



## PLANNING COMMISSION

June 6, 2016 at 5:15pm

City Council Chambers, 3<sup>rd</sup> Floor, 1737 Main Street, Columbia, SC 29201

### ZONING TEXT AND MAP AMENDMENT CASE SUMMARY 1721 GADSDEN STREET, TMS# 09010-10-09

---

Council District:	2
Proposal:	Rezone parcel from RG-3, -DD to RG-3, -DD, -DP and Amend Chapter 17 – Article V, Division 3 - §17-691(d) to designate structure as a Group III Landmark
Applicant:	John Hewett, agent
Staff Recommendation:	APPROVE
D/DRC Recommendation:	PENDING, 06/09/2016
PC Recommendation:	PENDING, 06/06/2016

#### CURRENT PARCEL CHARACTERISTICS/CONDITIONS

---

**Age of Structure:** built around 1883

**Acreage:** 0.10 acres

**Current Use:** Residential

**Proposed Use:** Residential

**Land Use Classification:** UCMR-2 (Urban Core Mixed Residential Type 2)

**Current Zoning:** RG-3, -DD (Townhouse and High-Rise Residential District, -Design/Development Overlay District

**Proposed Zoning:** RG-3, -DD, -DP (Townhouse and High-Rise Residential District, -Design/Development Overlay District, -Design and Preservation Area

**Landmark Status:** Group III

#### HISTORICAL SIGNIFICANCE

---

This is a c.1883 single-family home that has been part of the Arsenal Hill neighborhood for over a century. Part of the African-American enclave there, this house is a sole survivor of decades of change and altering demographics. Updated several times to keep up with changing trends, the building nonetheless retains some important original historic detailing, such as its roof form, double bay windows on the south elevation, original siding and original windows. With a plan to re-establish a historically appropriate façade and open porch, the owners intend to restore the exterior to its original appearance.

#### PLANS, POLICIES, AND LAND USE

---

The subject parcel is designated Urban Core Mixed Residential Type 2 (UCMR-2) in The Columbia Plan 2018 Future Land Use Map.

Urban Core Mixed Residential Type 2 neighborhoods are appropriate in the central City, inner ring areas and a couple blocks off major corridors throughout Columbia. This development type may represent existing and historic neighborhoods and a development form appropriate for medium to large scale redevelopment or infill sites. Traditional and contemporary architectural styles have a place in Urban Core Mixed Residential neighborhoods but scale is always important. Urban Core mixed Residential Type 2 neighborhoods have smaller-scale residential buildings, with single-family homes being a dominant use. Urban Core Mixed Residential Type 2 will usually transition from Urban Core Mixed Residential Type 1 to Urban Core Residential as development moves further from main arterials and activity centers.

Primary Types:

- Single-family Detached
- Single-family Attached
- Two-family
- Three-family

Secondary Types:

- Multi-family Small

Tertiary Types:

- Small Format Commercial
- Small Format Civic/Institutional
- Small Format Business/Employment (excl. Flex)

*Existing Neighborhood, Small Area, Community, and/or Corridor Plans*

The subject parcel is part of the City Center Master Plan adopted by Council, and implementation of the Plan occurred through the adoption of the Downtown Design/Development Overlay District, which applies to the parcel. The property is part of the Arsenal Hill area identified in the Plan, which notes that the renovation of existing units in the neighborhood would also take place as new development and street improvements occur. The inclusion of this property within the -DP as a landmark would help to ensure the architectural fabric of this area is preserved.

---

**PROPOSED ZONING DISTRICT SUMMARY**

---

The parcel and surrounding parcels are currently zoned Townhouse and High-Rise Residential District (RG-3), - Design/Development Overlay District (-DD) by the City of Columbia.

The proposed City of Columbia zoning district is Townhouse and High-Rise Residential District (RG-3), - Design/Development Overlay District (-DD), -Design and Preservation Area (-DP).

*Townhouse and High-Rise Residential District (RG-3)*

The RG-3 district is intended as a medium to high density residential area characterized by townhouses and high-rise structures. Certain structures and uses required to serve governmental, educational, religious, noncommercial recreational, and other needs of the areas are permitted outright or are permissible as special exceptions subject to restrictions and requirements intended to preserve and protect the residential character of the district.

*Design/Development Overlay District (-DD)*

The -DD area is intended to protect the area identified as "City Center" which is undergoing redevelopment and revitalization from incompatible land uses and influences which do not complement or promote the high-intensity mixed use character of the area. It is also the intent that new developments within the -DD area are coordinated to ensure that the land use, pedestrian environment, urban design, open space, signs, street scape and traffic circulation are sensitive to and implement the overall objectives and concept of the applicable redevelopment plan. Development within the -DD area must comply with design guidelines set forth in this Code and in the publication "City Center Design/Development Guidelines, Final Report, September 1, 1998," LDR International, Inc. Consultants.

The -DD area consists of approximately 1,400 acres in the area bounded as follows: on the North by Elmwood Avenue, east by Pickens Street, South by Blossom Street, and West by the Congaree River. Any lot of record which fronts or abuts Elmwood, Pickens or Blossom within the area described above shall be deemed to fall within the -DD area.

*Design and Preservation Area (-DP)*

It is the intent of the -DP to protect and improve the quality of the environment of the city by the encouragement of identification, recognition, conservation, maintenance and enhancement of areas, sites, structures, fixtures and other features of the architectural, economic, social, cultural and political history of the city as well as its natural features; to encourage appropriate use of such features, areas, sites, structures and fixtures; and to restrain influences adverse to such purposes, and by so doing to promote the public welfare. To this end, the -DP designation, when appended to a basic district classification, is intended to coordinate the purposes and intent of this article with those regulations established by other provisions whose primary intent is to further the purposes set out in this section.

*Following are the criteria for listing as a Group III Landmark:*

*Section 17-691(d) of the Columbia City Ordinance outlines the criteria for designation as a Group III Landmark.*

*“Group III consists of structures or sites which round out and extend the material-visual history of Columbia when added to Groups I and II; they evidence one or more of the following criteria for selection:*

*(1) The site of events, homes of men, etc., that are interesting locally.*

*(2) Somewhat unusual characteristics in architectural design.*

*(3) Belonging to a family or "genera" of buildings recognized locally.*

*(4) A mediocre example of a style or type of building which is becoming, or in danger of becoming, extinct locally.*

*(5) Evidencing one or more of the criteria for Group II, but too decrepit or too destructively modified to constitute a prime historic document.*

*If possible, these should be preserved by "adaptive use," although not necessarily on their original sites.*

*Generally, preservation of interiors is not of great importance and controlled remodeling of exteriors is in order.”*

This meets criterion one as it is the site of events that are interesting locally, in particular the infilling of downtown with modest homes in the late 1800s and their rapid demise during the urban rehabilitation efforts several decades later. This is likely the oldest surviving original building on this entire block of Gadsden Street, and is a testament to the racial divisions that helped shape the Arsenal Hill neighborhood. It is also a survivor of the mass demolitions that wiped away African-American neighborhoods during the 1950s and 1960s in downtown Columbia. Part of the reason for its survival was that the owners made changes and updated the building during the years, maintaining it and keeping it livable. While these changes are unsympathetic to the original design, they gave the building a “modern” look at a time when old buildings were bulldozed throughout the city. Arsenal Hill, in particular, had several blocks wiped clear and yet some that remarkably remained intact.

The residential building at 1721 Gadsden Street appears to have been built around 1883, with alterations occurring probably in the 1930s and 1960s that included enclosing the front porch. Otherwise the exterior retains its original form, roof shape, windows, siding, and double bays on the south elevation. This unusual characteristic in architectural design, combined with the unusually wide siding, meet number two of the criteria for Group III landmark designation. This appears to be a simple turn of the century Folk Victorian cottage, but the addition of the double bay on the south side is a sign of more attention to detail for this modest house and is a feature that does not appear to be replicated anywhere nearby. It also helps confirm the earlier construction date.

This building also meets criterion four; it is a mediocre example of its style that is in danger of becoming extinct locally. Indeed, this building currently has no protection and was facing demolition before the new owners considered retaining the building instead. While there are a number of houses in the city from around 1900 and later that are of similar size, this is an unusual design and predates many of those buildings as it was likely built in the early 1880s. This is also among the smaller homes downtown that served African Americans throughout the twentieth century, and among only a handful that survive. The first tenant might have been A.H. Hammond, a white policeman in 1888, but by 1891 the property, like several others in the area, was lived in by an African-American. Columbus Young worked as a driver, and his block and

the block to the south were majority or all-black during the 1890s, while the block to the north was all-white. Small homes on downtown lots are gaining attention in Columbia due to the attractiveness of the location. Aging houses such as this also face a number of physical challenges, such as significant structural repairs and updating of plumbing, electrical, and mechanical systems, which can be a daunting task for many owners. If people elect not to put forth the effort, parts of the city's irreplaceable built history, such as this building, would become extinct.

---

#### **STAFF RECOMMENDATION**

---

Staff recommends the inclusion of the property as a Group III Landmark as it rounds out the material-visual history of Columbia and meets three of the criteria required for designation. Recommend to City Council the modification of the zoning map and zoning code to designate 1721 Gadsden Street as a Group III Landmark as outlined in Section 17-691(d) of the City of Columbia Code.



WAYNE

LAUREL

GADSDEN

BLANDING

GADSDEN

LAUREL

GADSDEN

GOVERNORS

GADSDEN

GADSDEN

GOVERNORS

GOVERNORS

GOVERNORS

BLANDING

GOVERNORS

GOVERNORS

GOVERNORS

LAUREL

GOVERNORS

# Future Land Use Map

1721 Gadsden Street, TMS#: 09010-10-09  
 FLU: UCMR-2

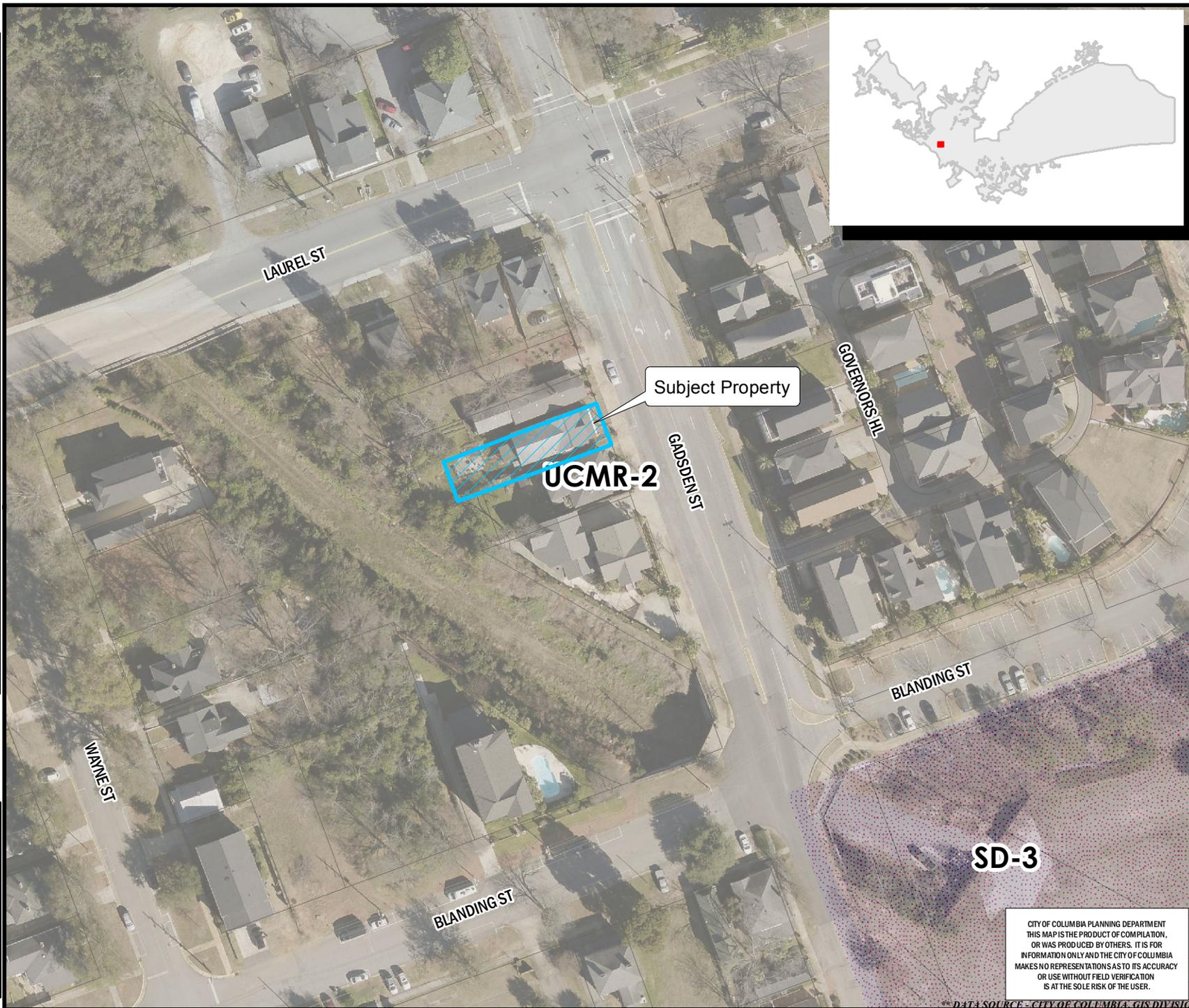
Department of Planning &  
 Development Services

**Legend**

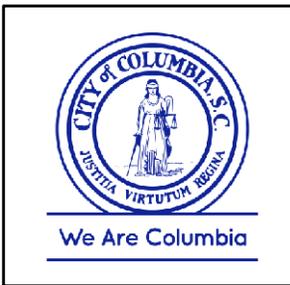
CITY LIMITS  
 PARCELS

- UCMR-1 - Urban Core Mixed Residential 1
- UCMR-2 - Urban Core Mixed Residential 2
- UEMR - Urban Edge Mixed Residential
- UEMF - Urban Edge Multi-Family
- UCR-1 - Urban Core Residential Small Lot
- UCR-2 - Urban Core Residential Large Lot
- UER-1 - Urban Edge Residential Small Lot
- UER-2 - Urban Edge Residential Large Lot
- UCAC-1 - Urban Core Neighborhood Activity Center
- UCAC-2 - Urban Core Community Activity Center
- UEAC-1 - Urban Edge Community Activity Center
- UCAC-3 - Urban Core Regional Activity Center
- UEAC-2 - Urban Edge Regional Activity Center
- AC-1 - Neighborhood Activity Corridor
- AC-2 - Community Activity Corridor
- AC-3 - Regional Activity Corridor
- EC - Employment Campus
- IND - Industrial
- TU - Transportation & Utilities
- SD-1 - Sports/Amusement District
- SD-2 - Civic/Institutional Districts
- SD-3 - Central Business District
- SD-4 - Riverbanks Zoo and Garden
- SD-5 - Universities/Colleges
- SD-6 - Fort Jackson

0 25 50 100 Feet



ORIGINAL PREPARATION/DATE:  
 This map was prepared by:  
 Leigh DeForth  
 May 11, 2016



CITY OF COLUMBIA PLANNING DEPARTMENT  
 THIS MAP IS THE PRODUCT OF COMPILATION,  
 OR WAS PRODUCED BY OTHERS. IT IS FOR  
 INFORMATION ONLY AND THE CITY OF COLUMBIA  
 MAKES NO REPRESENTATIONS AS TO ITS ACCURACY  
 OR USE WITHOUT FIELD VERIFICATION  
 IS AT THE SOLE RISK OF THE USER.

\* DATA SOURCE: CITY OF COLUMBIA GIS DIVISION

# Zoning Map

1721 Gadsden Street, TMS#: 09010-10-09  
 Existing Zoning: RG-3, -DD; Proposed Zoning: RG-3, -DD, -DP

Department of Planning & Development Services

**Legend**

CITY LIMITS  
 PARCELS

	D-1		C-1
	RS-1		C-2
	RS-1A		C-3
	RS-1B		C-3A
	RS-2		C-4
	RS-3		C-5
	RD		M-1
	RD-2		M-2
	RG-1		PUD-C
	RG-1A		PUD-LS
	RG-2		PUD-LS-E
	RG-3		PUD-LS-R
	UTD		PUD-R
	MX-1		OUT OF CITY
	MX-2		

0 25 50 100 Feet

**ORIGINAL PREPARATION/DATE:**  
 This map was prepared by:  
 Leigh DeForth  
 May 16, 2016

**DISCLAIMER:**  
 The City of Columbia Department of Planning and Development Services data represented on this map or plan is the product of compilation, as produced by others. It is provided for informational purposes only and the City of Columbia makes no representation as to its accuracy. Its use without field verification is at the sole risk of the user.



Protection Area District  
 Design/Development Overlay