



**CITY OF COLUMBIA**  
**AGENDA MEMORANDUM**

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**MEETING DATE:** May 17, 2016

**DEPARTMENT:** Planning and Development Services

**FROM:** *Krista Hampton, Director*

**SUBJECT:** ZONING MAP AND TEXT AMENDMENT

**PRESENTER:** Krista Hampton

**FINANCIAL IMPACT:**

1634 Main Street, TMS#09014-04-19; request to rezone from C-5, -DD (Central Business District, -Design/Development Overlay District) to C-5, -DD, -DP (Central Business District, -Design/Development Overlay District, -Design Preservation). Amend Sec. 17-691 (d) to establish 1634 Main Street as a Group III individual historic landmark in the City of Columbia.

Council District: 2  
Proposal: Rezone parcel from C-5, -DD to C-5, -DD, -DP and Amend Chapter 17 - Article V, Division 3 - §17-691(d) to designate structure as a Group III Landmark  
Applicant: Krista Hampton, Director of Planning and Development Services  
D/DRC: Approve (8-0); 02/11/16 - Landmark Status (-DP)  
PC Recommendation: Approve (7-0), 03/07/16  
Staff Recommendation: Approve

**ATTACHMENTS:**

- 5-17-16\_ZPH\_Case Summary\_ZMA\_TA\_Landmark-1634MainStreet (PDF)



**CITY COUNCIL  
ZONING MAP AND TEXT AMENDMENT CASE SUMMARY**

**REZONE FROM C-5, -DD  
(CENTRAL BUSINESS DISTRICT, -DESIGN/DEVELOPMENT OVERLAY  
DISTRICT)**

**TO C-5, -DD, -DP  
(CENTRAL BUSINESS DISTRICT, -DESIGN/DEVELOPMENT OVERLAY  
DISTRICT, -DESIGN PRESERVATION)**

**1634 MAIN STREET**

**Zoning Public Hearing – May 17, 2016 at 7:00 PM**  
City Council Chambers, 3<sup>rd</sup> Floor, 1737 Main Street, Columbia, SC 29201

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<b>Subject Property:</b>	1634 Main Street, TMS#09014-04-19		
<b>Council District:</b>	2		
<b>Proposal:</b>	Rezone parcel from C-5, -DD to C-5, -DD, -DP and Amend Chapter 17 – Article V, Division 3 - §17-691(d) to designate structure as a Group III Landmark		
<b>Applicant:</b>	Krista Hampton, Director of Planning and Development Services		
<b>Present Use:</b>	Office	<b>Proposed Use:</b>	Office
<b>Current Land Use:</b>	SD-3 Central Business District	<b>Proposed Land Use:</b>	SD-3 Central Business District
<b>Current Zoning</b>	C-5, -DD	<b>Proposed Zoning:</b>	C-5, -DD, -DP
<b>Staff Recommendation:</b>	Approve		

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**CASE HISTORY**

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Staff:	02/11/16 and 03/07/16	C-5, -DD to C-5, -DD, -DP	APPROVE
D/DRC:	02/11/16	Landmark status	APPROVED (8-0)
PC Recommendation:	03/07/16	C-5, -DD to C-5, -DD, -DP	APPROVED (7-0)
Zoning Public Hearing:	05/17/16	C-5, -DD to C-5, -DD, -DP	PENDING

**APPLICATION REQUEST**

The proposal is to rezone the C-5, -DD parcel to C-5, -DD, -DP.

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## CURRENT PARCEL CHARACTERISTICS/CONDITIONS

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The parcel is mid-block on the east side of the 1600 block of Main Street. The parcel currently has one structure dating from 1870. The parcel consists of 0.5 acres.

### HISTORICAL SIGNIFICANCE

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This is a c.1870s building with a series of façade changes over the years. Currently a 1980s stucco façade covers a 1937 brick façade that was done as an expansion for the J.C. Penney store. Recent exploratory demolition has revealed that the 1937 façade in the upper floor is likely intact and that the stucco applied over it can be removed without damaging the 1930s cream-colored brick, which has also been painted in some locations. The first story storefront has been removed, but there is potential that the tiled pilasters at both front corners are intact underneath the existing stucco.

This exploratory demolition, combined with historic research on the 1930s appearance of the building, has led the owners to apply for landmark designation, with the intent to return the façade to that era. As a landmark building, any exterior changes for the building that are visible to the public right of way would be reviewed for compliance with the City Ordinance for landmark buildings.

### PLANS, POLICIES, AND LAND USE

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*The Columbia Plan 2018: Comprehensive Plan Land Use Classification*

Subject parcel is designated “Central Business District (SD-3)” in *The Columbia Plan 2018 Future Land Use Map*.

Columbia’s Central Business District (CBD) is the core of the downtown area. It is a highly dense and walkable area with a multitude of uses including hotels, restaurants, residential, office buildings, support services, entertainment amenities, and public facilities. While parts of the CBD have significant historical character to preserve, this is the area in the city most likely to see high-rise redevelopment and infill.

#### Primary Types:

- Small to Extra Large Business/Employment
- Multi-family High-rise
- Multi-family Medium to High-rise Mixed Use

#### Secondary Types:

- Multi-family Medium to Large
- Small to Large Flex
- Parking Structures
- Civic/Institutional
- Small to Large Flex

#### Tertiary Types:

- Single-family Attached
- Cemeteries & Mausoleums
- Parking Lots

*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 Main Street/Central Business District identified in the Plan, which notes that the traditional architecture of the area has remained largely intact. The inclusion of this property within the –DP as a landmark would help to ensure the architectural fabric of this area is preserved.

*The Columbia Commercial Historic District.*

“This property and surrounding properties became part of the Columbia Commercial Historic District in October of 2014. The Columbia Commercial Historic District was eligible for listing in the National Register of Historic Places at the local level of significance under Criterion A for commerce and under Criterion C for architecture. The assemblage of buildings north of the State House within the 1500, 1600, and 1700 blocks of Main Street and its cross-streets reflect the significance of the Main Street corridor as a commercial center and represent the densest concentration of buildings with

integrity from Main Street's height as one of Columbia's central business districts. This collection of buildings illustrates broad patterns in Columbia's social history, including the transformation from locally-owned specialty stores and dry goods stores to national chains, five and dime stores, and department stores. These shops were a social and economic center for Columbia from the end of the Civil War until the Civil Rights Movement.” (National Register of Historic Places Registration Form)

“This two-story building was constructed between 1872 and 1884 as a grocery and dry goods store, but was remodeled to its current facade in 1988. It features a stucco facade and four bays with arched windows in the second story. By 1904 it became a clothing store. J.C. Penney’s opened a store in the building by 1925 and modernized it in 1937. Maxwell’s furniture store acquired the building by 1959 and remodeled it again in the 1960s. This building does not contribute, as the existing facade post-dates the period of significance.” (National Register of Historic Places Registration Form)

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### PROPOSED ZONING DISTRICT SUMMARY

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The parcel is currently zoned C-5, -DD (Central Business District, -Design/Development Overlay District). The adjacent lots are C-5, -DD and C-4, -DD in the City of Columbia.

The C-5 district is intended to accommodate retail, office, service and distribution uses generally benefitting by location in the central area of the City, and generally complementary to uses and characteristics of use ordinarily found in the retail core or central business district. Certain related structures and uses required to serve the needs of such areas are permitted outright or are permissible as special exceptions subject to restrictions and requirements intended to best fulfill the intent of this article. A principal purpose of the C-4 district is to provide for uses complementary to those found in the C-5 central business district zone, but simultaneously to create a character less congested than that of the C-5 district by requiring yards and off-street parking. It is, therefore, the intent of this article that C-4 central area commercial districts be established only contiguous to or in the immediate vicinity of the C-5 central business district zone.

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.

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) 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.*

This is the site of one of our early chain retail stores and served as the J.C. Penney for several years. The retail chain survived the Crash in 1929 and went on to expand and update their business by the mid-1930s, becoming a staple establishment in downtowns across America. This is an interesting local example of the resilience of a national chain during a time of economic crisis, helmed by James Cash Penney, who believed in a cash-based system instead of relying on credit. The 1937 façade was created by the J.C. Penney company during an extensive renovation that included interior changes, which

included moving from an older mezzanine system to filling in much of the missing second floor for retail space.

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

The 1937 façade on this building is somewhat unusual in that it employs a variety of ornamental methods of bricklaying and a cream-colored brick. Using header courses in stacked bonds and soldier courses under the concrete bands in the double cornice above the second floor window openings, this restrained and somewhat flat façade is indicative of the era. Slowly emerging from the Great Depression, Columbia's Main Street saw a good deal of commercial upgrades to facades in the late 1930s, including this building, 1637 Main across the street, and the Tapp's Building next door. The streamline architectural motifs of the era and evidenced in these buildings resulted in relatively smooth exteriors with minimal ornamentation, executed in new materials or traditional stucco. The use of brick in a relatively flat façade that strives to ornament through creative patterns in the masonry is unusual for Main Street's central commercial district and sets this building apart from its neighbors.

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

Not applicable.

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

This is a mediocre example because of the alterations to the building since 1937. There are not many examples of this type in the area because the brick detailing on this building is not found on any nearby commercial buildings. If this building were not to become a landmark it has the potential for demolition because this area of Main Street has exploded in terms of economic investment in just the last few years, in part due to the renovations of several historic landmark buildings within the block. The land value may surpass the building value at some point if this were not a landmark.

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

Not applicable.

*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.*

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#### STAFF RECOMMENDATION

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Recommend to City Council to modify the zoning map and the zoning code to designate 1634 Main Street as a Group III Landmark designation as outlined in Section 17-691(d) of the City of Columbia Code.



TAPP'S

# Future Land Use Map

1634 Main Street  
TMS# 09014-04-19 FLU: SD-3

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 15 30 60 Feet

### ORIGINAL PREPARATION/DATE:

This map was prepared by:  
Ahmed Abdullah  
February 18, 2016



We Are Columbia



Sources: Esri, HERE, DeLorme, Intermap, increment P Corp., GEBCO, USGS,

CITY OF COLUMBIA PLANNING DEPARTMENT  
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# Zoning Map

1634 Main Street  
TMS# 09014-04-19 ZONED: C-5, -DD

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		Ft Jackson Overlay

0 15 30 60 Feet

**ORIGINAL PREPARATION/DATE:**  
This map was prepared by:  
Ahmed Abdullah  
February 18, 2016

**DISCLAIMER:**  
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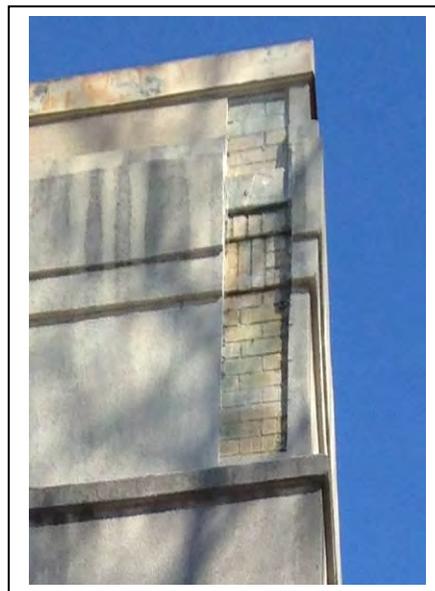




**Current images by staff showing exploratory demolition and evidence of intact 1937 facade**

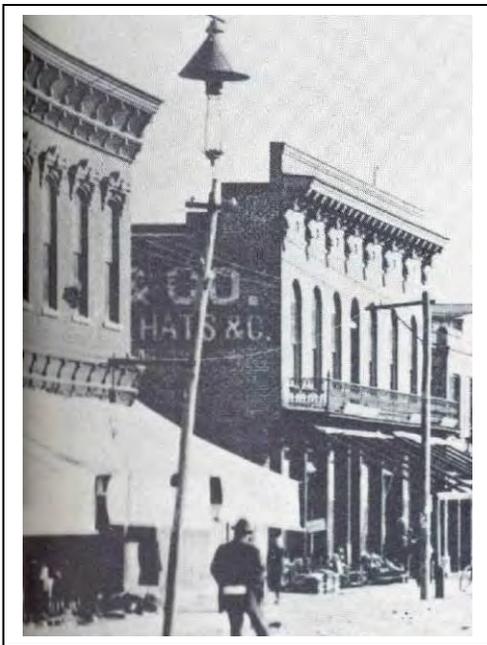


1978 image by Russell Maxey, Richland Library collection, likely shows 1937 storefront configuration



Undated photo at left is best image of the brick detailing present on the 1937 façade.

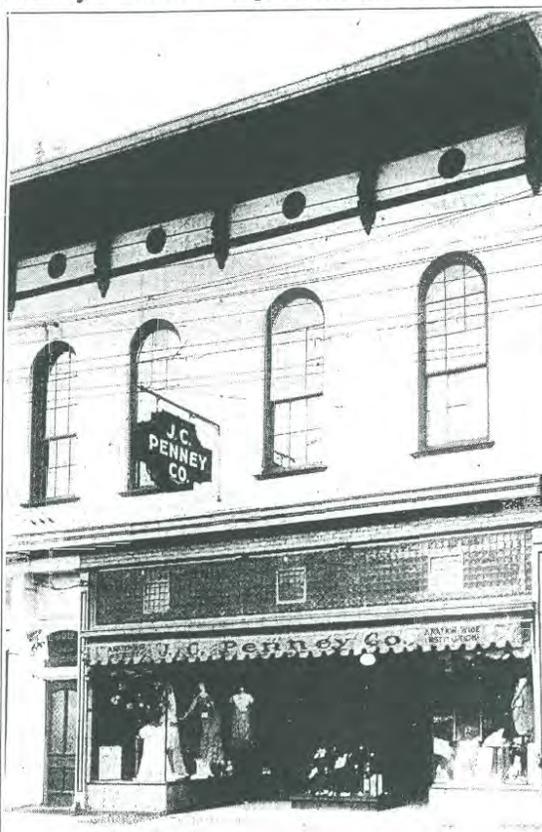
Above is a close up showing the area of selective demolition that reveals intact brick coursing near the top of the building.



Above: c. 1895 image from Kohn collection, reproduced by Russell Maxey

Right: Image from *The State* newspaper in 1937

Penney's Before Improvements Were Made



THE STATE: COLUMBIA, S. C., FRIDAY MORNING, MAY 21, 1937

## Extensively Remodeled J. C. Penney Store

