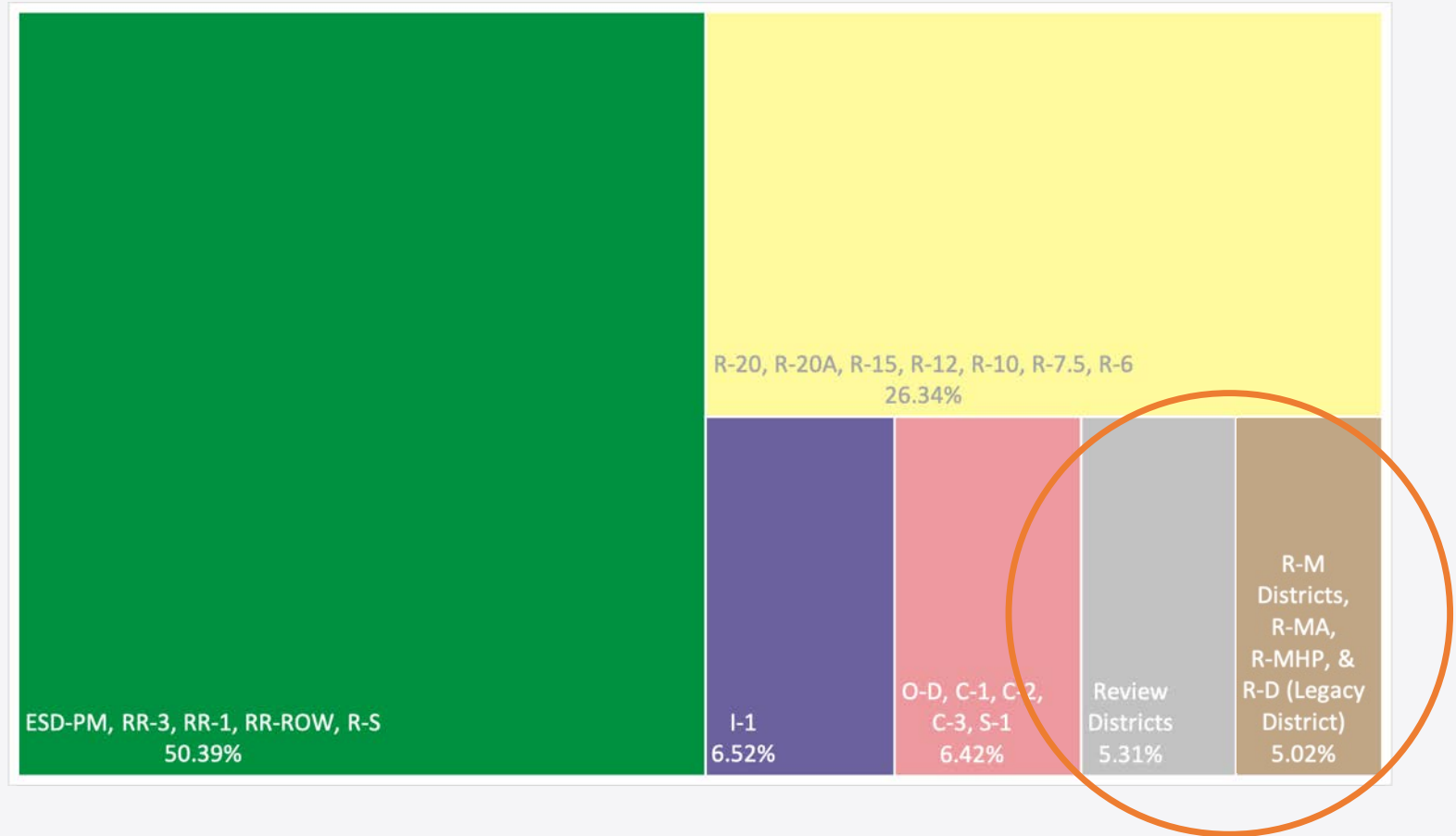
44 total base/review districts

- ~15 districts used most often
- 8 R-M Districts not used at all

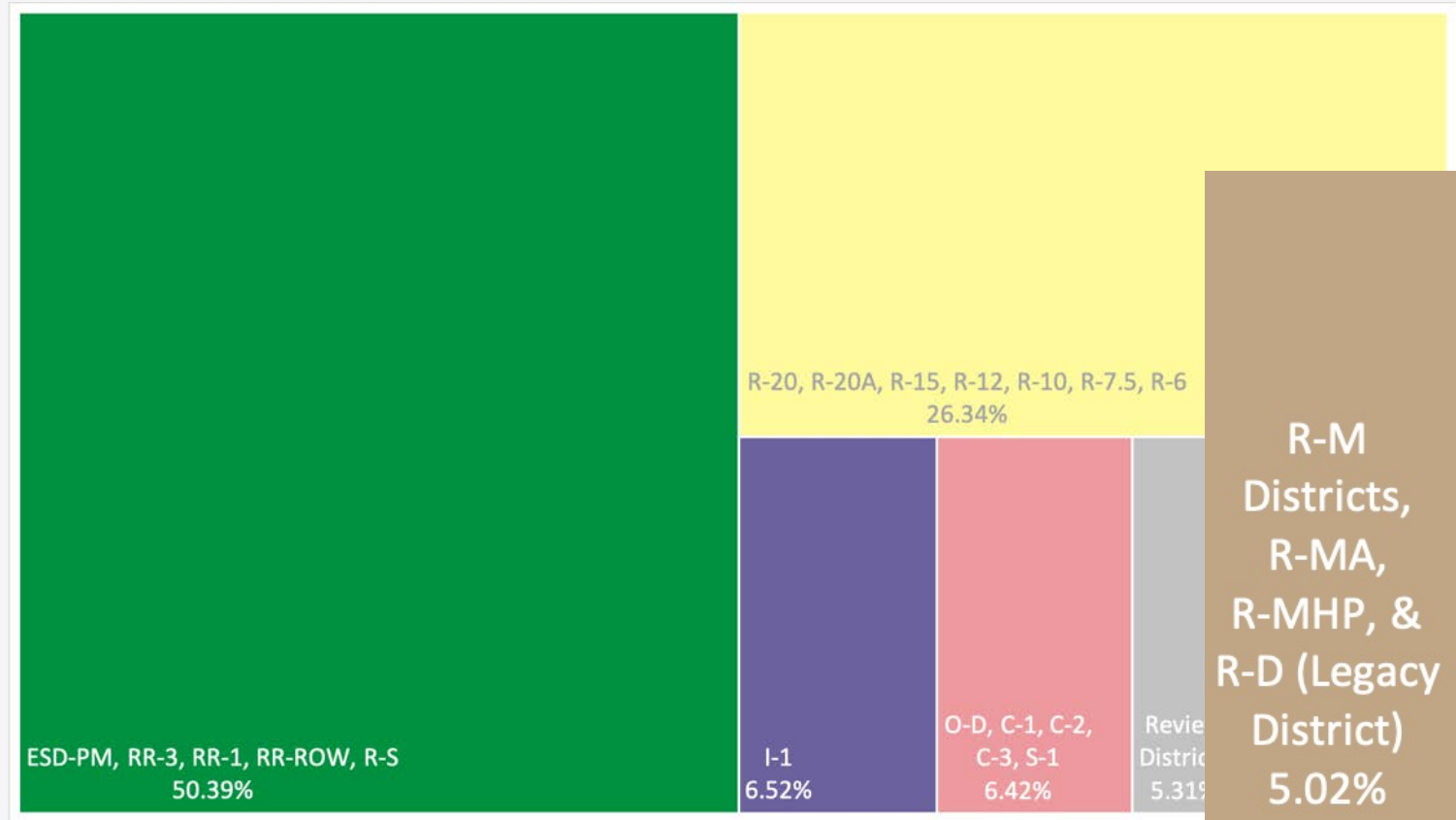
26.61 acres in a legacy district  
(Residential-Duplex)



# Zoned Land Area by Zoning District



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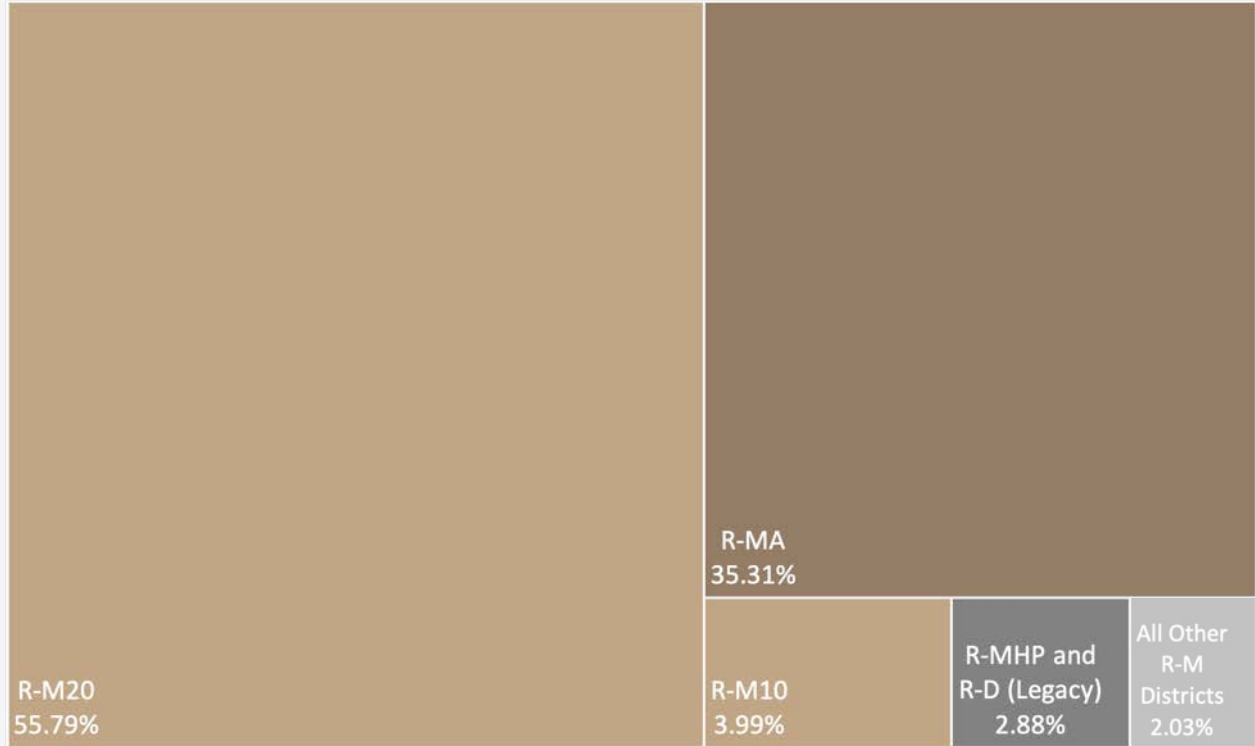


# Mixed Residential Districts

Mixed Res Districts  
comprise 5% of  
zoned land area

Of that area, over  
90% is zoned  
R-M20 and R-MA

All Other R-M  
Districts =  
17 different zoning  
districts!

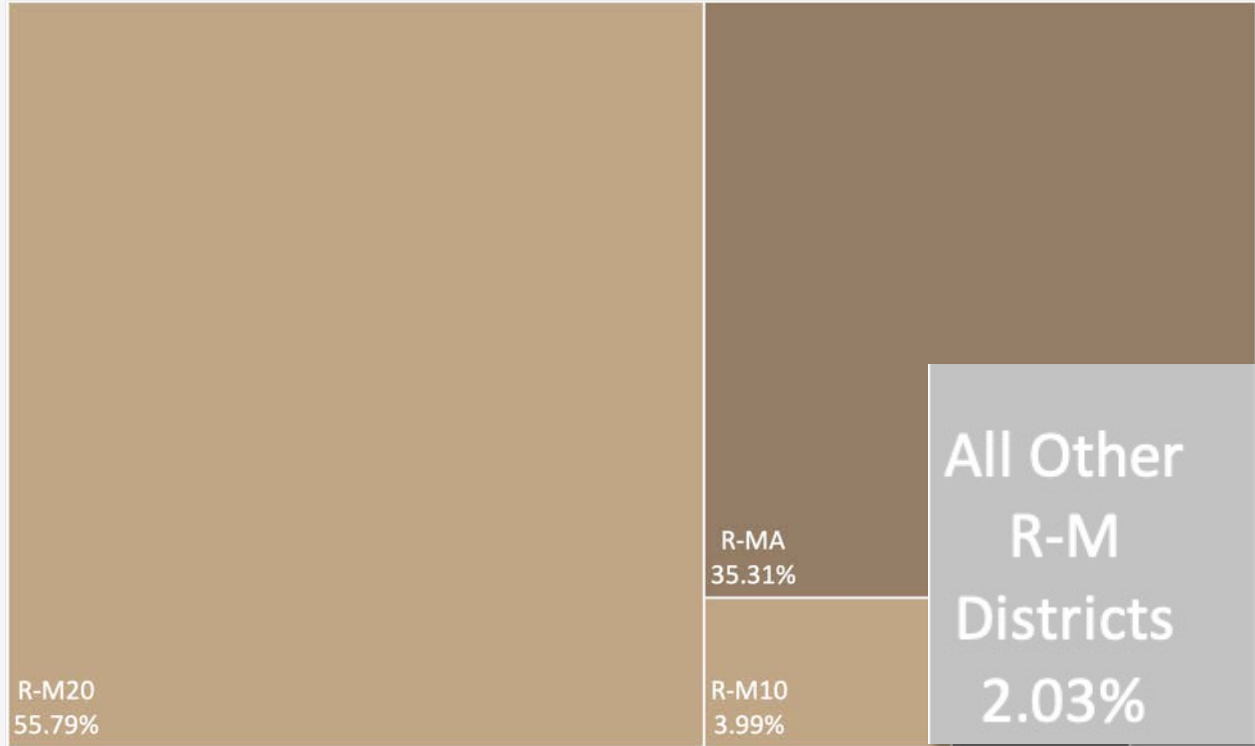


# Mixed Residential Districts

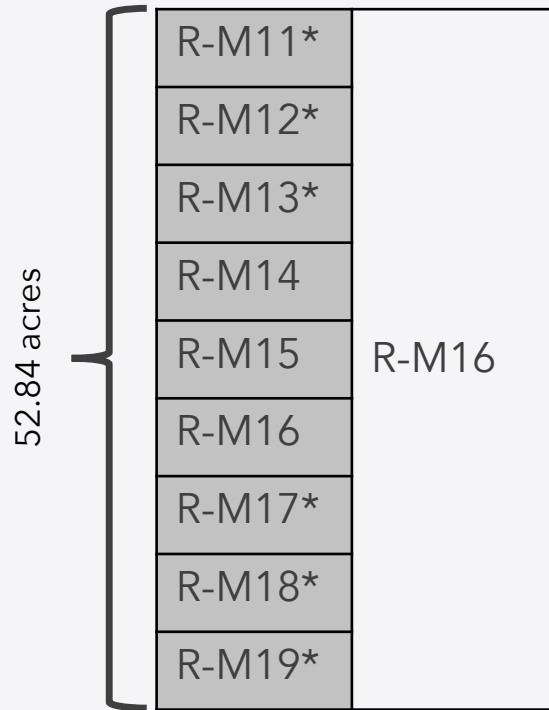
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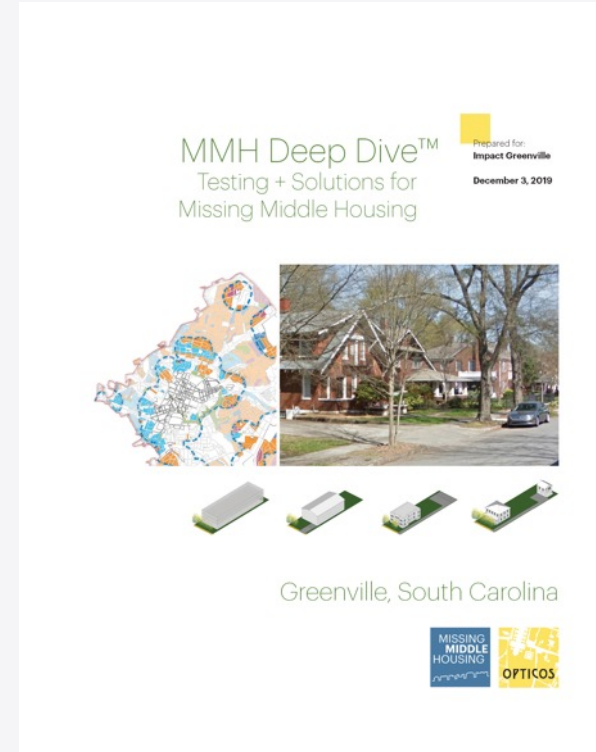
\* unused district

# Proposed District Consolidation

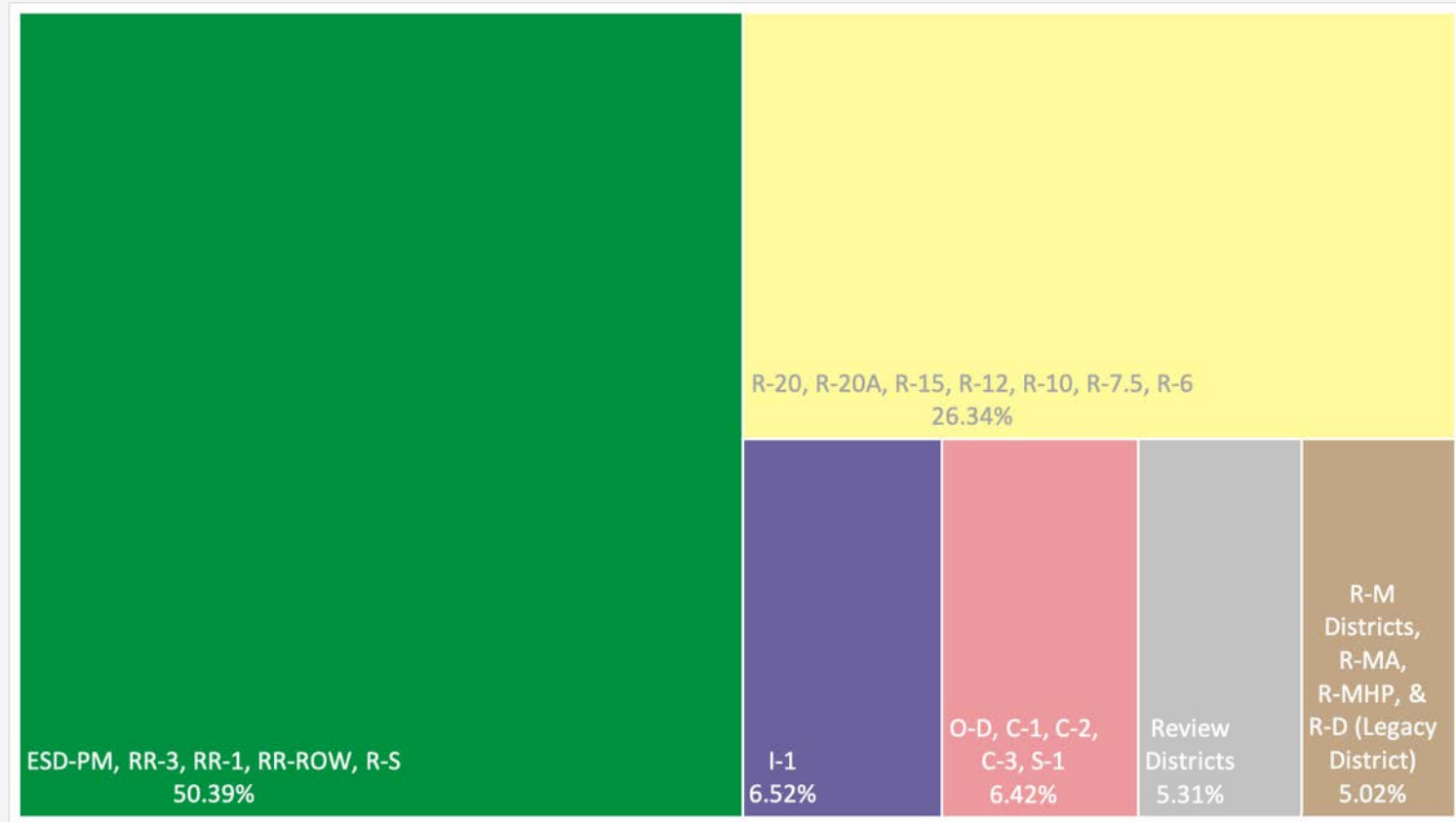
Residential-Mixed Districts  
 R-M8 (8 du/ac)  
 R-M16 (16 du/ac)

Maintain R-M10, R-M20,  
 R-MA, and R-MHP

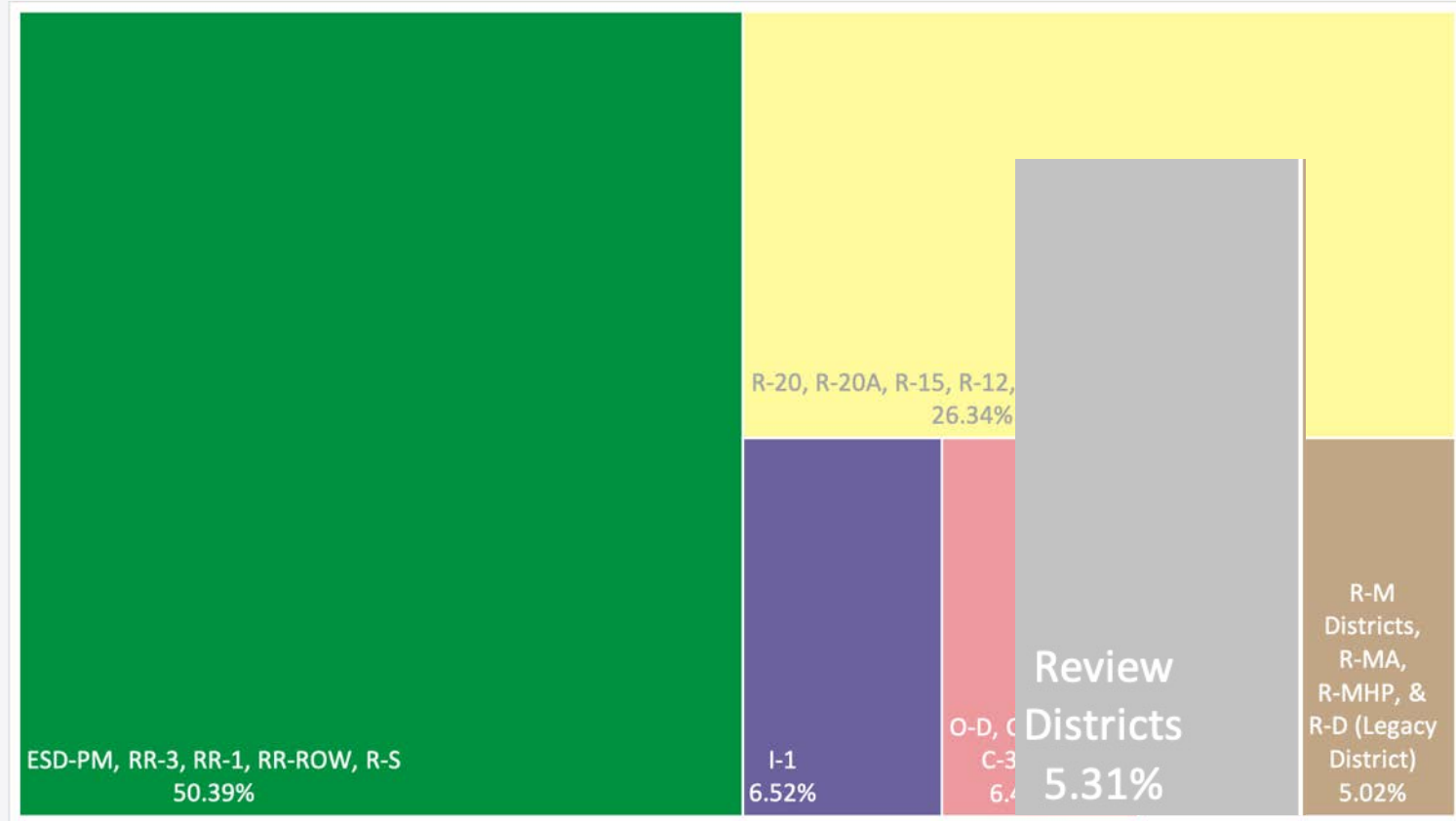
# Moderate density, mixed residential districts could be used to encourage development of Missing Middle Housing



# Zoned Land Area by Zoning District



# Zoned Land Area by Zoning District

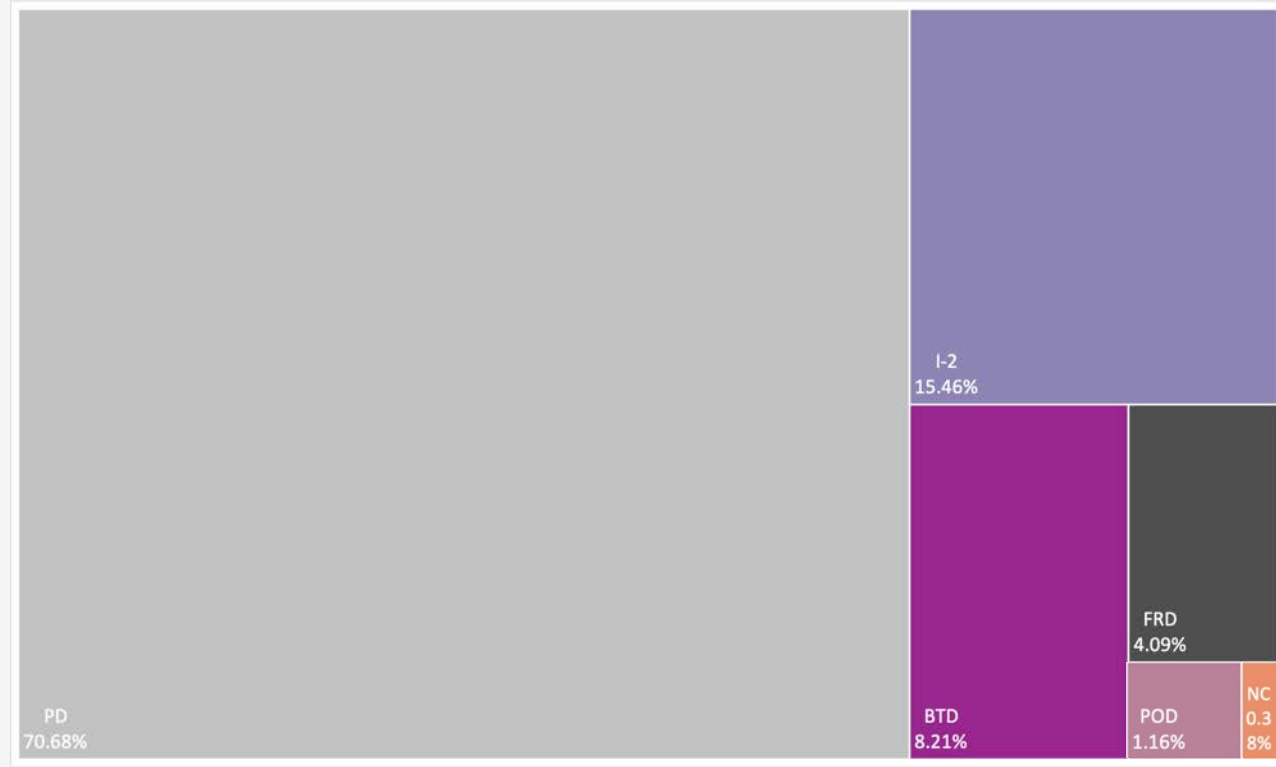


# Review Districts

Review Districts  
comprise 5.31%  
of zoned land area

Of that area:

- 70% is zoned PD
- POD and NC  
comprise approx.  
1.5%



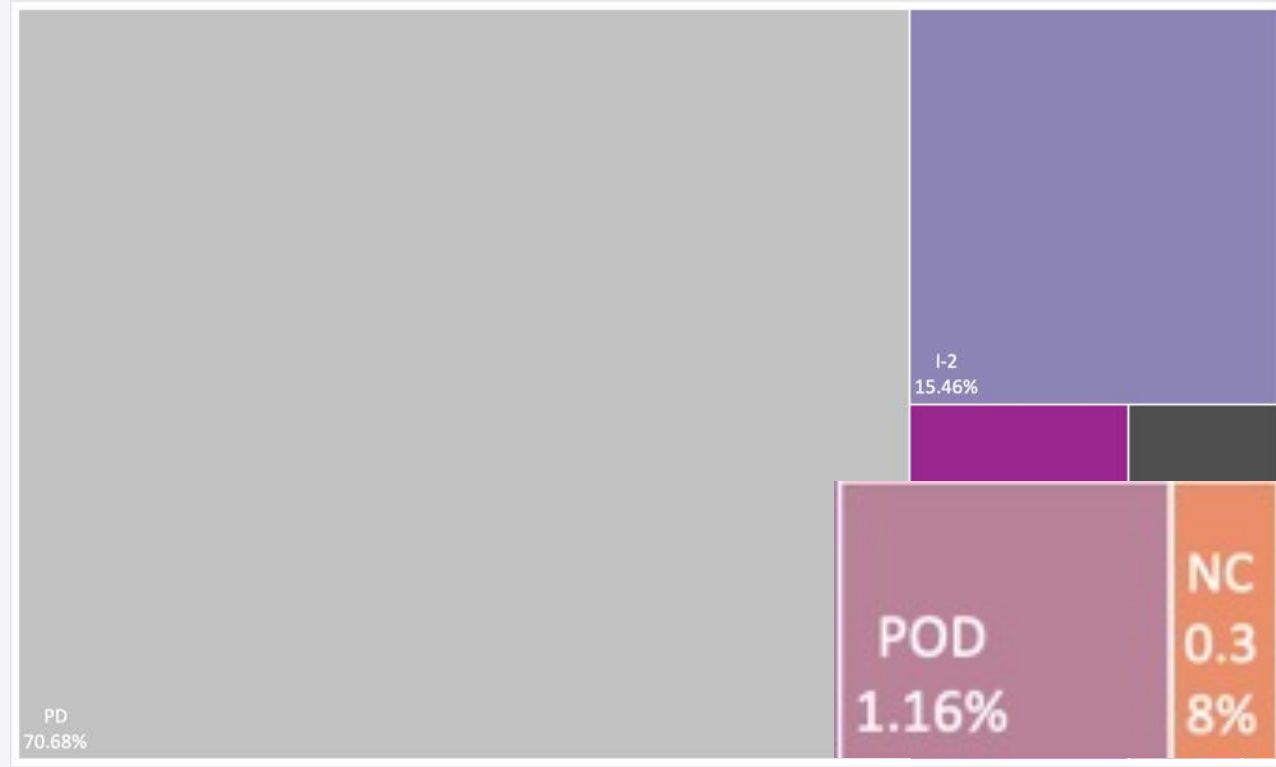


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# Planned Office District (POD)

Consider making POD a legacy district

Incorporate POD development standards into Office District (O-D):

- Outdoor lighting
- Signs
- Vehicular and pedestrian access

# Neighborhood Commercial (NC)

Consider making this a base district (i.e., not a review district)

Carry forward current development standards, including:

- Location on collector or arterial street
- Building size limits
- Outdoor lighting
- Signs
- Vehicular and pedestrian access

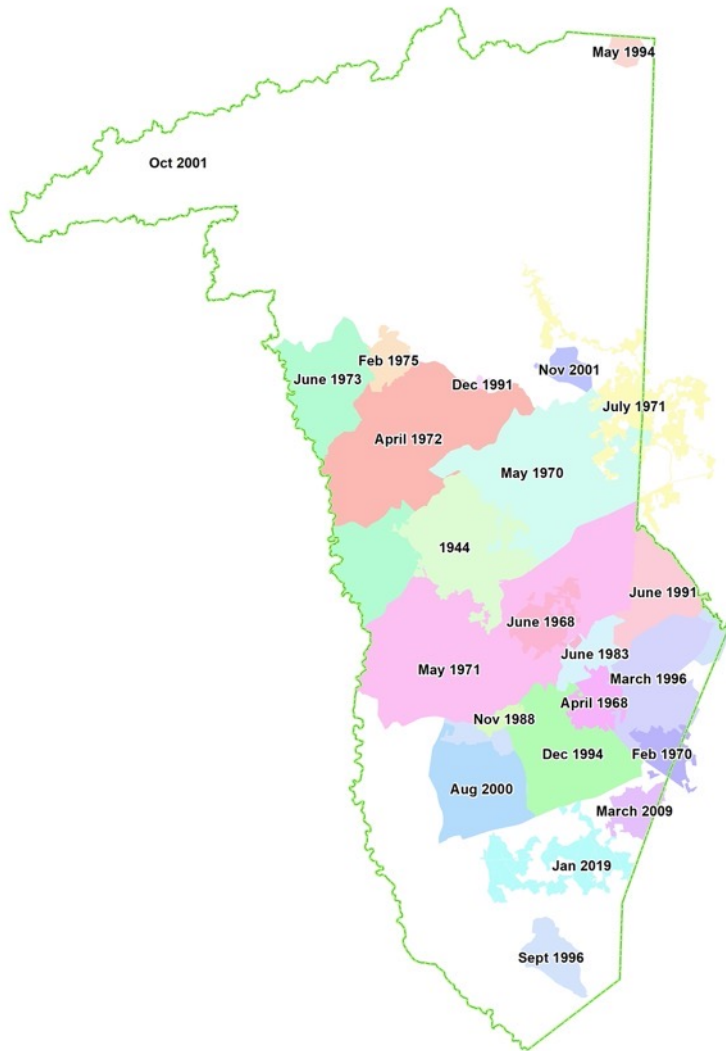
# Potential New Districts

Agricultural

Rural Village

Rural Corridor





# Procedures for Initial Zoning and Rezoning



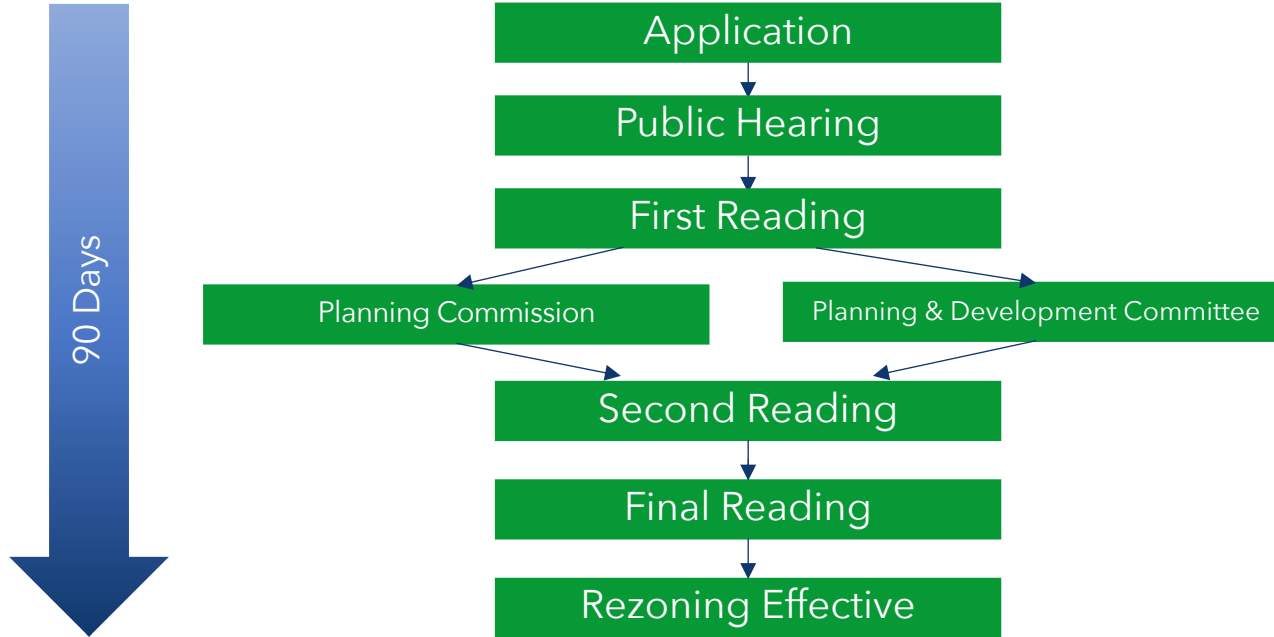
How can we adjust the initial zoning process so that it looks less like this. . .

12-24 Months



And more like this. . .

## Current Rezoning Procedure



# Proposed Approach

**Eliminate referendum process** (never used) No decision made 04-06-21

## **Streamline the process for initial zonings**

- The petition process requires only 60% of landowners to support the initial zoning request
- Which suggests 40% of landowners in an unzoned area could be zoned unilaterally by the County, by “petition” of their neighbors
- In practice, the County hasn’t zoned without 100% landowner consent

**Propose a simplified, 100% landowner driven application process**

# Proposed Approach

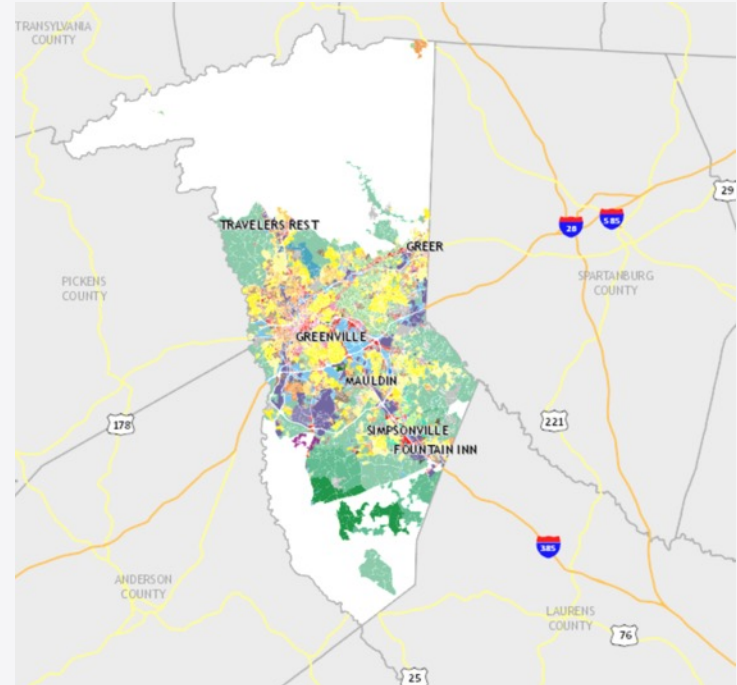
**Allow any landowner to request initial zoning of lands contiguous to a zoned area, regardless of size**

**Allow non-contiguous landowners to request initial zoning with:**

- 100% property owner consent
- Minimum area - what is the right number?
- Current minimum is 640 acres (1 sq mi)

**Continue staff outreach, as appropriate to the case**

- Community presentations
- Consultation on appropriate zoning districts
- Application assistance



# In summary, during the UDO project, we will:

- Combine Zoning Ordinance and LDR provisions into a single document
- Leave unzoned areas unzoned (except by property owner request)
- Propose areas for initial Mill Village zoning/overlay zoning
- Leave any other proposed rezoning requests to follow UDO adoption (except by property owner request)
- Propose improvements to the current Land Use Table
- Consolidate some R-M zoning districts
- Make POD and NC legacy districts
- Develop new base zoning district standards for:
  - Neighborhood Commercial
  - Agricultural
  - Rural Village
  - Rural Corridor
- Streamline, simplify “initial zoning” processes





# UDO Input & Comments

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Greenville County Planning & Zoning

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