

# SPARTANBURG GATEWAY CORRIDORS PLAN

SCAPA 2024 Fall Conference

October 25, 2024

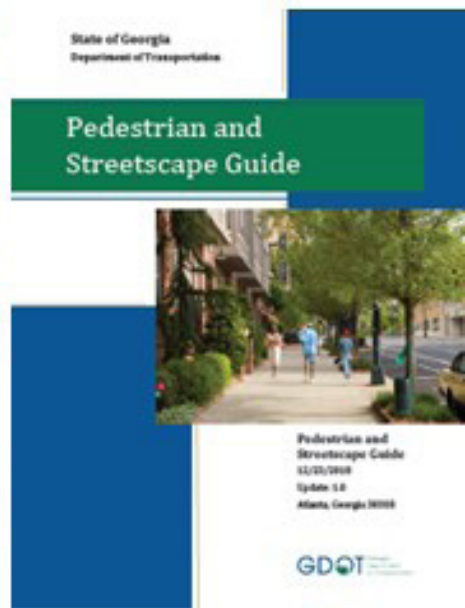
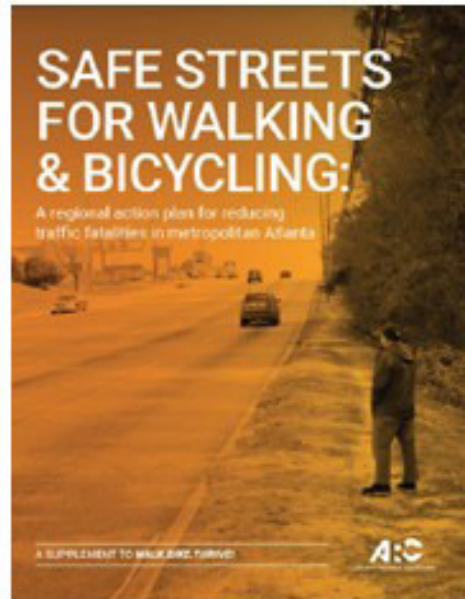
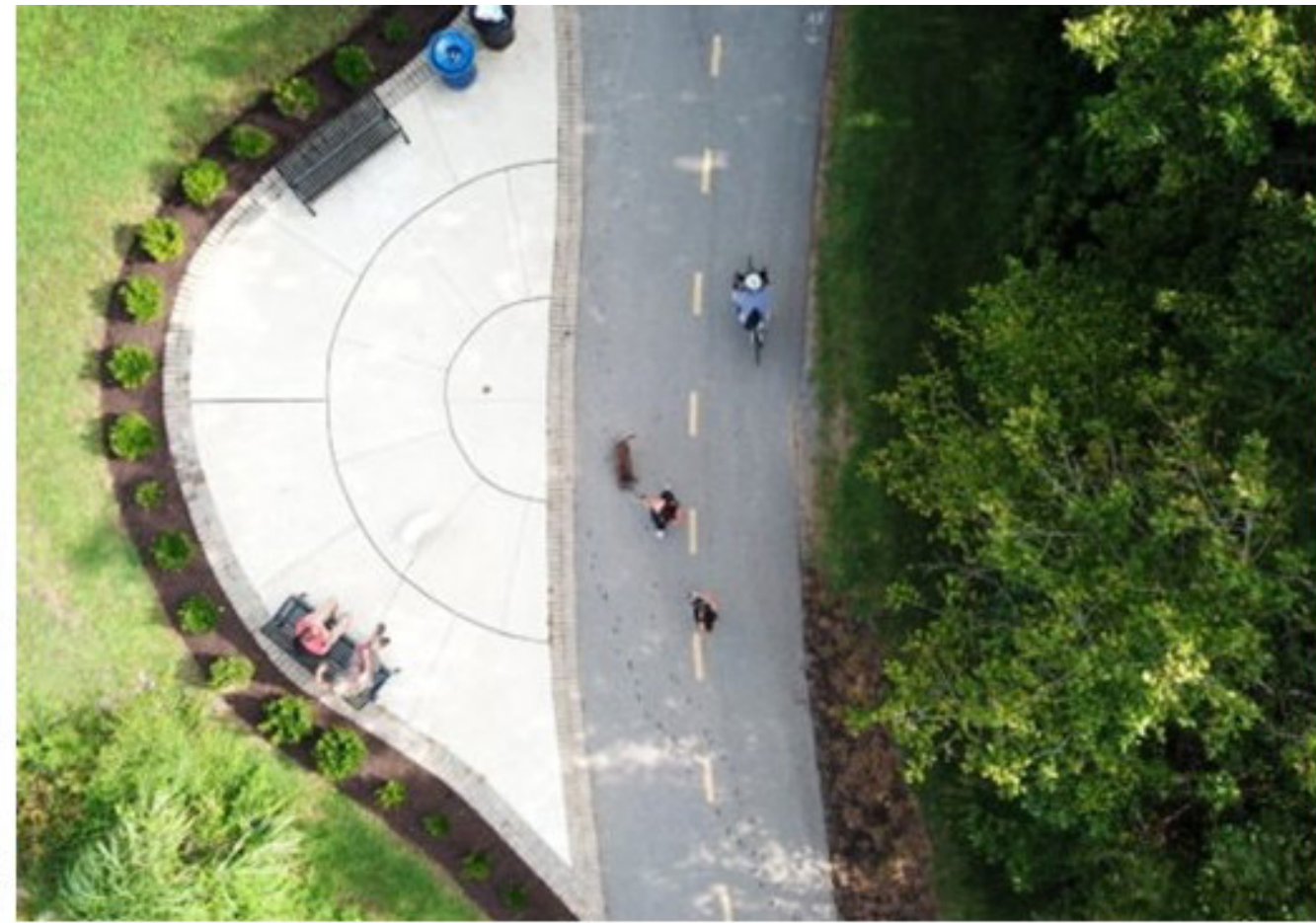
DOWNTOWN SPARTANBURG

City of Spartanburg  
(Outside of Study)



# TOOLE

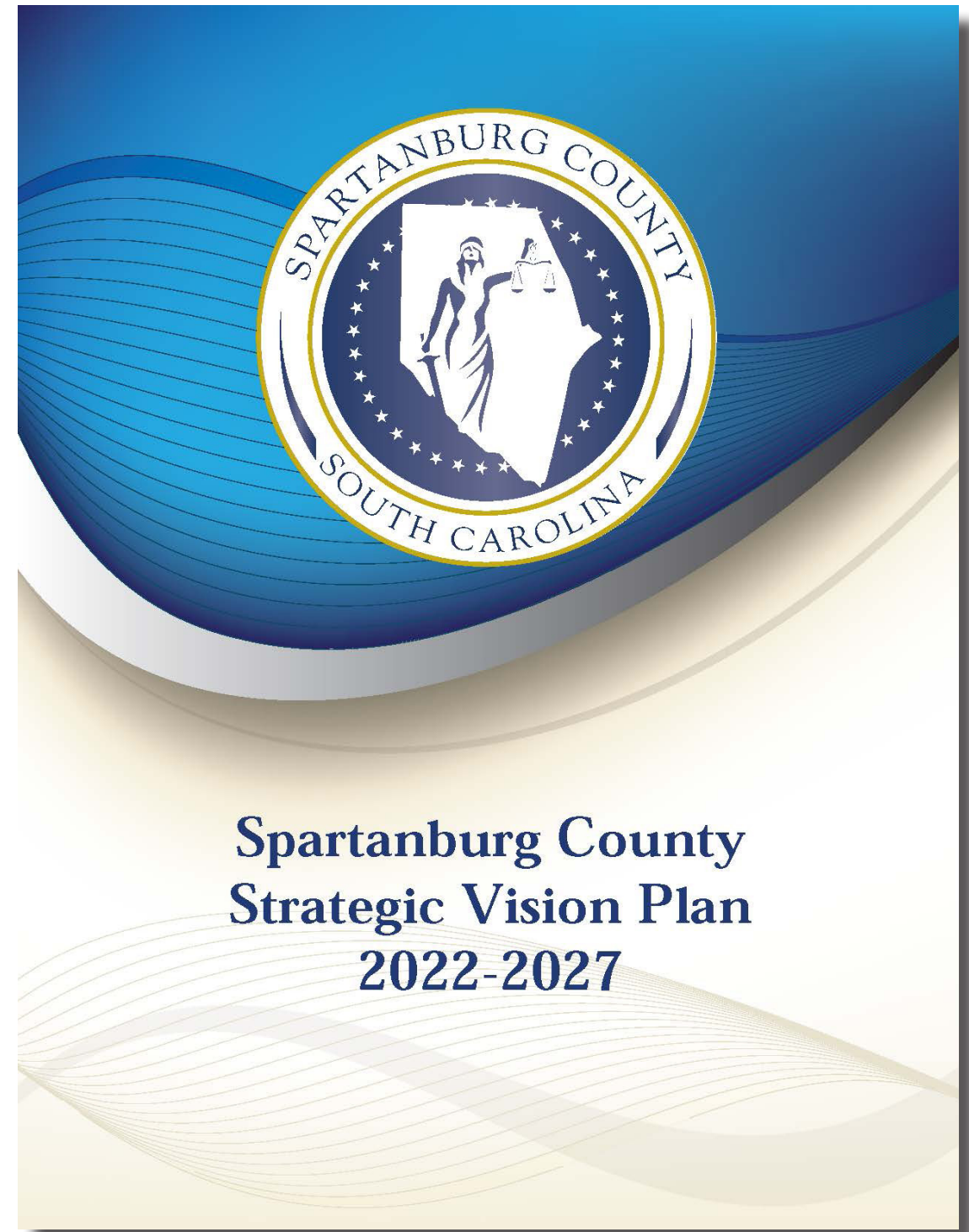
## DESIGN



# Project Goals & Desired Outcomes

## From the County's Strategic Vision:

- Accelerate the improvement of county roads
- Make strategic use of land to foster both quality of life and economic growth
- Champion a vibrant downtown
  - » Improve aesthetics of the gateways to downtown





# DOWNTOWN SPARTANBURG

Spartanburg County  
(Study Limits)

City of Spartanburg  
(Outside of Study)

5.0 Miles

2.5 Miles

1 Mile

176

26

85

85  
BUS

221

9

585

56

29

176

29

Big Shoally Creek

Lawsons Fork Creek

Chinquapin Creek

Fairforest Creek

Halway Branch

# The Corridors

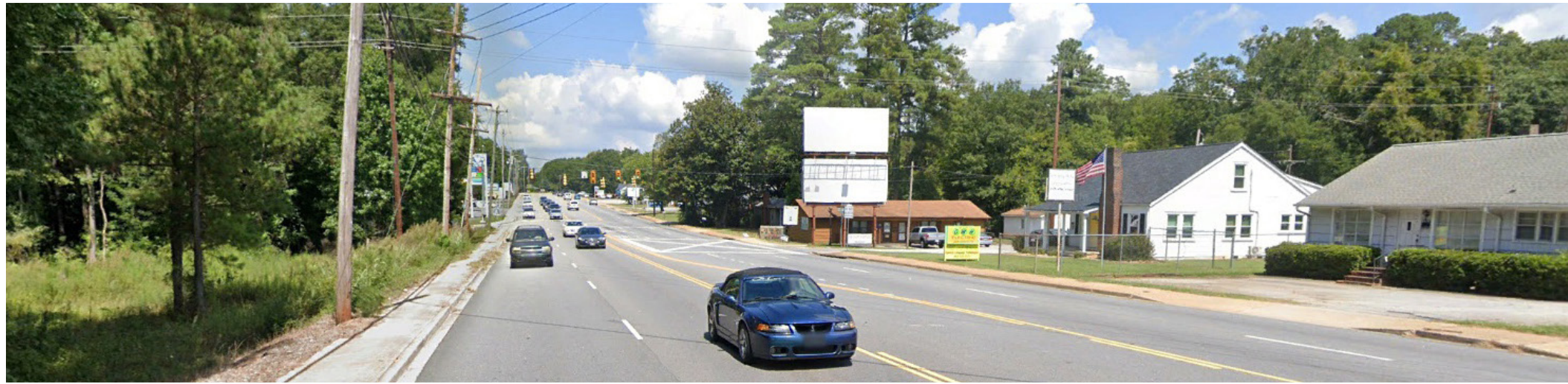
Asheville Highway (SC 56)



Interstate 585

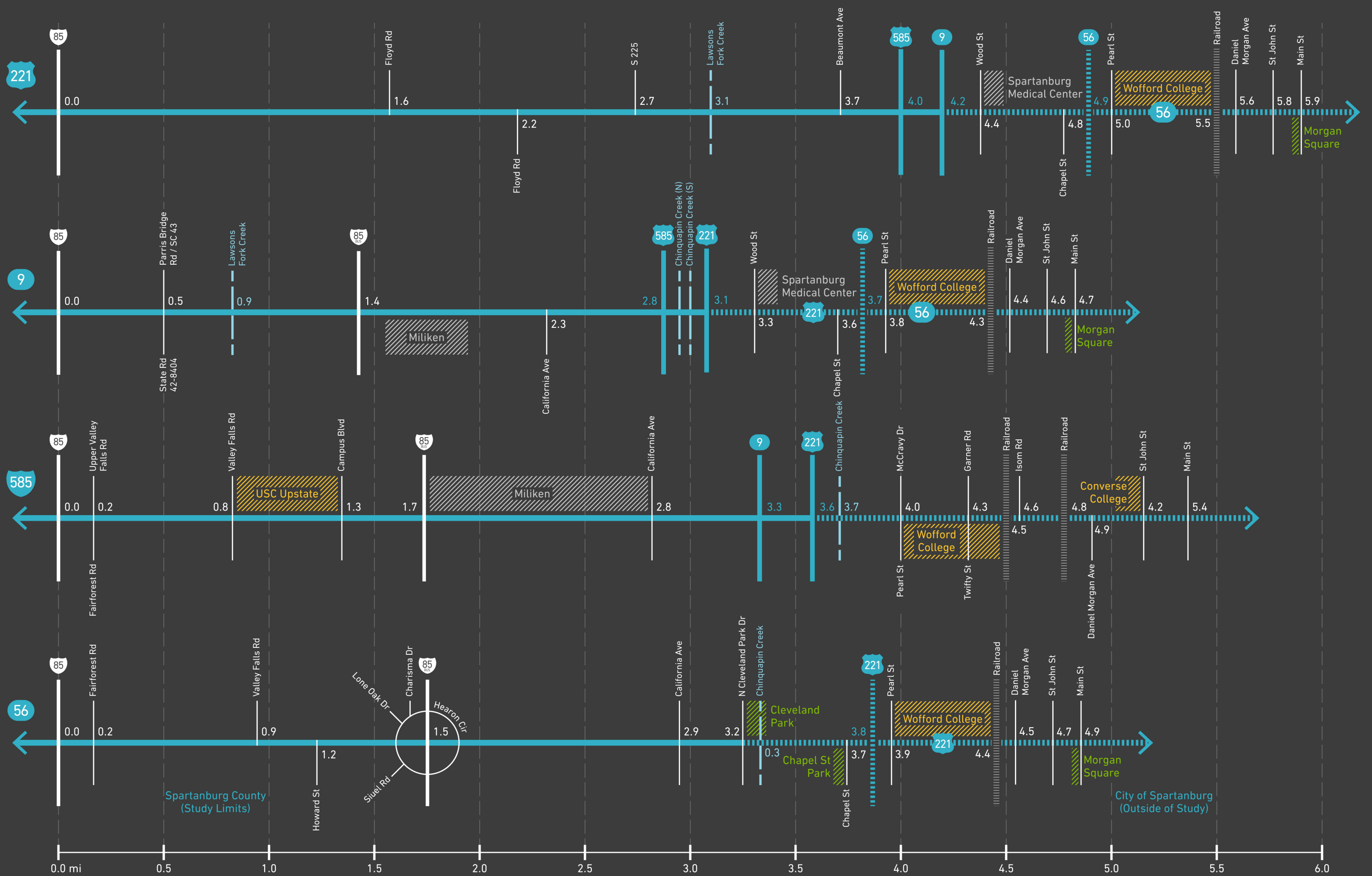


Boiling Springs Road (SC 9)

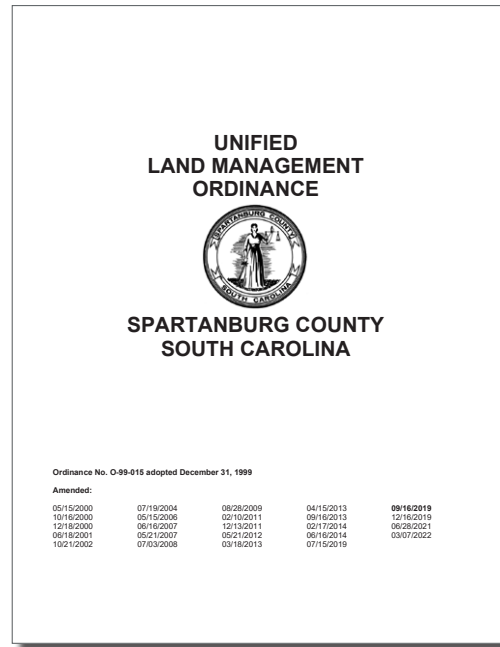


Chesnee Highway (US 221)

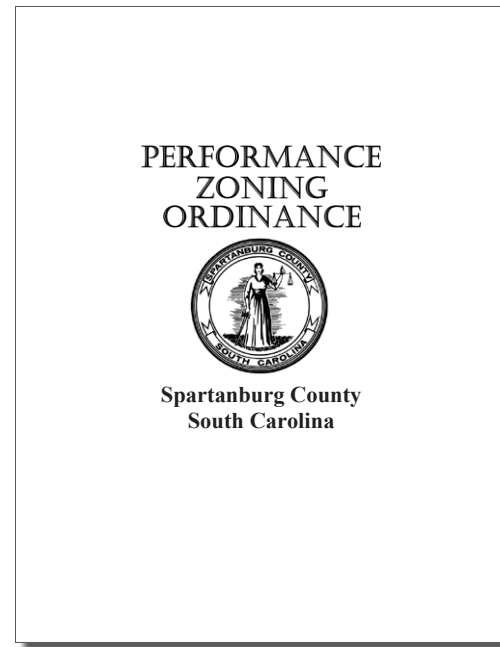




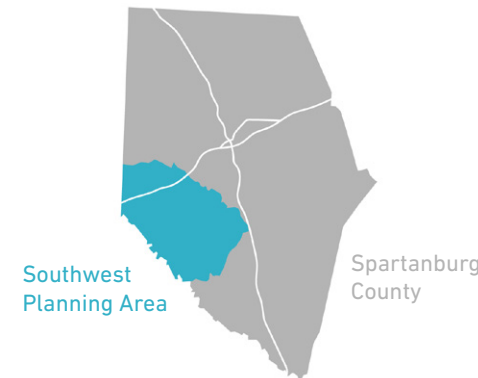
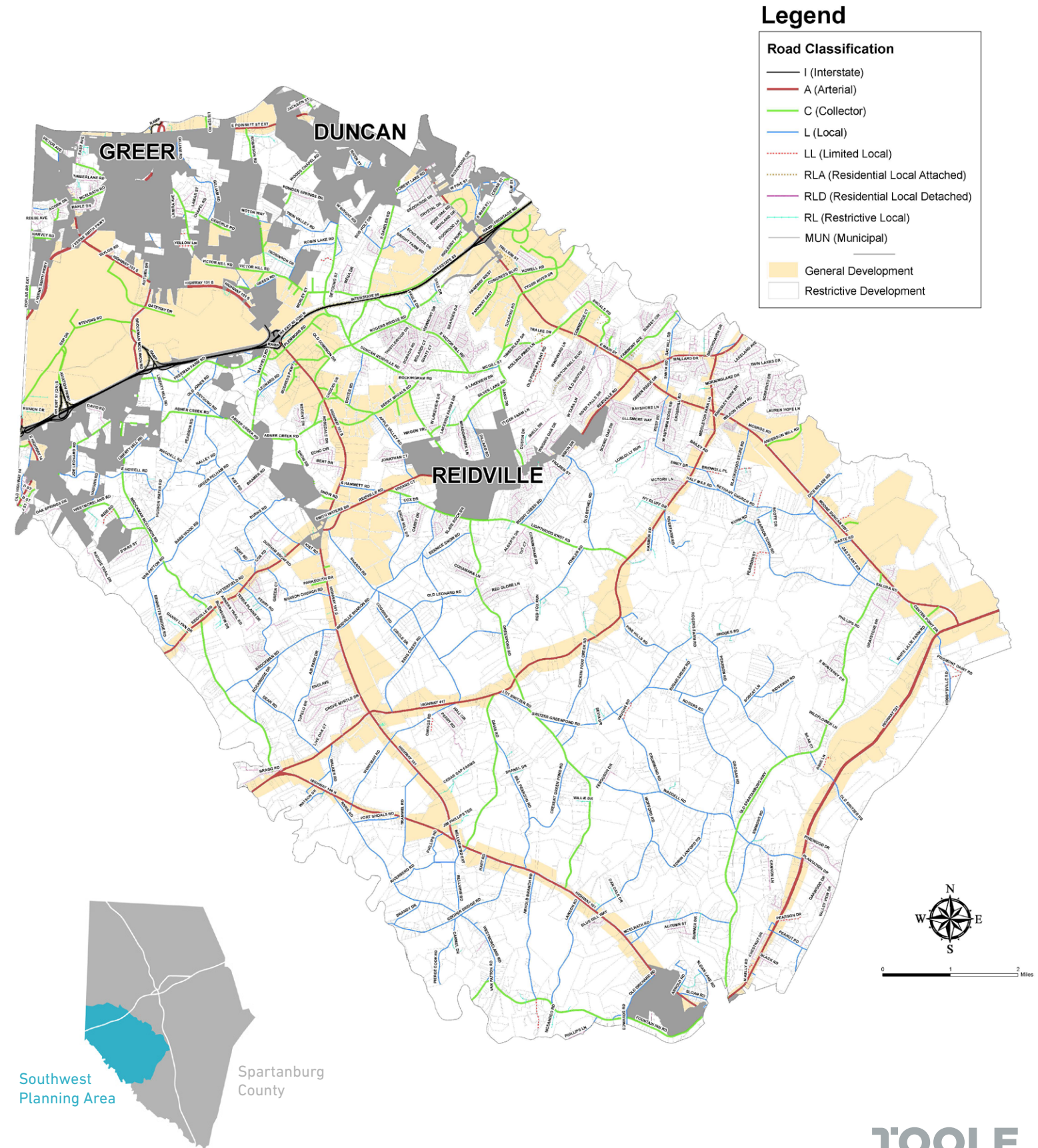
# Emerging Development Regulations



Unified Land Management Ordinance (ULMO), 1999



Performance Zoning Ordinance (PZO), 2020



# Property Rights vs. Place

# THE CHALLENGE

What we heard from stakeholders

## THEME 1

“Asheville Highway needs a lot of love. Don’t let the other corridors become Asheville Highway.”

### CORRIDOR LIFECYCLE STAGES

1. Rural Development
2. Emerging Suburban Development
3. Peak Suburban Development
4. Development Stagnation/  
Transitional
5. Urban Retrofit

Remaining legacy single-family structures have typically been vacated

Vertical elements - trees and utilities - are located inside of the sidewalk

Narrow sidewalks (approx. 5-6') are immediately adjacent to roadway and offer minimal protection for pedestrians

Traditional "strip commercial" development occurs frequently throughout the corridor

Wide roadway (7 lanes including continuous center turn lane) provides abundant capacity but isolates development on either side

Wide setbacks for commercial development that followed the highway

Expansive amount of pavement and unlimited curb cuts encourages poor driving behaviors (e.g., speeding, diagonal crossings, darting, etc.)

## Asheville Highway (SC 56)

Vertical elements - trees and utilities - are located inside of the sidewalk

Traditional "strip commercial" development occurs sporadically throughout the corridor

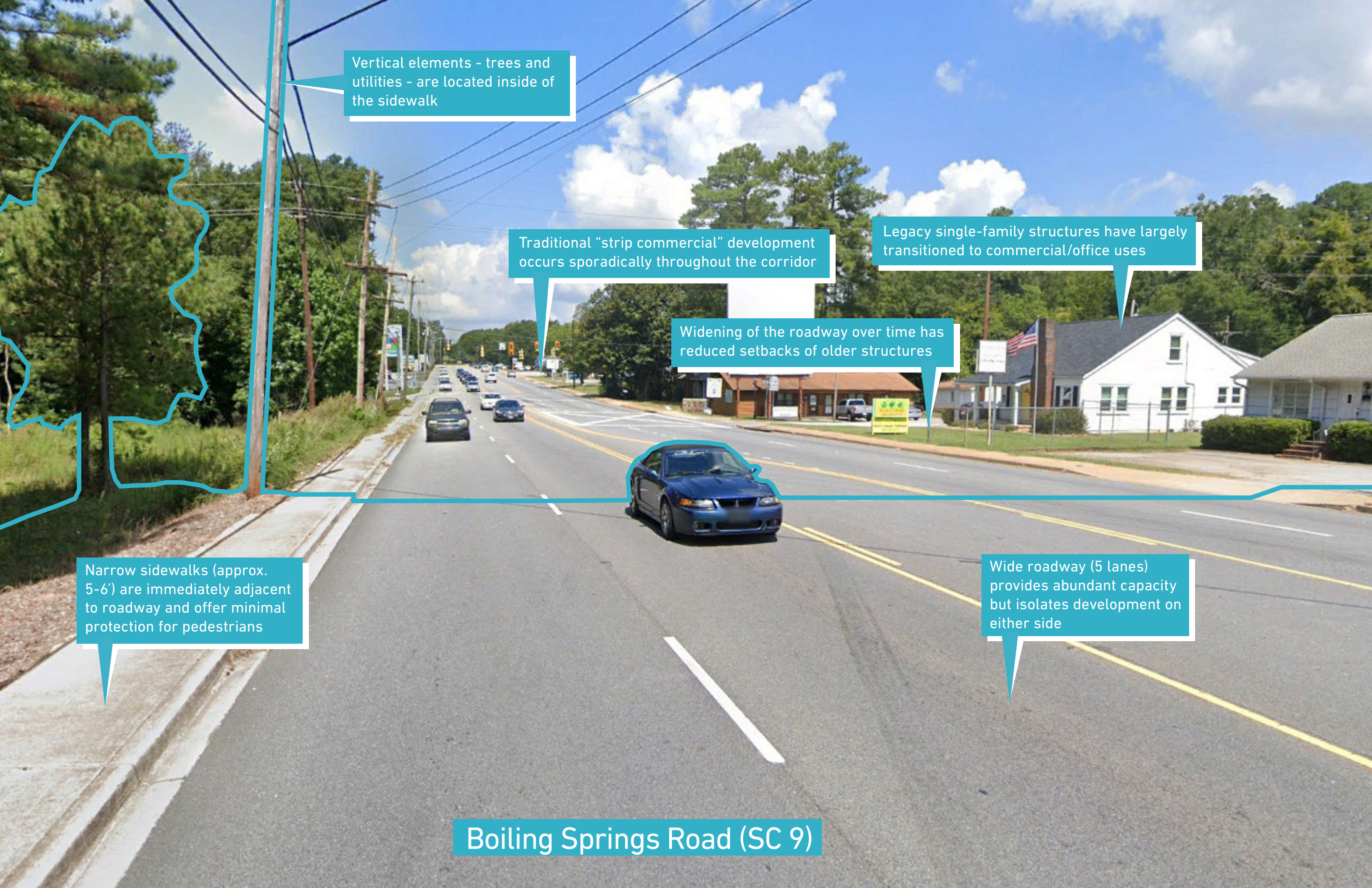
Legacy single-family structures have largely transitioned to commercial/office uses

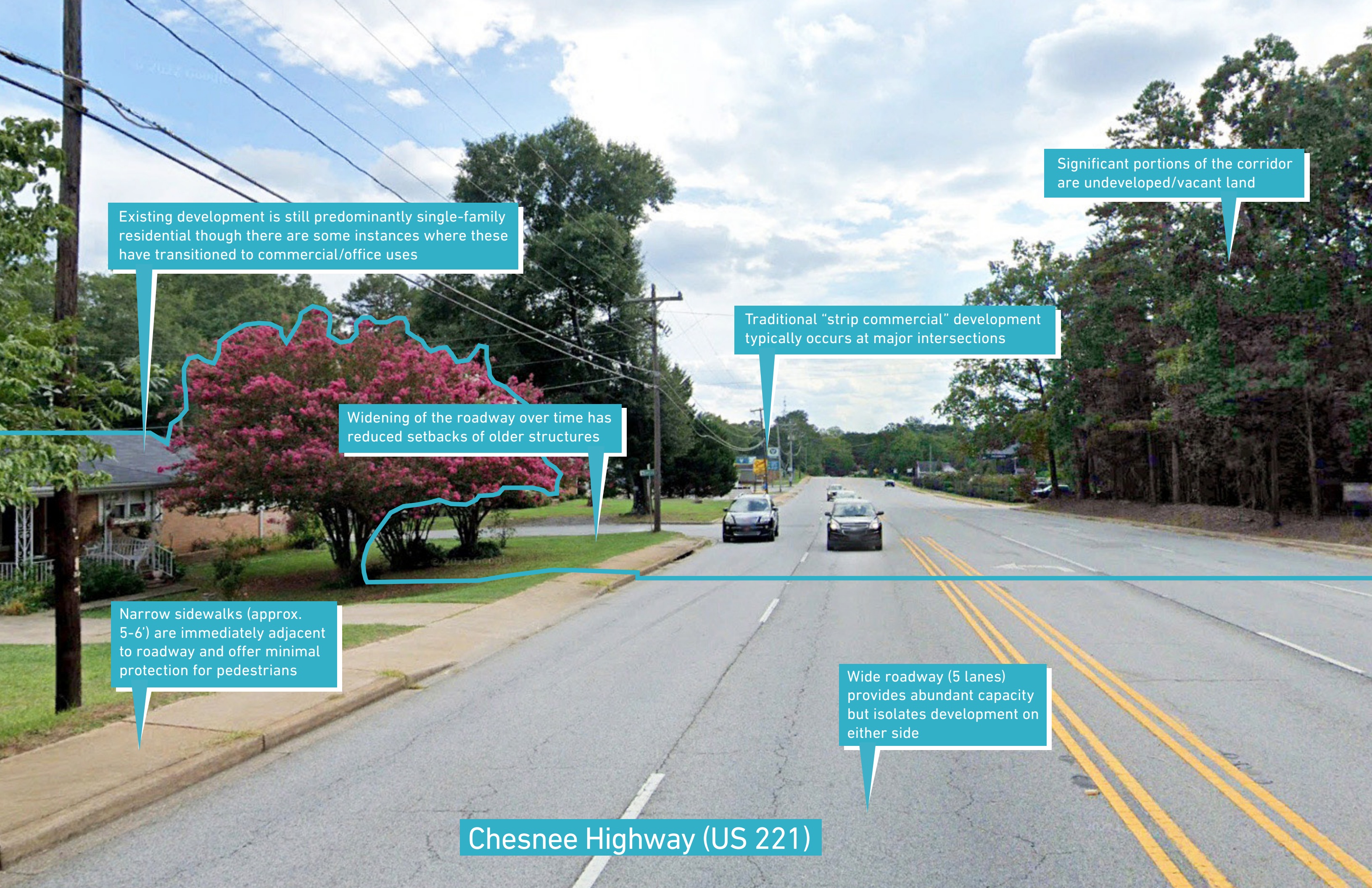
Widening of the roadway over time has reduced setbacks of older structures

Narrow sidewalks (approx. 5-6') are immediately adjacent to roadway and offer minimal protection for pedestrians

Wide roadway (5 lanes) provides abundant capacity but isolates development on either side

### Boiling Springs Road (SC 9)





Significant portions of the corridor are undeveloped/vacant land

Existing development is still predominantly single-family residential though there are some instances where these have transitioned to commercial/office uses

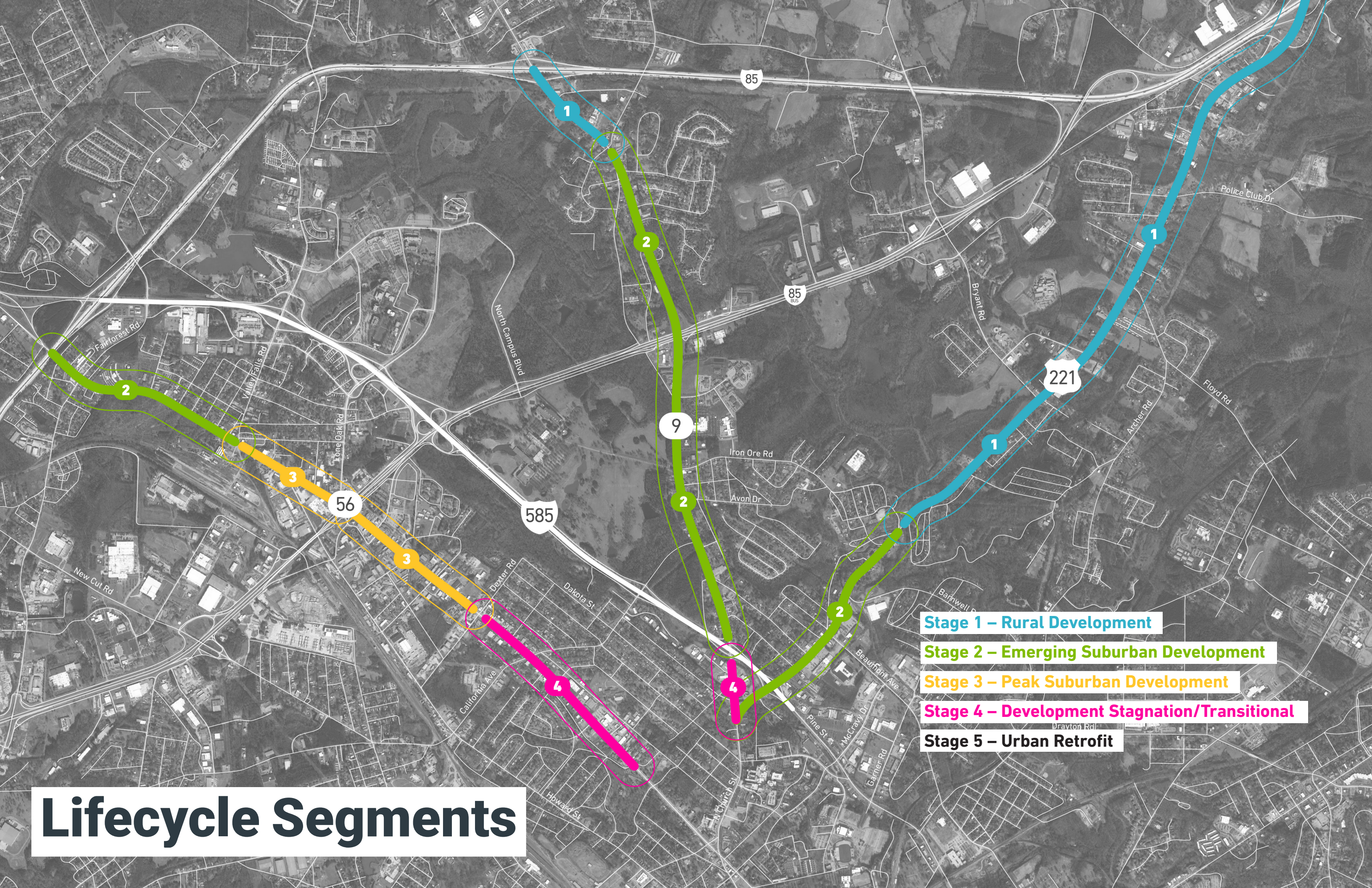
Traditional "strip commercial" development typically occurs at major intersections

Widening of the roadway over time has reduced setbacks of older structures

Narrow sidewalks (approx. 5-6') are immediately adjacent to roadway and offer minimal protection for pedestrians

Wide roadway (5 lanes) provides abundant capacity but isolates development on either side

### Chesnee Highway (US 221)

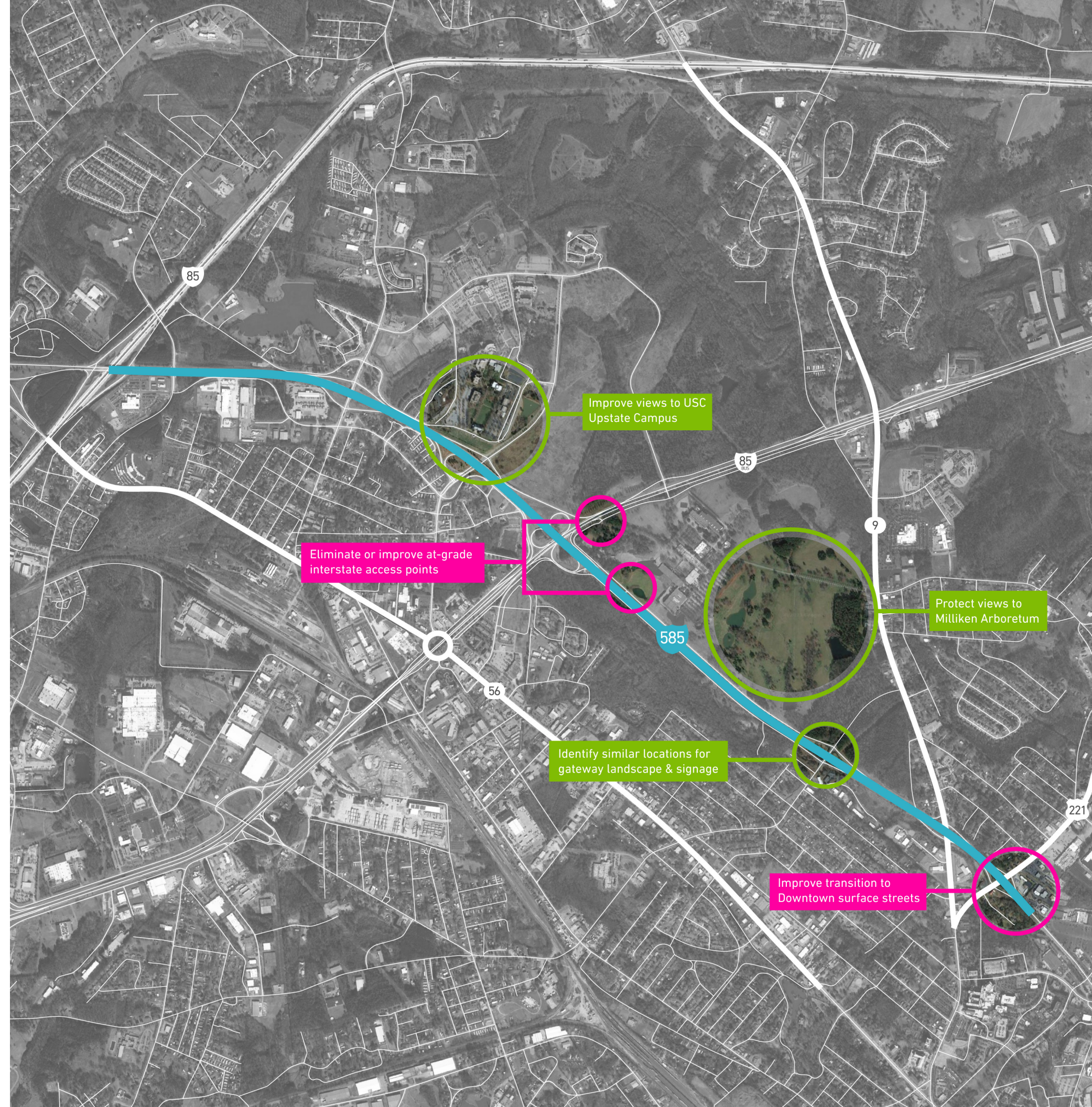


- Stage 1 – Rural Development**
- Stage 2 – Emerging Suburban Development**
- Stage 3 – Peak Suburban Development**
- Stage 4 – Development Stagnation/Transitional**
- Stage 5 – Urban Retrofit**

# Lifecycle Segments

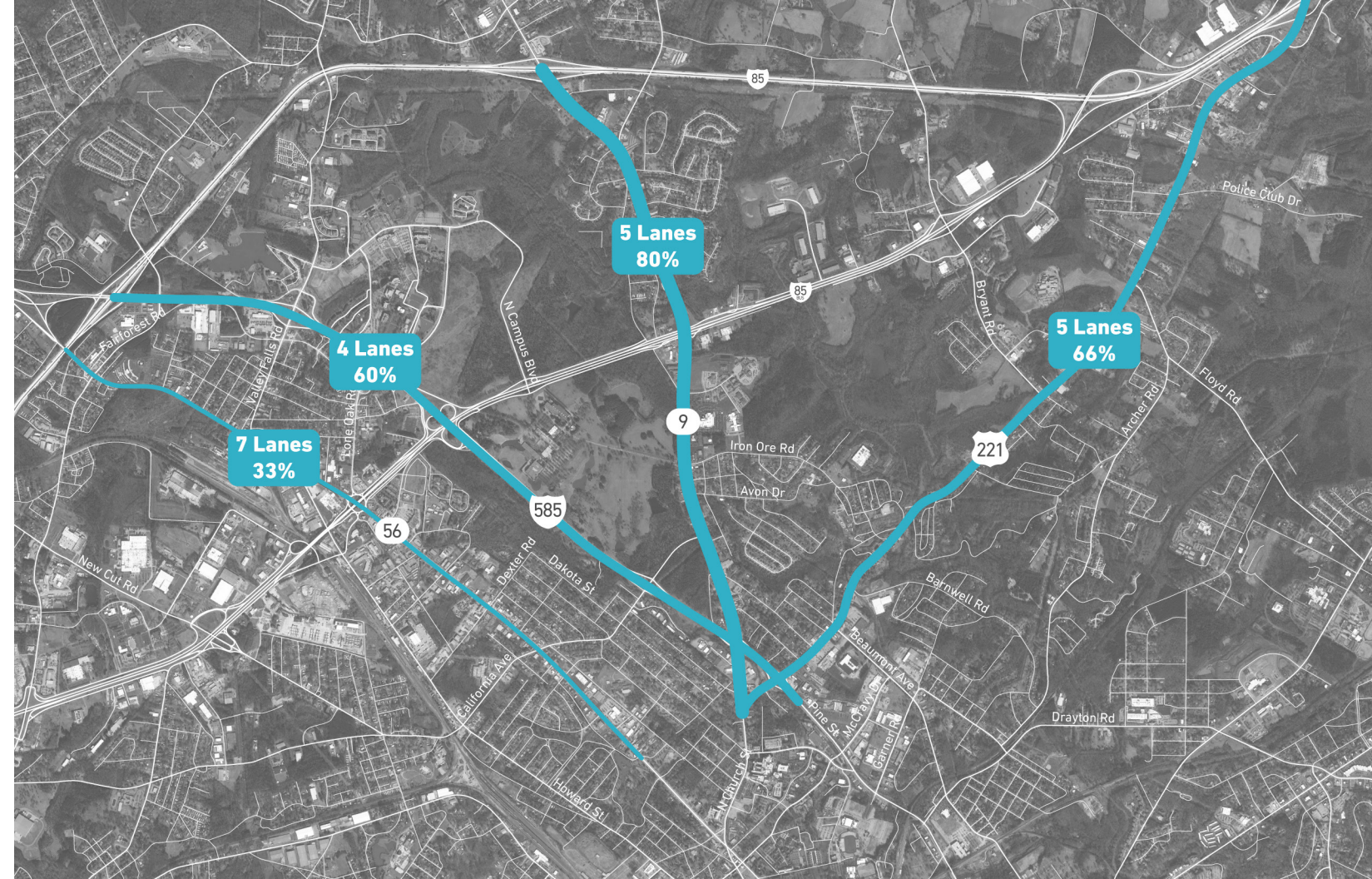
## THEME 2

“I-585 is the way to get to Downtown Spartanburg. Making the transition from County highways to local streets needs to be more intentional.”



# THEME 3

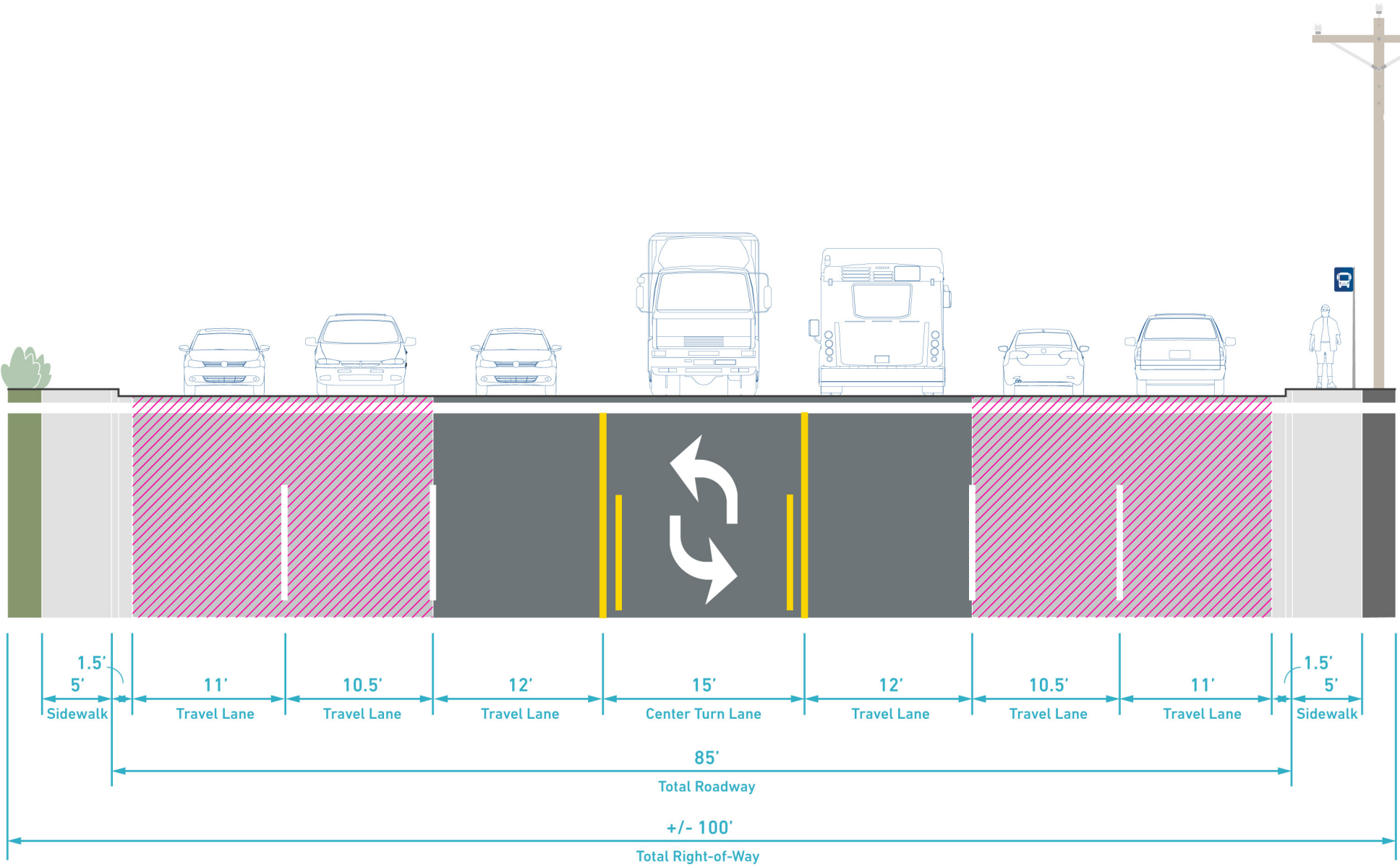
“There’s plenty of capacity on the corridors but perception is nuanced.”



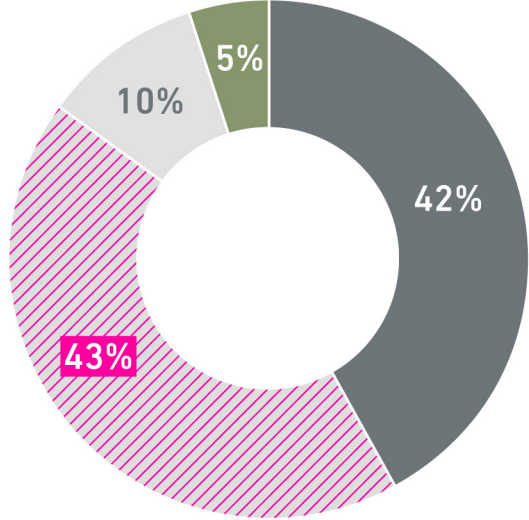
CORRIDOR	NUMBER OF LANES	CAPACITY (ADT)	2045 DEMAND (ADT)	EXCESS LANES
Asheville Hwy (SC 56)	7	~50,000	~13,000	4
Boiling Spring Rd (SC 9)	5	~35,000	~22,000	1
Chesnee Highway (US 221)	5	~35,000	~20,000	2

NUMBER OF LANES	CAPACITY (ADT)*
2 Lanes	~10,000
3 Lanes	~20,000
4 Lanes	~25,000
5 Lanes	~35,000
6 Lanes	~40,000
7 Lanes	~50,000

# SC 56 (Asheville Highway)



9,000-13,000 AADT



USE	SPACE	SHARE
Vehicular Roadway	85'	85%
Bicycle/Pedestrian Facilities	10'	10%
Other (Planting, Utility Easement, Unused, etc.)	5'	5%
<b>TOTAL R.O.W.</b>	<b>100'</b>	<b>100%</b>
Reallocatable R.O.W.	43'	43%

# THEME 4

“Access along the corridors needs better management.”

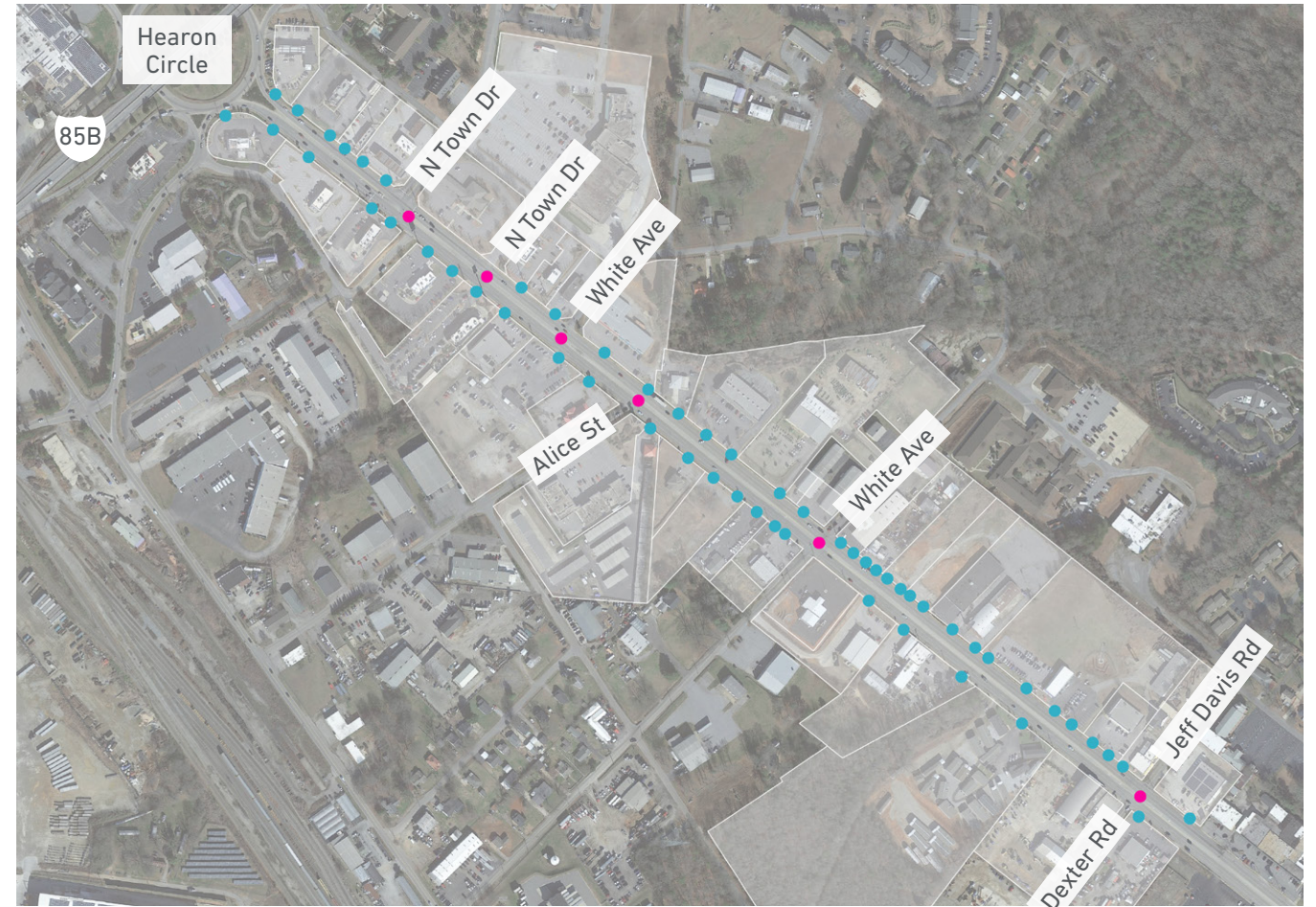


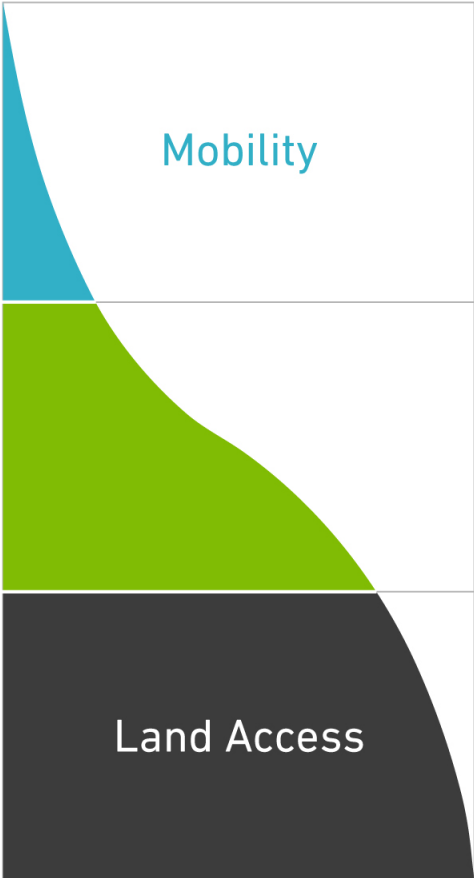
Figure 2.9: Sample Access Analysis of Asheville Highway (SC 56)

HEARON CIR-DEXTER RD (0.72 MILES)	COUNT	FREQUENCY
● Driveways	54	71'
● Street Intersections	6	636'
Street Intersections (Entire Corridor)	31	533'

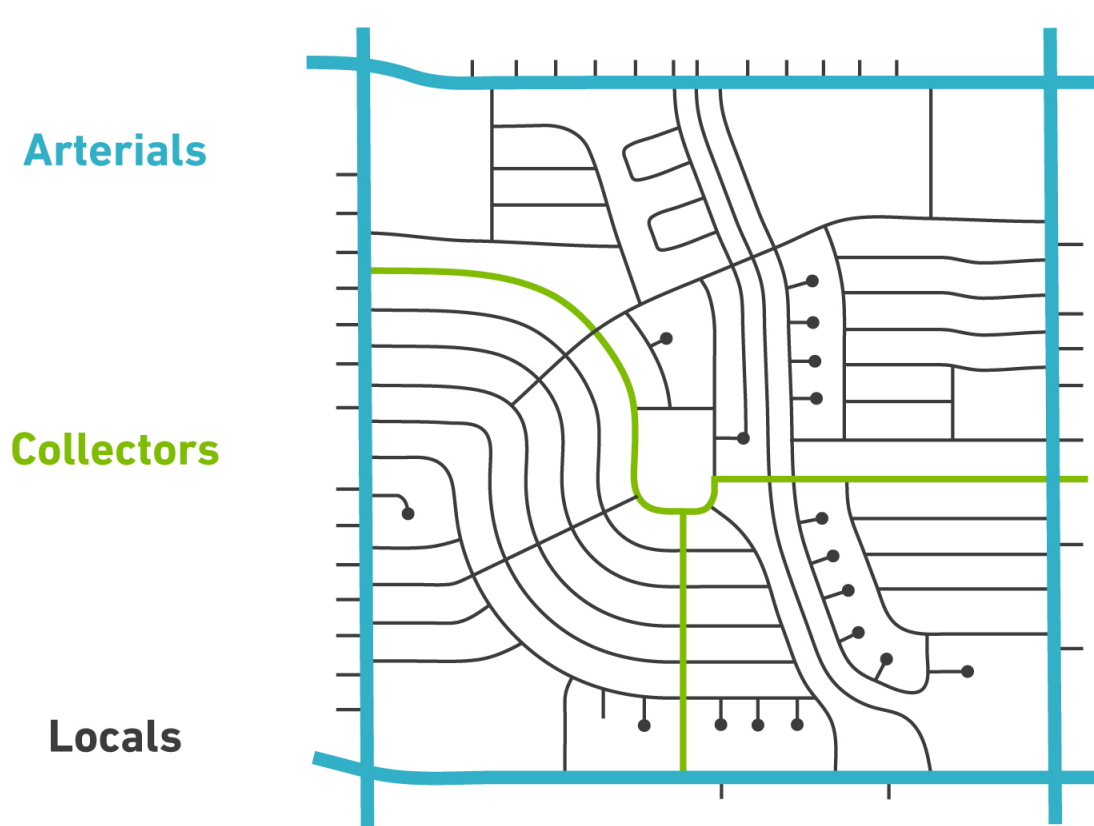
Potential Modal Conflicts: 540

# The Purpose of Arterial Corridors

Proportion of Service



Development Pattern



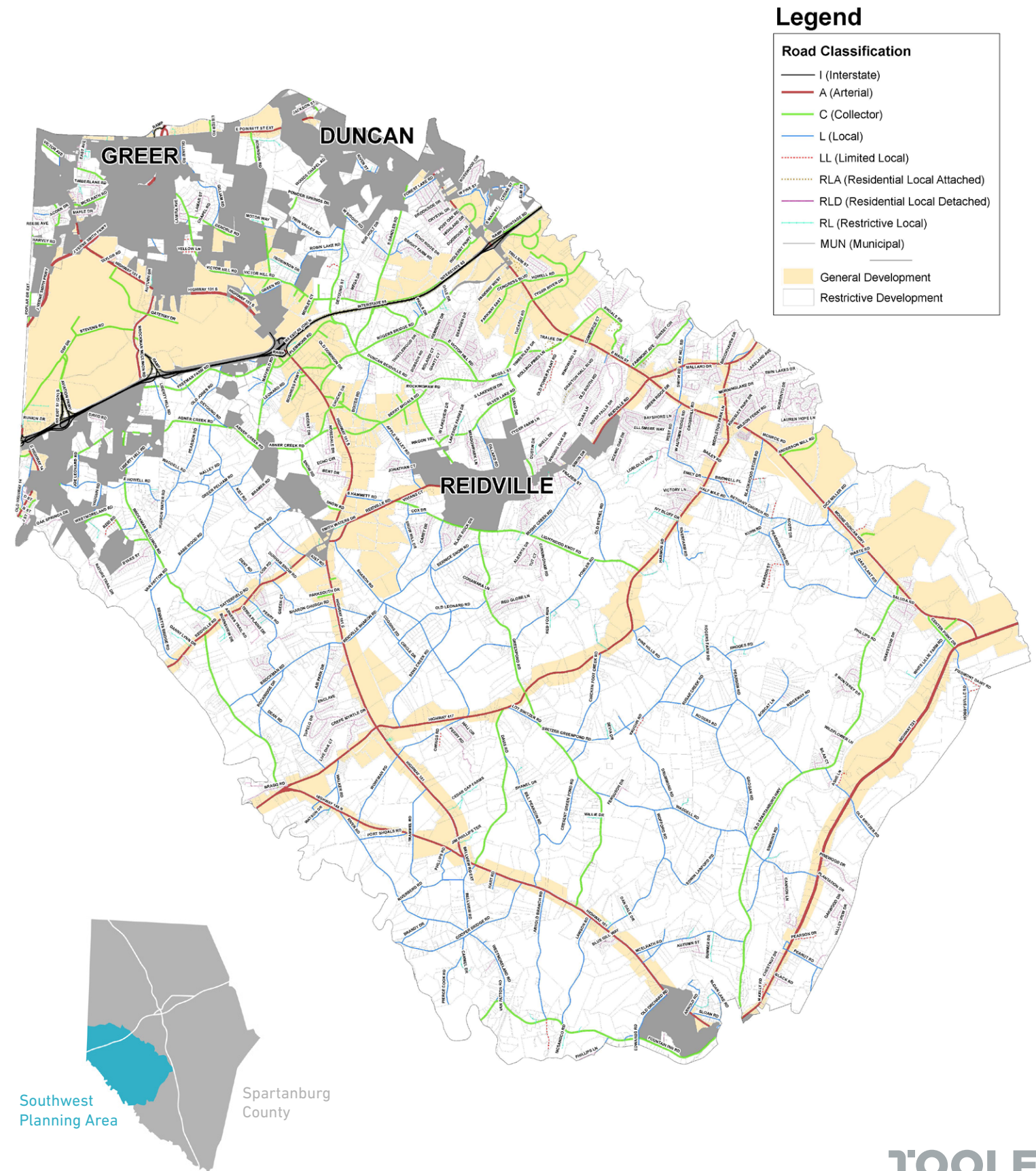
# Roadway Network

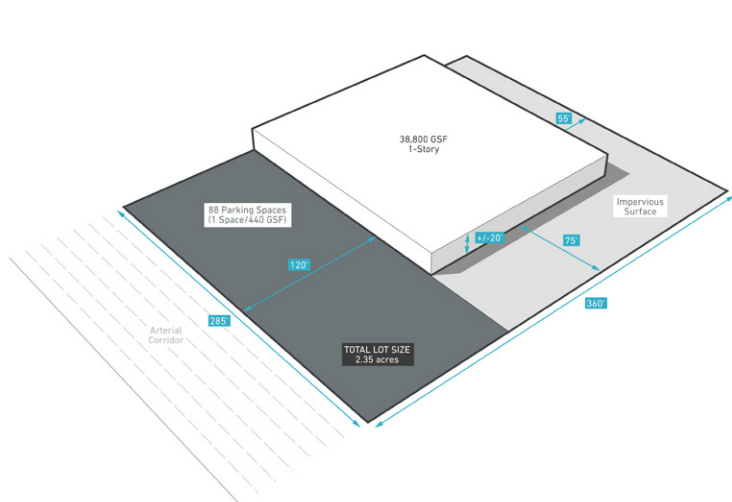


- Gateway Corridors
- Interstate Highways
- Arterials
- Collectors
- Local Roads

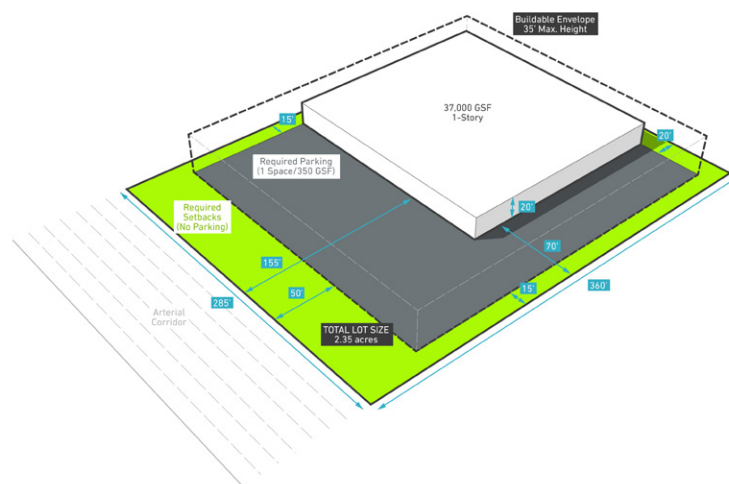
# THEME 5

“Current development regulations are having some interesting side effects.”

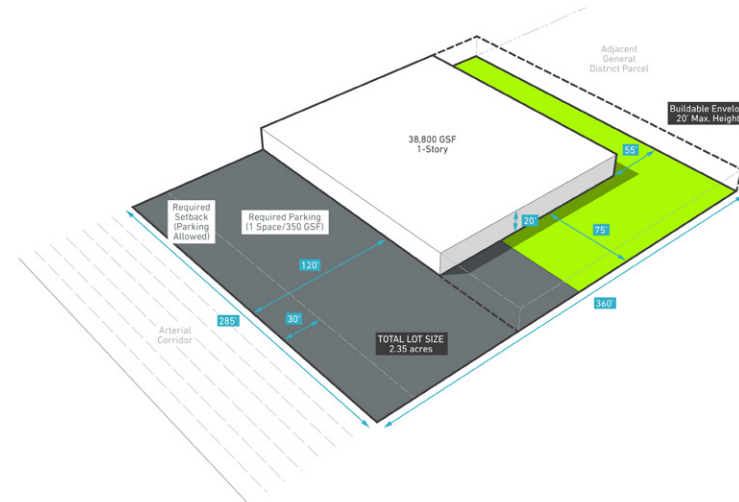




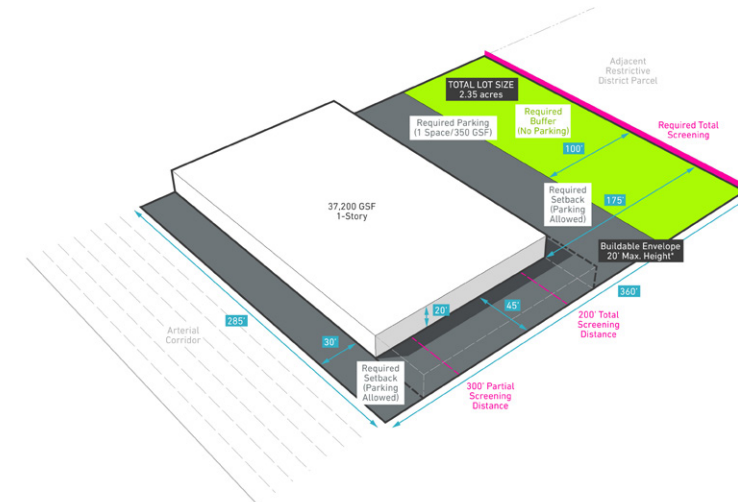
Existing Site  
1093 Asheville Highway (SC 56)



ULMO Regulations

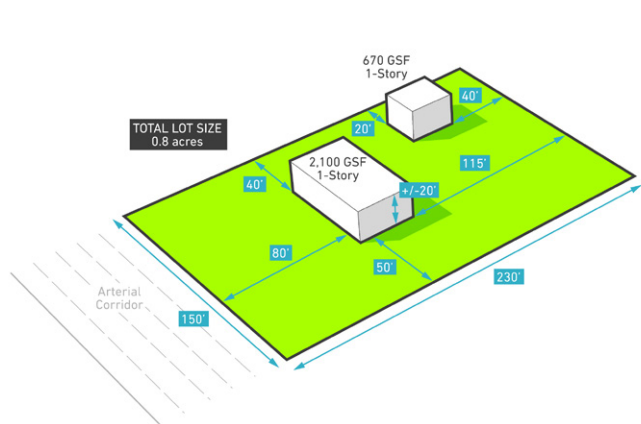


PZO Regulations for  
General Development District

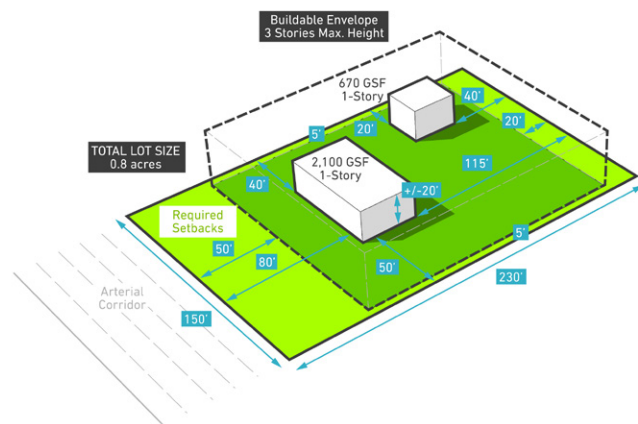


PZO Regulations for  
Restrictive Development District

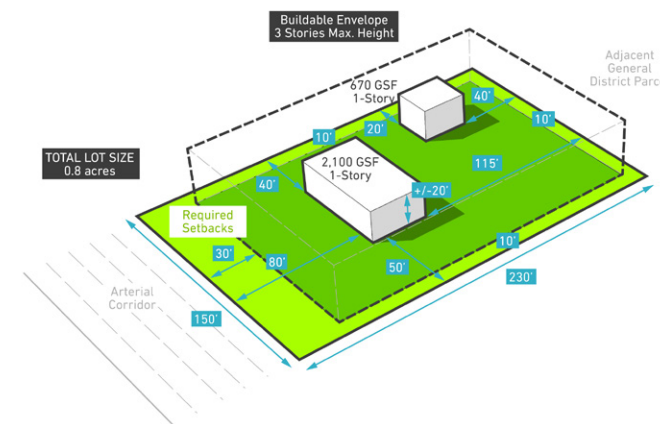
Analysis of Development Regulations for a Typical Retail/General Merchandise Parcel



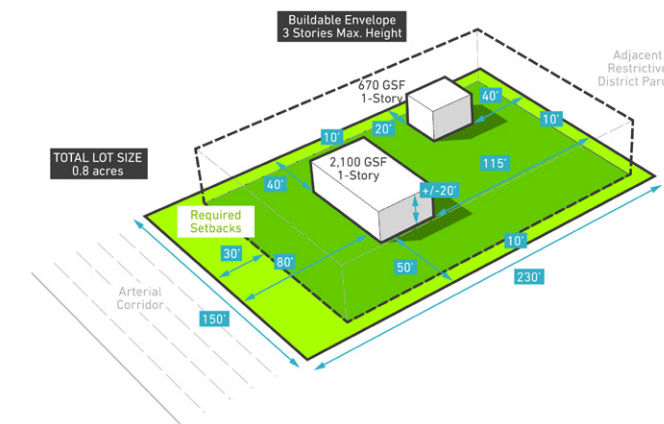
Existing Site  
2052 Chesnee Hwy (US 221)



ULMO Regulations



PZO Regulations for  
General Development District



PZO Regulations for  
Restrictive Development District

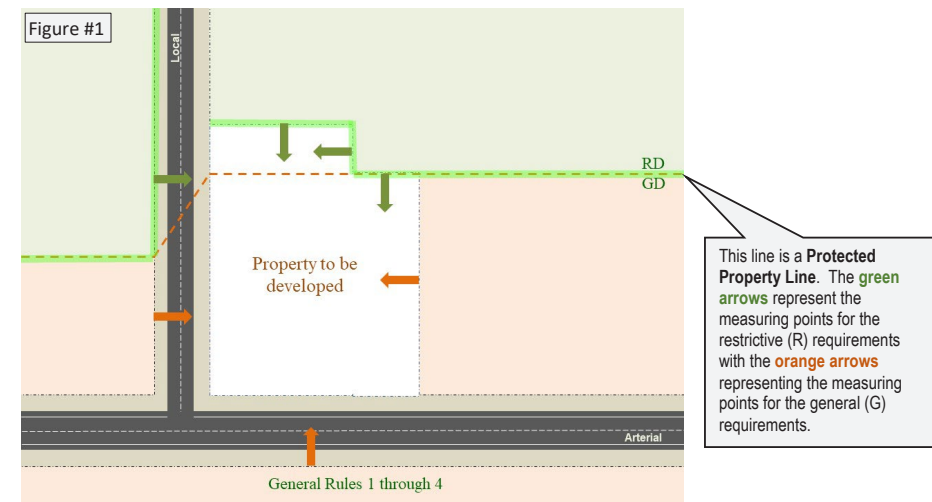
Analysis of Development Regulations for a Single Family Residential Parcel

# General vs. Restrictive Challenges

## General Rules and Special Rules

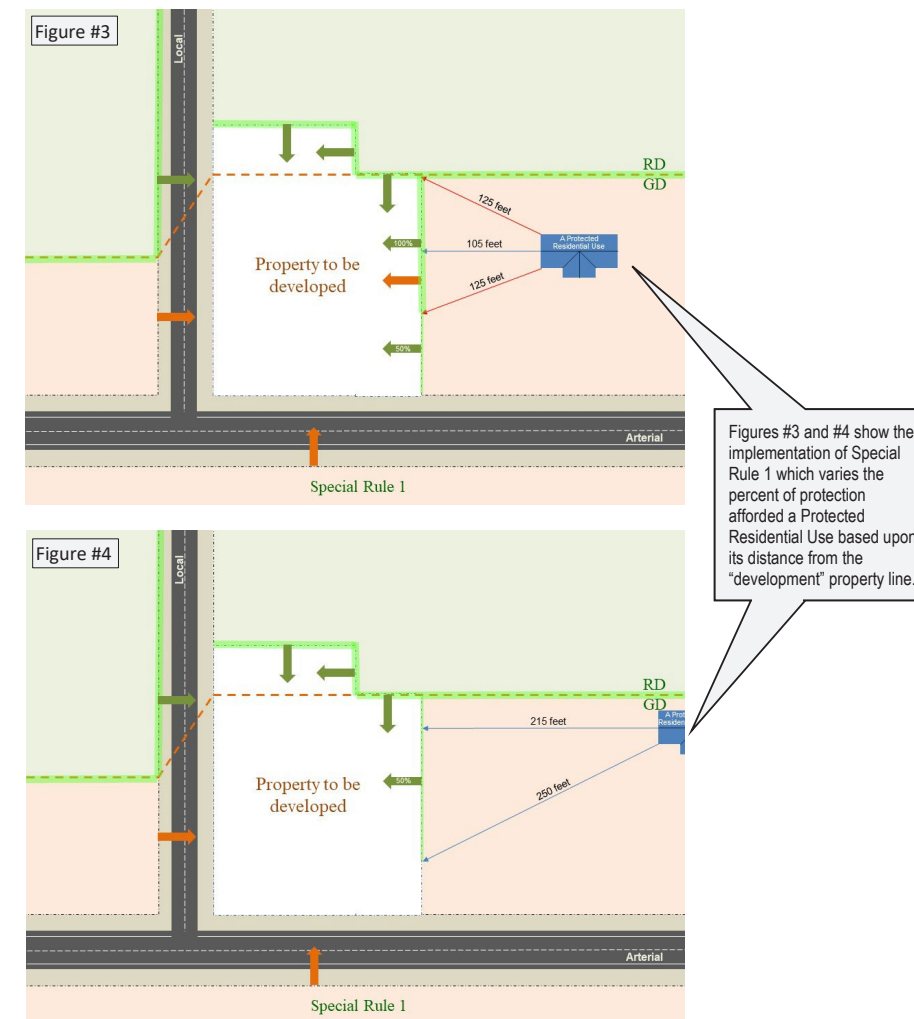
The following graphics are provided to assist in the interpretation of the General and Special Rules located in Section 23.60 for purpose of applying the Compatibility Performance Standards found in Article 2, Chapter 3.

- General Rules**
1. The restrictive (R) requirements in the Chart apply to Protected Property Lines within a Restrictive Development District or those which serve as the boundary between a Restrictive Development District and a Partial Restriction District, a municipality within Spartanburg County, or an adjacent county.
  2. The general (G) requirements in the chart apply to Protected Property Lines within a General Development District or those which serve as a boundary between a General Development District and a Partial Restriction District, a municipality within Spartanburg County, or an adjacent county.
  3. For property lines which serve as the boundary between a Restrictive Development District and a General Development District, the restrictive (R) requirements shall apply for the protection of property on the Restrictive Development District side of the boundary relative to land uses on the General Development District side of the boundary. Similarly, the general (G) requirements shall apply for the protection of property on the General Development District side of the boundary relative to land uses on the Restrictive Development District side of the boundary.
  4. When an activity is located on a parcel which is separated from surrounding Protected Property by existing road or railroad rights-of-way, by utility rights-of-way, by water bodies, or by other parcels, then the compatibility standards applicable to that activity shall be measured across such separation from the Protected Property Lines.



142

4. When a Protected Property Line runs through or borders an impoundment of water or the primary channel of a river then the distances imposed for the buffer, setback from adjoining property, total screening, and partial screening, but not height, requirements (as first determined by applying the general rules and special rules above) shall be measured such that each linear foot of traverse over the water impoundment shall count as only 1/2 foot toward the total distance imposed. Since screening of activities on water surfaces is not feasible, the partial screening requirements will typically determine the distance separation over water impoundments.
5. All activities shall provide all of the applicable restrictive (R) screening requirements and provide buffer landscaping, as regulated in Article 6 relative to residential activities already in use or permitted on surrounding properties also located in a General Development District. In such cases the extent of this extra protection, if any, shall be determined in accordance with the measurement methods found in Special Rule #1.

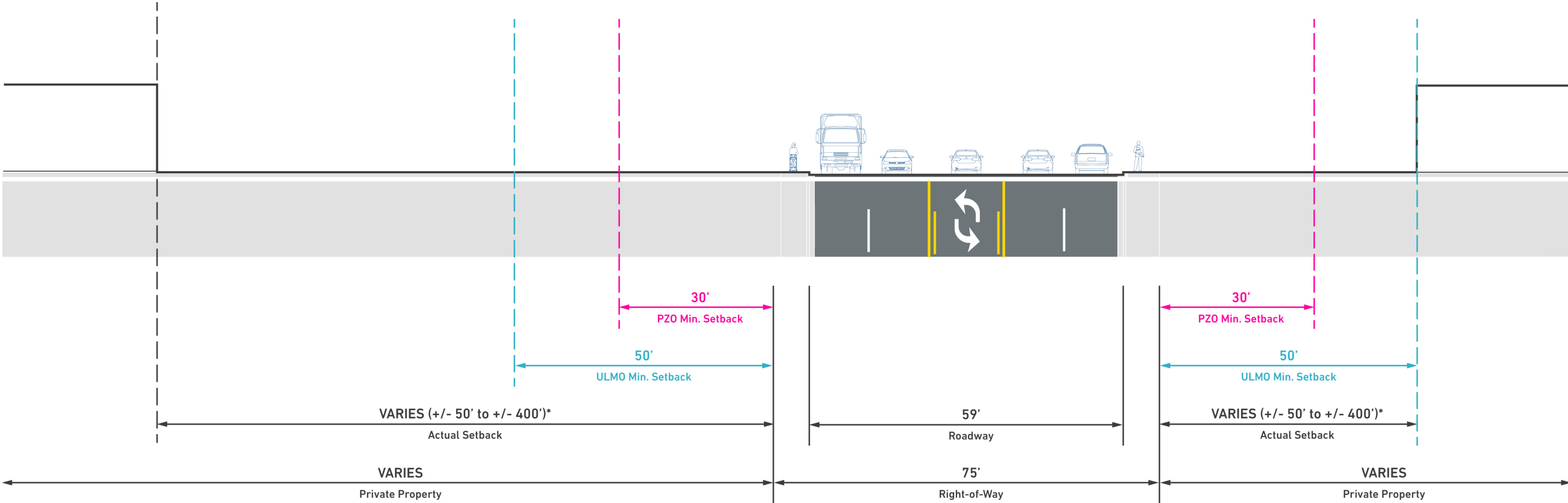


144

Matching compatible development vs.  
buffers for every adjacency scenario

# THEME 6

“Visual standards must be consistently applied especially for signage.”



Minimum Building Setbacks for a Typical Five-Lane Arterial



The Milliken Campus along I-585. (Photo Credit: Cox Photography, Newsweek)

**THEME 7**  
“Development  
in the County  
can offer things  
Downtown can’t.”

# What can County development offer?

1. Supply of detached single-family housing
2. Remote areas for industrial development
3. Large open spaces for recreation
4. Vacant land for future development
5. *Connections to its communities*

# **THE OPPORTUNITY**

An approach based on a vision for a place

## Gateway

a means of access or entry to a *place*.

a means of achieving a state or *condition*.

Oxford Dictionary

## Gateway Corridors

improving the access and physical relationship between Spartanburg County and Downtown Spartanburg. *(a place)*

pushing development regulations to achieve a vision for a place. *(a condition)*

Gateway Corridors Plan

# Four Corridors, Four Visions



**ASHVILLE HIGHWAY (SC 56)**

The main street to Downtown Spartanburg's Main Street.



**BOILING SPRINGS ROAD (SC 9)**

Access to suburban residential living as an alternative to Downtown.



**I-585**

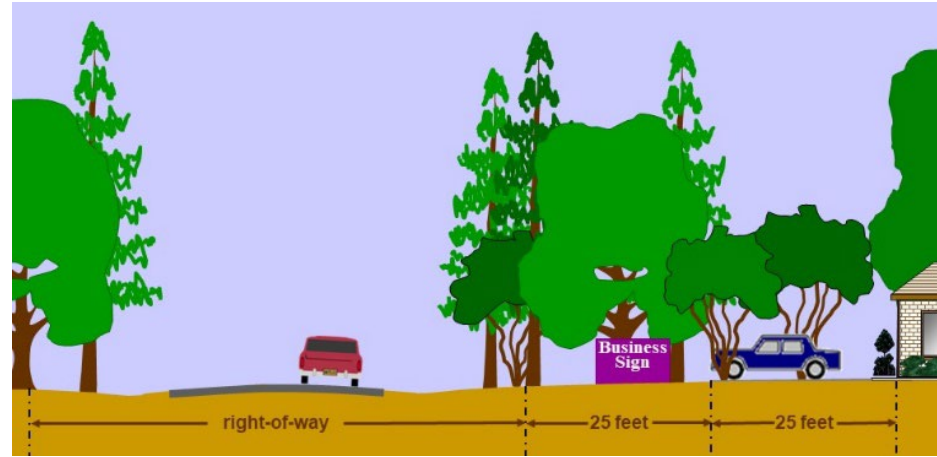
The scenic express route to Downtown Spartanburg.



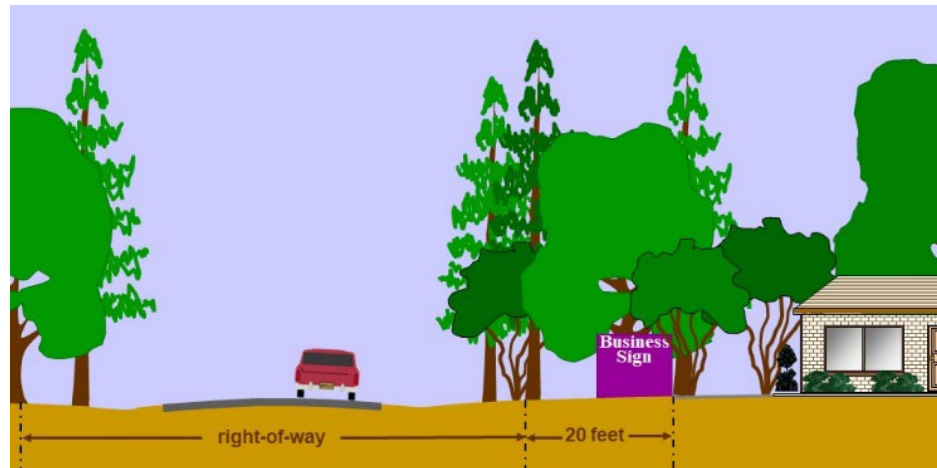
**CHESNEE HIGHWAY (US 221)**

Land to welcome new industrial growth to fuel the County's economic growth.

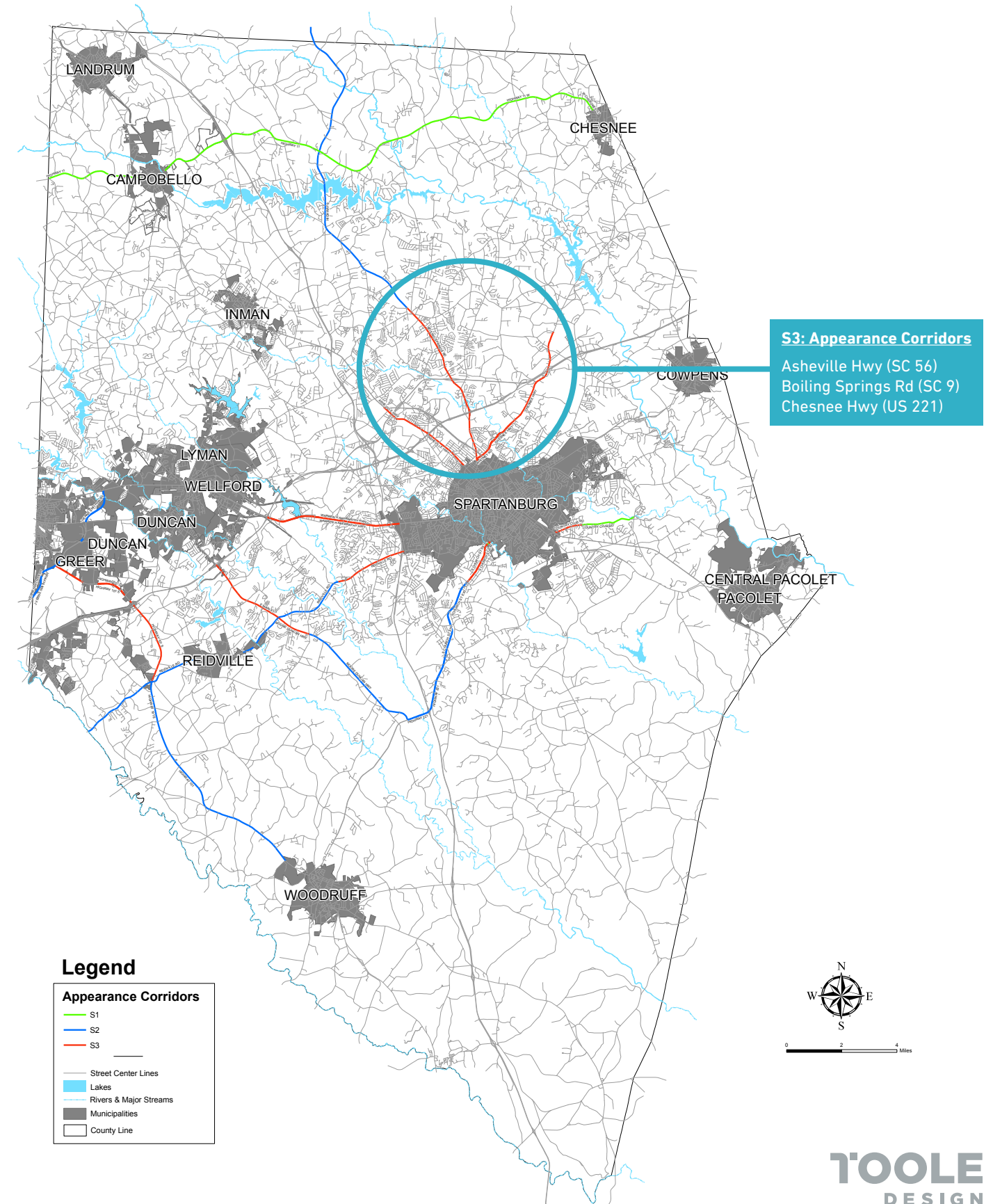
# Leveraging Appearance Corridors



S1: Appearance Corridor 1



S2: Appearance Corridor 2

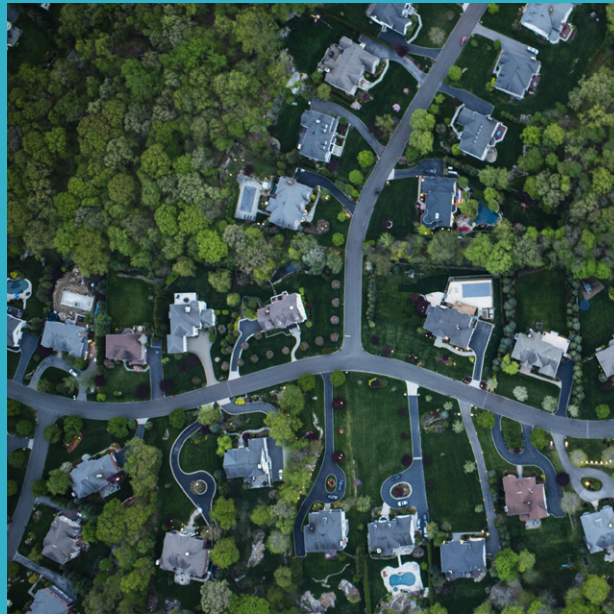


# Leveraging Overlay Districts

**Airport Districts (Sec 3.1):** to protect people and property in the vicinity of airports and heliports

**Rural & Agricultural Districts (Sec 3.2):** to protect and preserve the value, character, and sensitive environmental resources of rural and conservation land as recognized by the County in the Comprehensive Plan

# Organizing Overlay Districts



## Site Organization

Block Dimensions  
Building Height & Bulk  
Building Coverage  
Setbacks  
Access  
Parking

## Development Controls



## Buildings

Street Level  
Facades & Enclosure  
Roofs  
Signage

## Design Standards



## Landscape

Open Spaces  
Supplemental Zones  
Streetscapes

# **ADVANCING THE CORRIDORS**

Customized recommendations for  
each Gateway Corridor

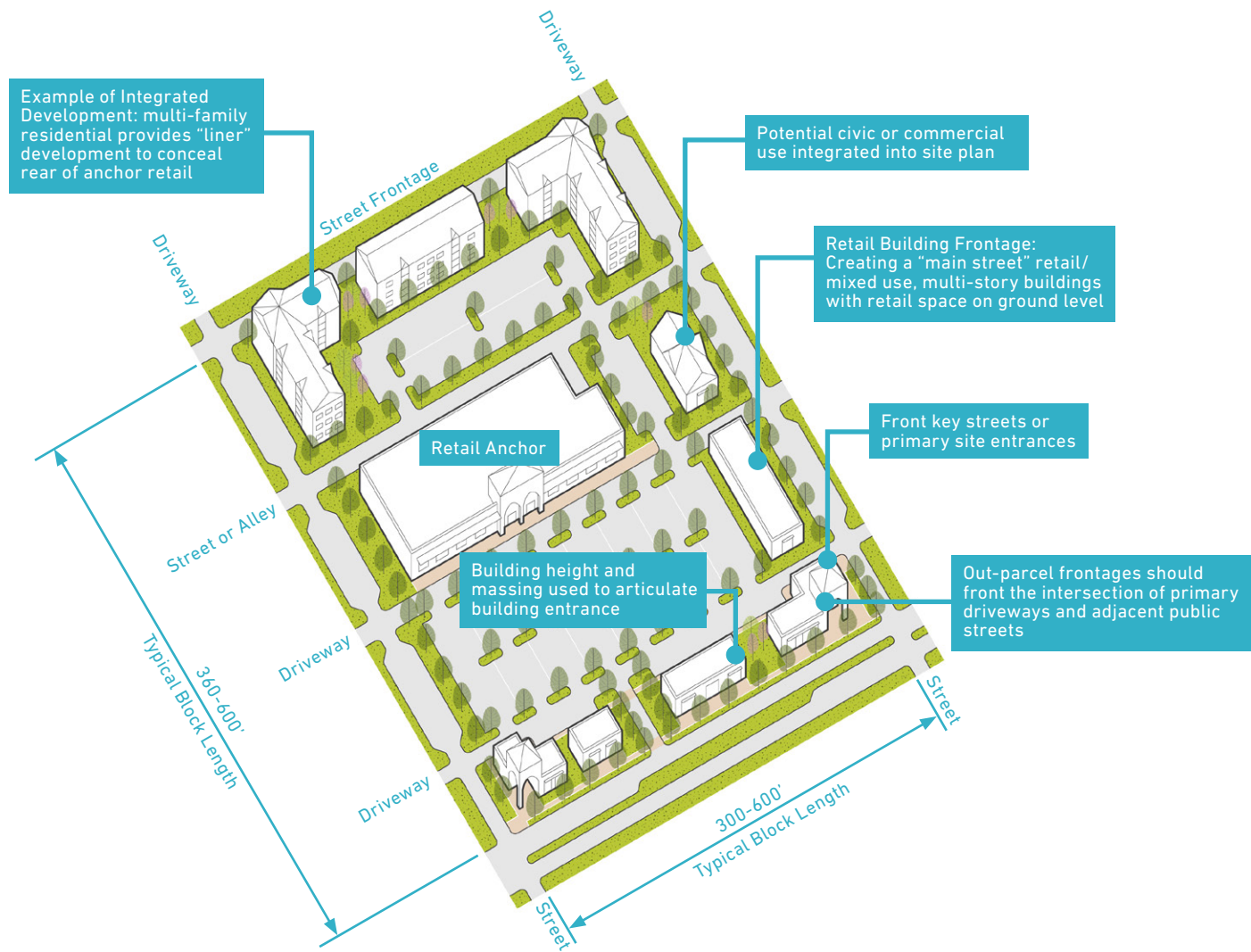
# Asheville Highway

*The main street to Downtown Spartanburg's Main Street.*

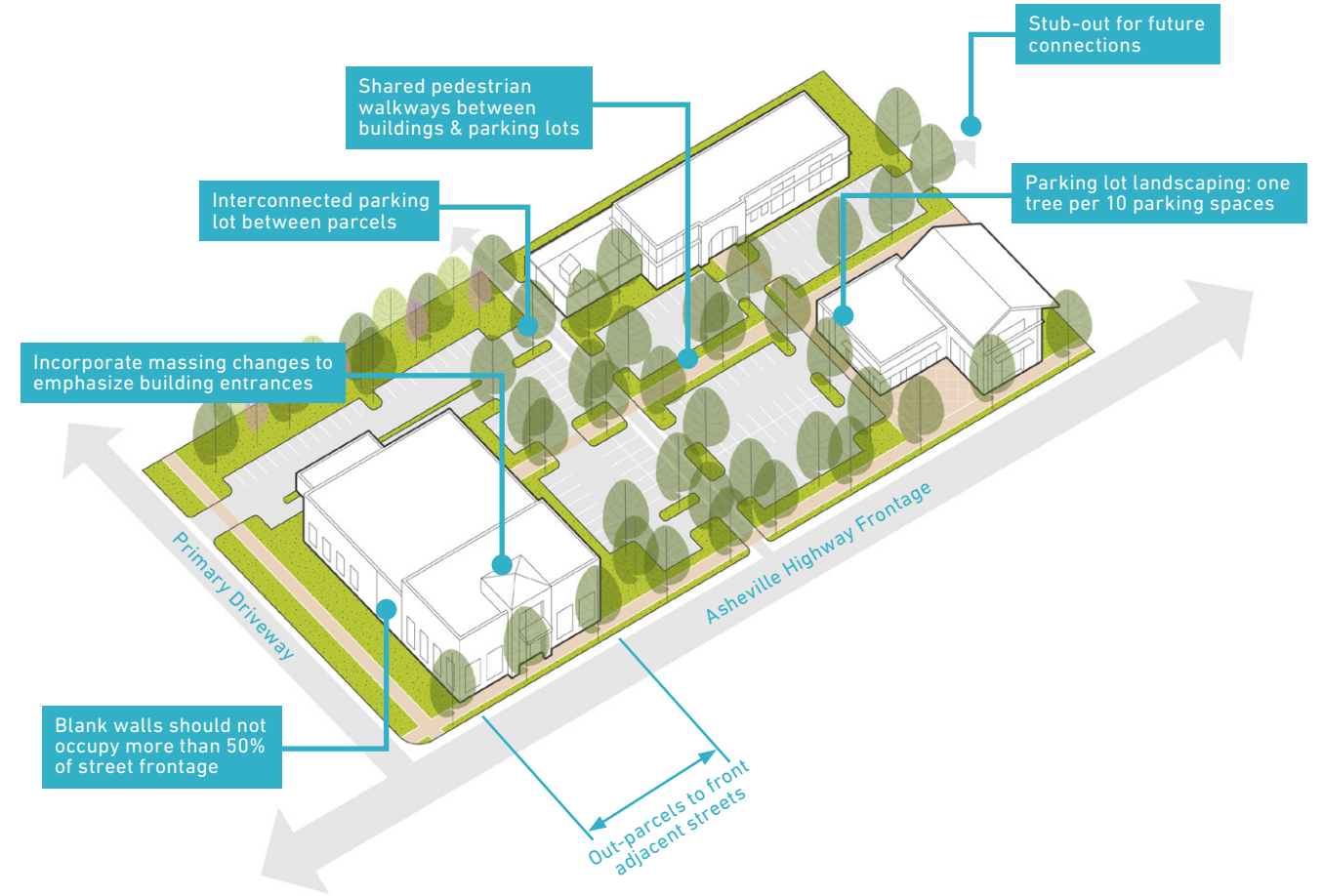
Uses in this district should align with an “urban transitional” character. They will be the most varied of all Gateway Corridors with an emphasis on higher density multi-family residential (typically 5-6 stories) with or without an integrated mix of commercial retail and office. Mixed-use development should be encouraged. By prioritizing uses that are compatible, the need for expansive setbacks and buffers can be greatly reduced or eliminated entirely.



# Site Organization



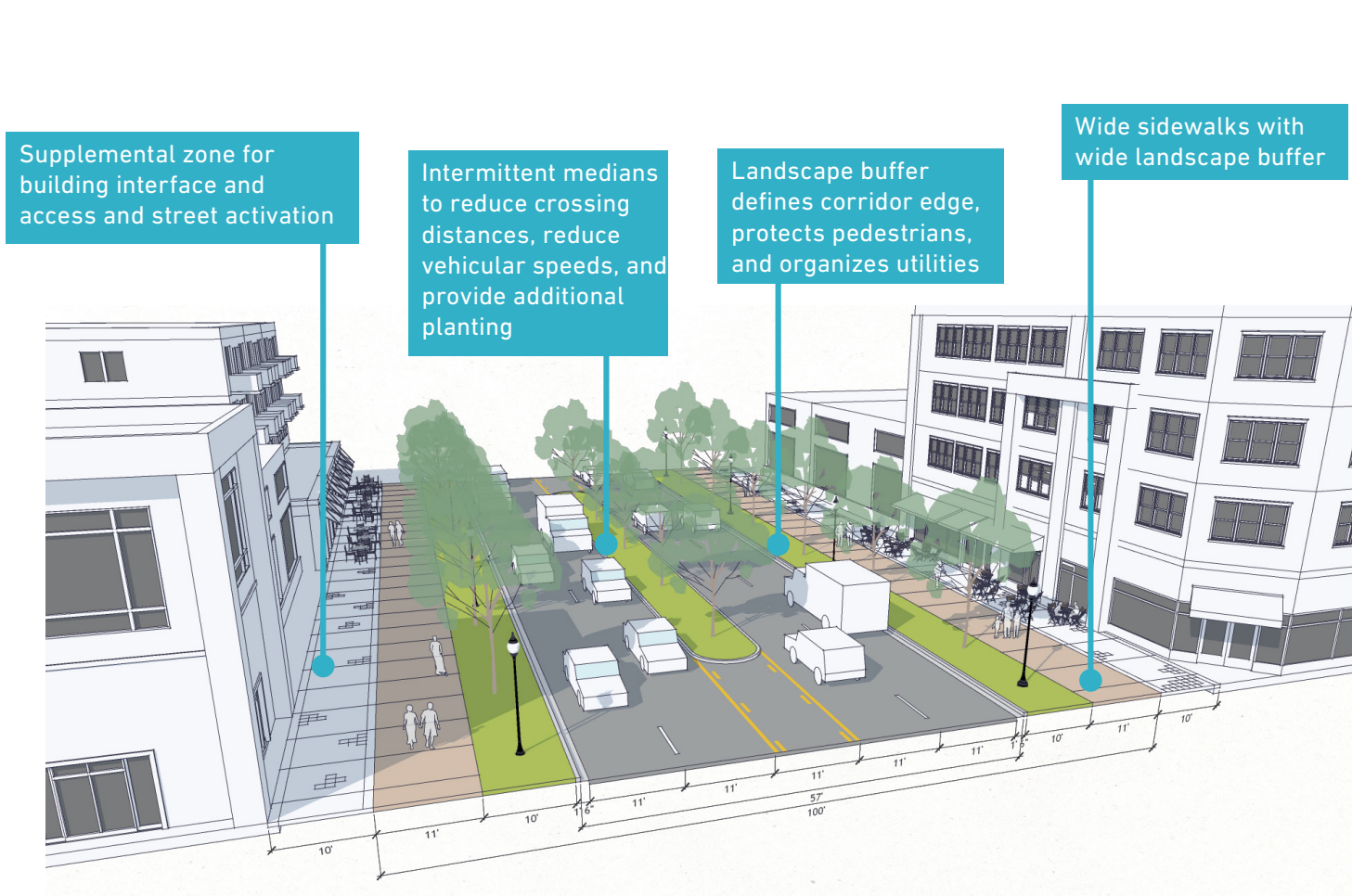
Block Size and Structure



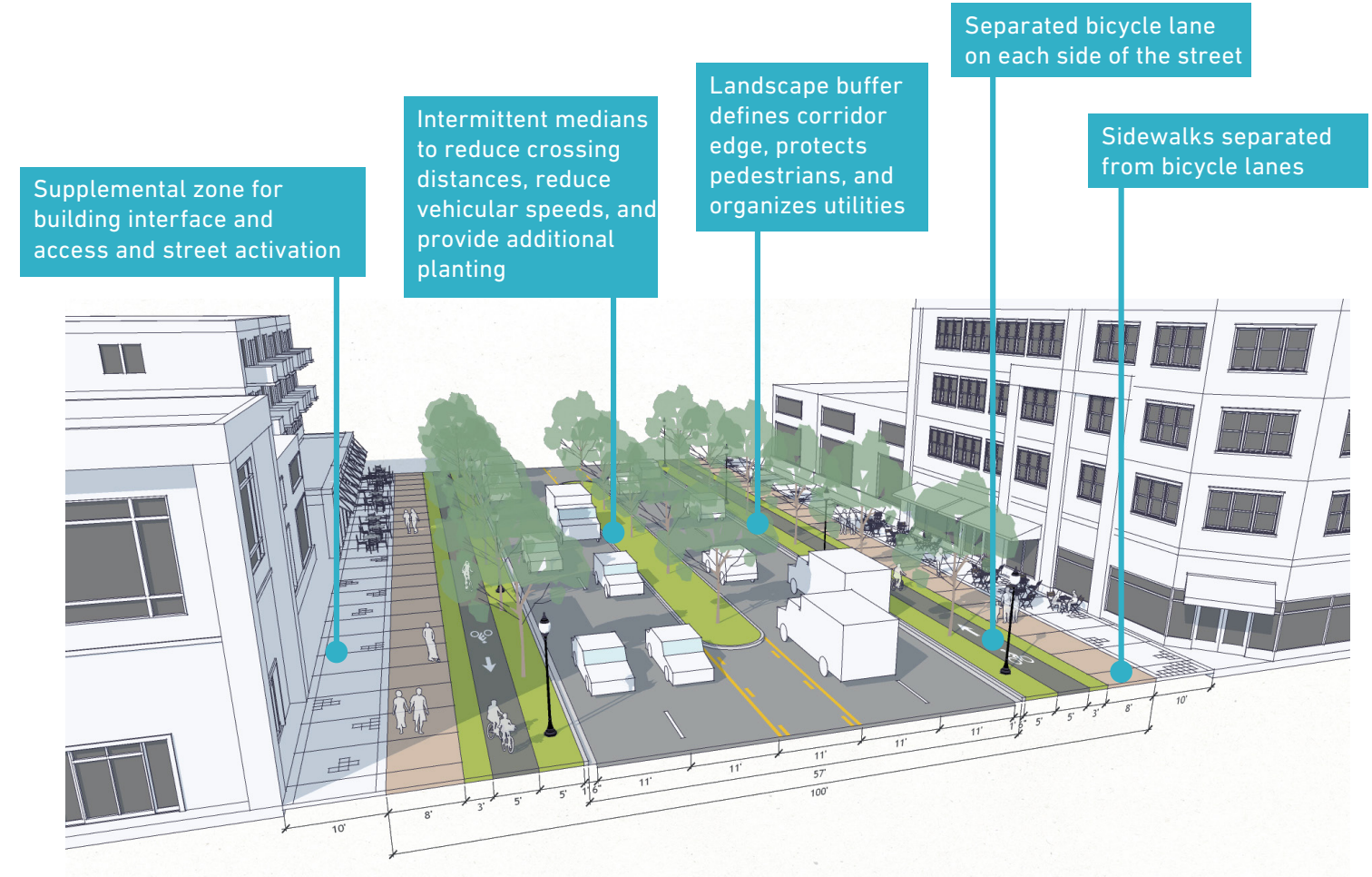
Access Control

# Roadway Design & Streetscape

*Reconfigure the roadway as a multi-modal corridor that engages private development with signature hardscape materials, planting selections, and street furnishings*



Asheville Highway Design Concept 1-Optimized for Pedestrians



Asheville Highway Design Concept 2-Dedicated Bicycle Facilities

# Boiling Springs Road

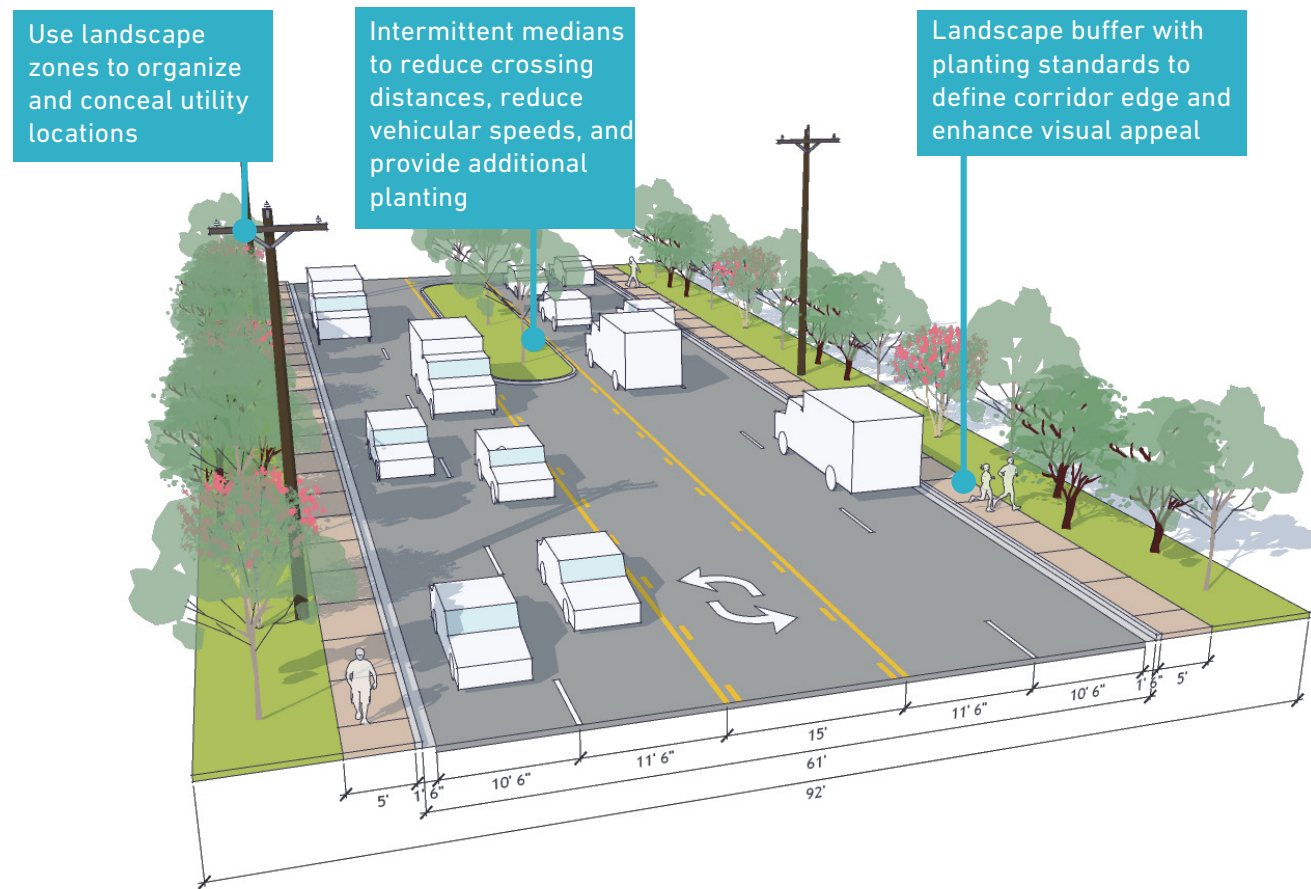
*Access to suburban residential living as an alternative to Downtown.*

Uses for the Boiling Springs Road overlay district should focus on those lower density residential development types that contrast with higher density ones found downtown or in the proposed Asheville Highway overlay district. Other supporting uses such as commercial retail can be included but should be focused at key locations.

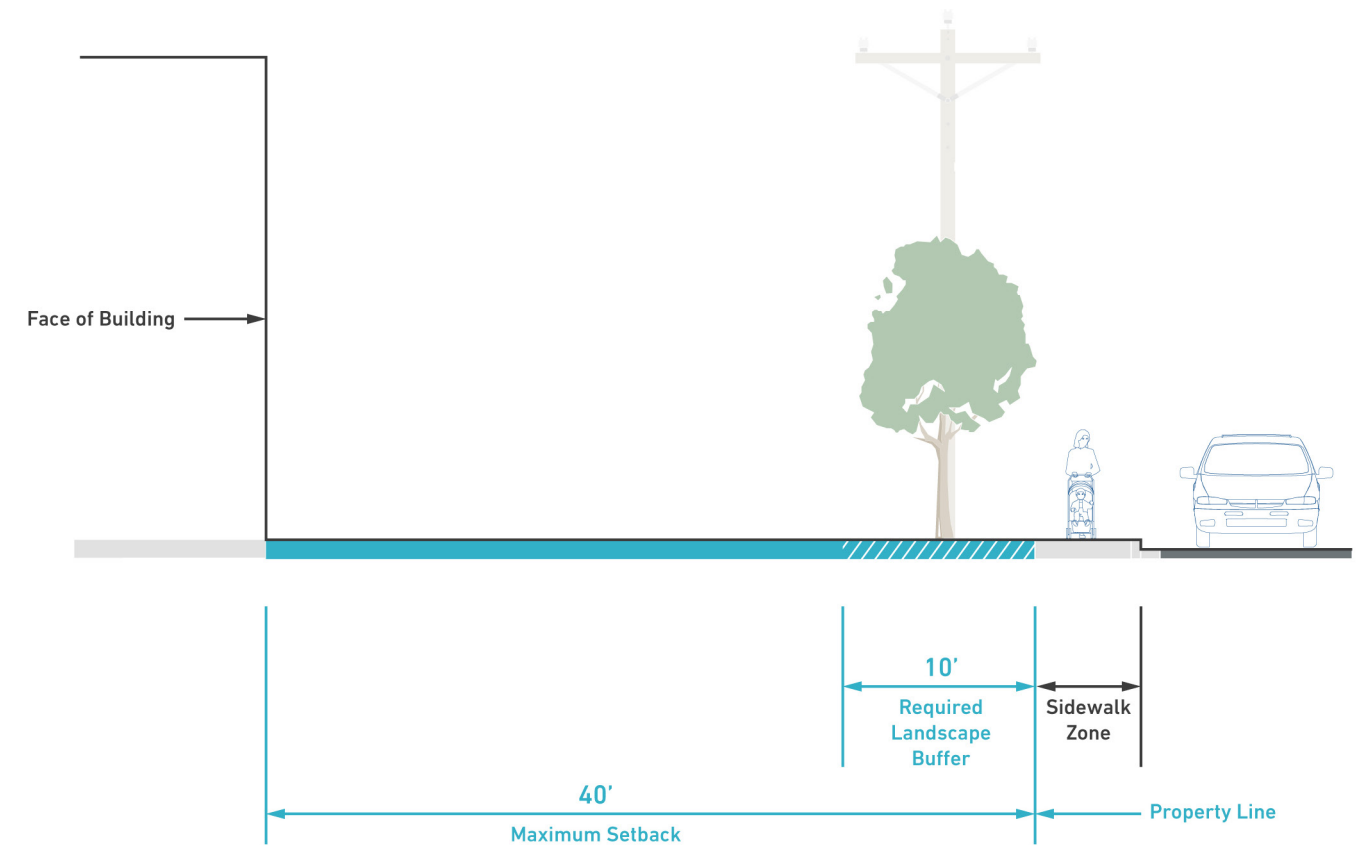


# Roadway Design & Streetscape

*Retain capacity for regional commutes and future demand;  
enhance aesthetic quality through landscape improvements*



Boiling Springs Road Design Concept



Front Setbacks

# Chesnee Highway

*Land to welcome new industrial growth to fuel the County's economic growth.*

Land should be conserved as much as possible. The emphasis should be on conservation or agricultural uses but with a clear strategy and set of criteria on how these may be converted to industrial uses over time.

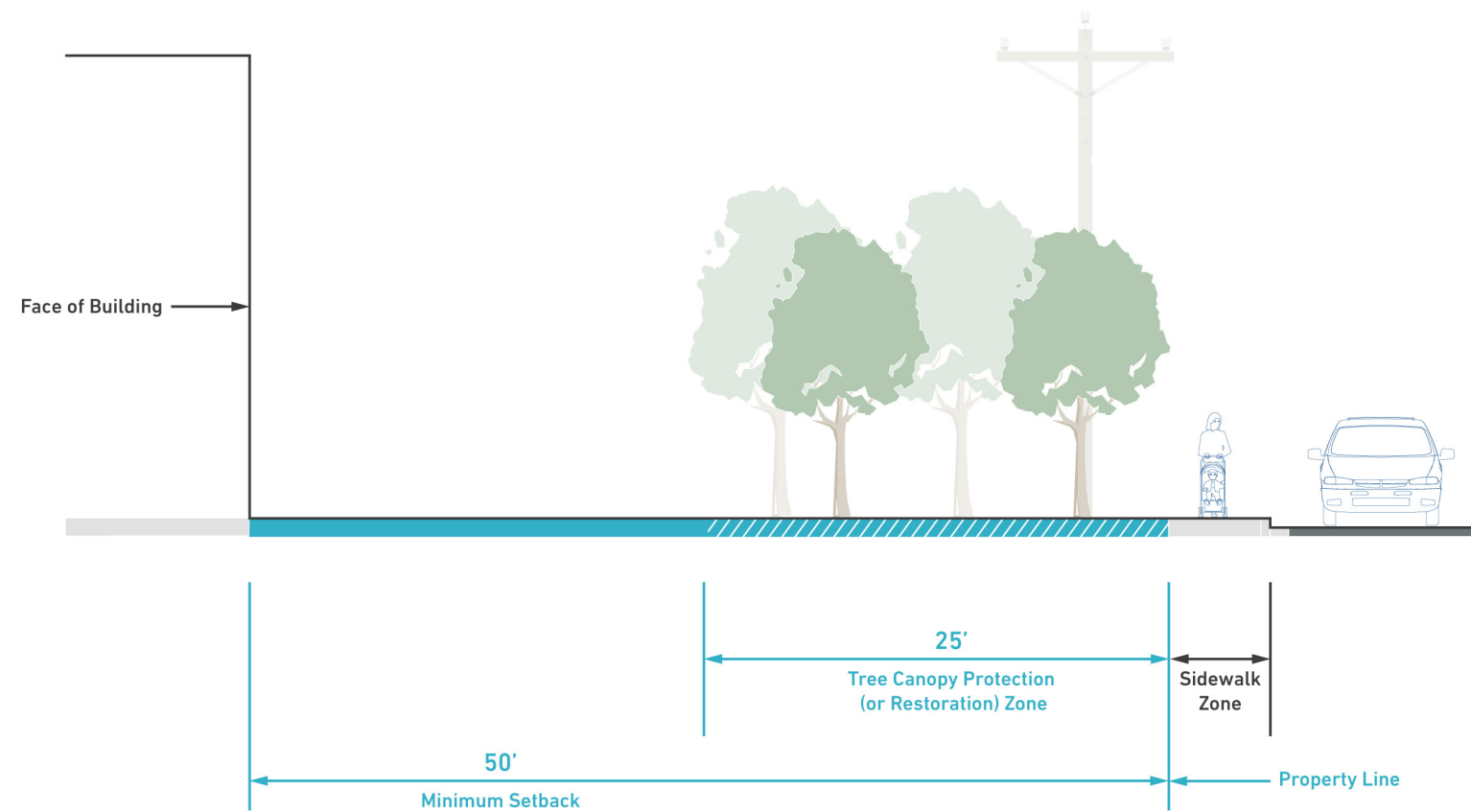


# Roadway Design & Streetscape

*Retain capacity for future (industrial) demand and enhance aesthetic quality through landscape improvements*



Chesnee Highway Design Concept



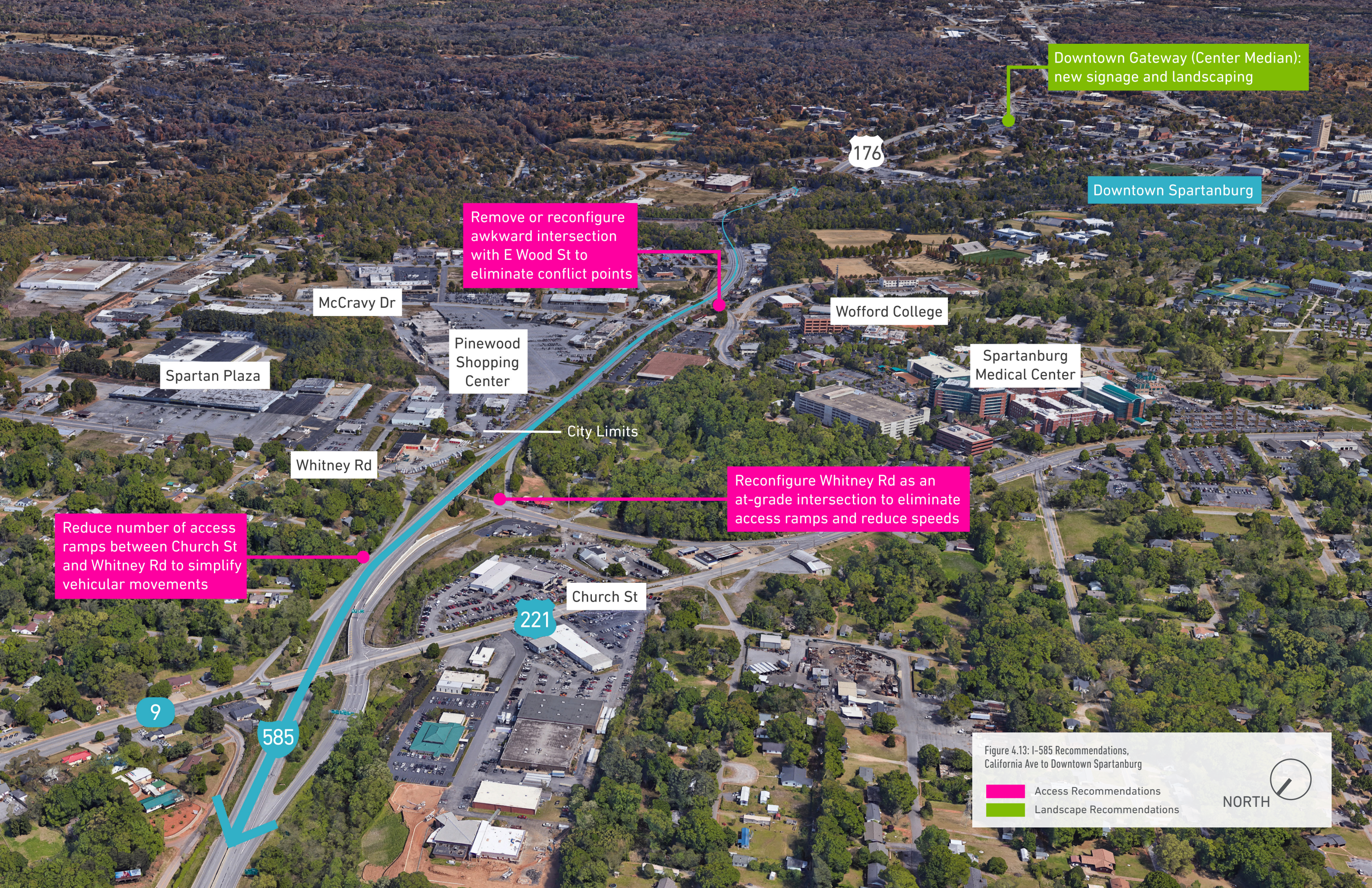
Front Setbacks

# I-585

*The scenic express route to Downtown Spartanburg.*

Improving I-585 requires a different approach compared to the three arterial corridors. Regulating adjacent development is less of an issue since direct access from I-585 to adjacent properties is not possible. Recommendations for I-585 focus on enhancing it as the “scenic expressway” to Downtown Spartanburg. These are focused on improving noted access issues and identifying additional locations for gateway landscaping similar to what was installed at California Avenue.





Downtown Gateway (Center Median):  
new signage and landscaping

Downtown Spartanburg

Remove or reconfigure  
awkward intersection  
with E Wood St to  
eliminate conflict points

McCravy Dr

Wofford College

Spartan Plaza

Pinewood  
Shopping  
Center

Spartanburg  
Medical Center

City Limits

Whitney Rd

Reconfigure Whitney Rd as an  
at-grade intersection to eliminate  
access ramps and reduce speeds

Reduce number of access  
ramps between Church St  
and Whitney Rd to simplify  
vehicular movements

Church St

221

9

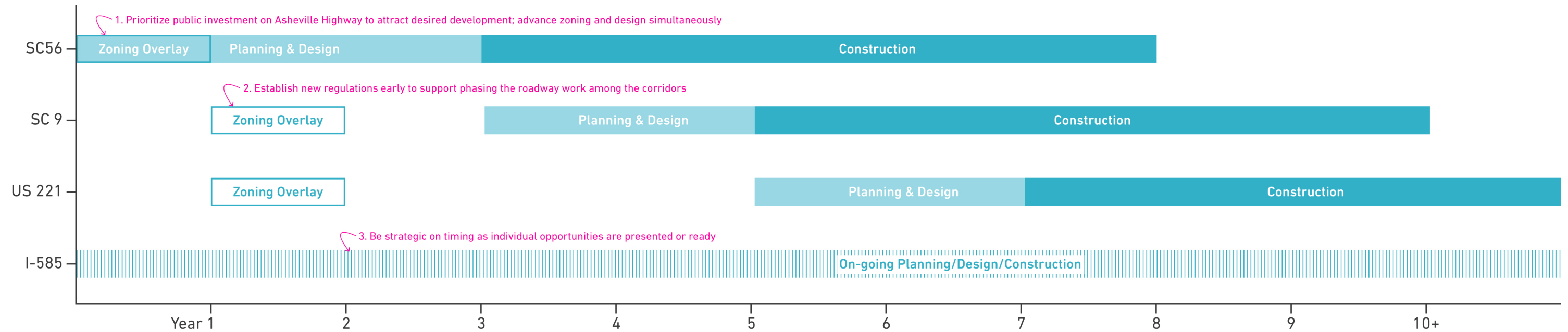
585

Figure 4.13: I-585 Recommendations,  
California Ave to Downtown Spartanburg

- Access Recommendations
- Landscape Recommendations

NORTH

# Implementation Strategy



# Key Recommendations

1. Modify development regulations to achieve a vision; achieve an outcome
2. Leverage Appearance Corridors and Overlay Districts to accomplish this in specific, limited areas where an outcome is desired and needed
3. Determine priority, compatible uses to reduce setback and buffer requirements (complementary uses don't need protection from each other)
4. Limit new access points and require cross-parcel connectivity to improve corridor safety and protect future vehicular capacity
5. Provide greater specificity in design guidelines to support desired development
6. Design roadway improvements to incentivize development outcomes
7. Prioritize roadway improvements and regulatory changes for Asheville Highway
8. Test and evaluate for potential, future countywide applications

Be intentional about how we  
shape the places where we live

An aerial photograph of a city during sunset. The sun is low on the horizon, casting a golden glow over the scene. The sky is filled with large, dark clouds that are illuminated from below, creating a dramatic effect. In the foreground, a prominent brick clock tower with two clock faces stands on a street corner. Surrounding the tower are various buildings, including a tall brick building on the left and a pinkish building on the right. The city is surrounded by green trees, and a body of water is visible in the distance under a blue sky with scattered clouds.

**THANK YOU!**

**Kevin Bacon, AIA, AICP**

Director of Urban Design, Southern US

[kbacon@tooledesign.com](mailto:kbacon@tooledesign.com)

470.800.9525 x757

**TOOLE**  
DESIGN