



GREENVILLE COUNTY  
COMPREHENSIVE PLAN

# 5 YEAR REVIEW



Greenville  
County



# GREENVILLE COUNTY COMPREHENSIVE PLAN 5 YEAR REVIEW

*Introduction* 01  
page 3

---

*Population* 02  
pages 4-6

---

*Economic Development* 03  
page 7

---

*Natural Resources* 04  
pages 8-9

---

*Cultural Resources* 05  
page 10

---

*Community Facilities* 06  
pages 11-14

---

*Housing* 07  
page 15

---

*Land Use* 08  
pages 16-24

---

*Transportation* 09  
pages 25-27

---

*Priority Investment Areas* 10  
page 28

---



# 01

## Introduction

Section 6-29-510, paragraph E of the Comprehensive Planning Act of 1994 states that local planning commissions who represent jurisdictions that have adopted comprehensive plans, must review that plan every five years and update it every ten years. The law does not identify any required specific actions that the planning commission must undertake to complete its review of the comprehensive plan. The planning commission has the flexibility to address how the update is to be completed based upon its judgment as to the best approach to take given the local situation.

The five year review of the Greenville County Comprehensive Plan, “Imagine Greenville County, Tomorrow’s Vision Today” adopted in 2009, focuses on updating any available demographic information from the 2010 Census, looks at each element of the plan and identifies significant changes. These changes can be physical improvements with regard to community facilities, adopted community plans since 2009, and any actions taken to implement the goals and objectives of each of the plan’s elements.

The five year review is organized by each of the comprehensive plan’s elements.

# What is the purpose of this document?



# 02

## Population

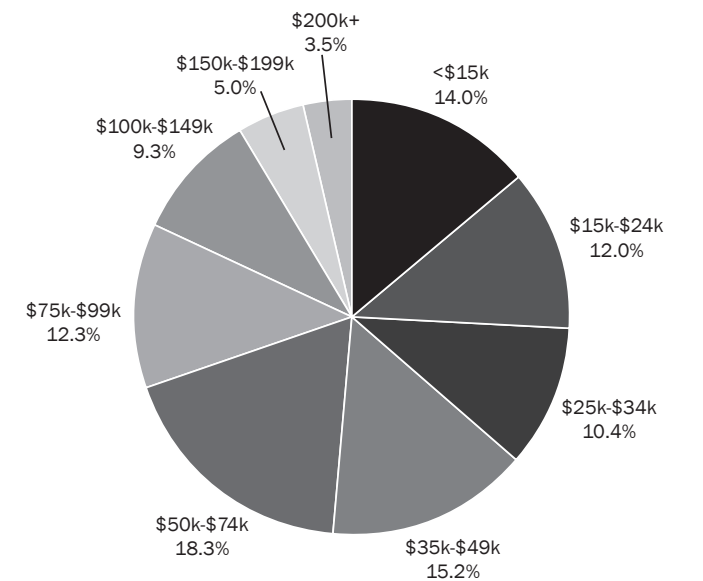
The Population Element considers historic trends and projections, household numbers and sizes, educational levels, and income characteristics. In 2010, the population of Greenville County was 451,225. The most recent U.S. Census Bureau data estimates that as of July 1, 2013, the population increased to 474,266, thus cementing Greenville’s status as the most populous county in South Carolina.

While both the U.S. population and that of South Carolina grew 2.4 percent between 2010 and 2013, Greenville’s population outpaced each with a 5.1 percent increase over the same period. This trend is expected to continue, however, at a lower overall rate.

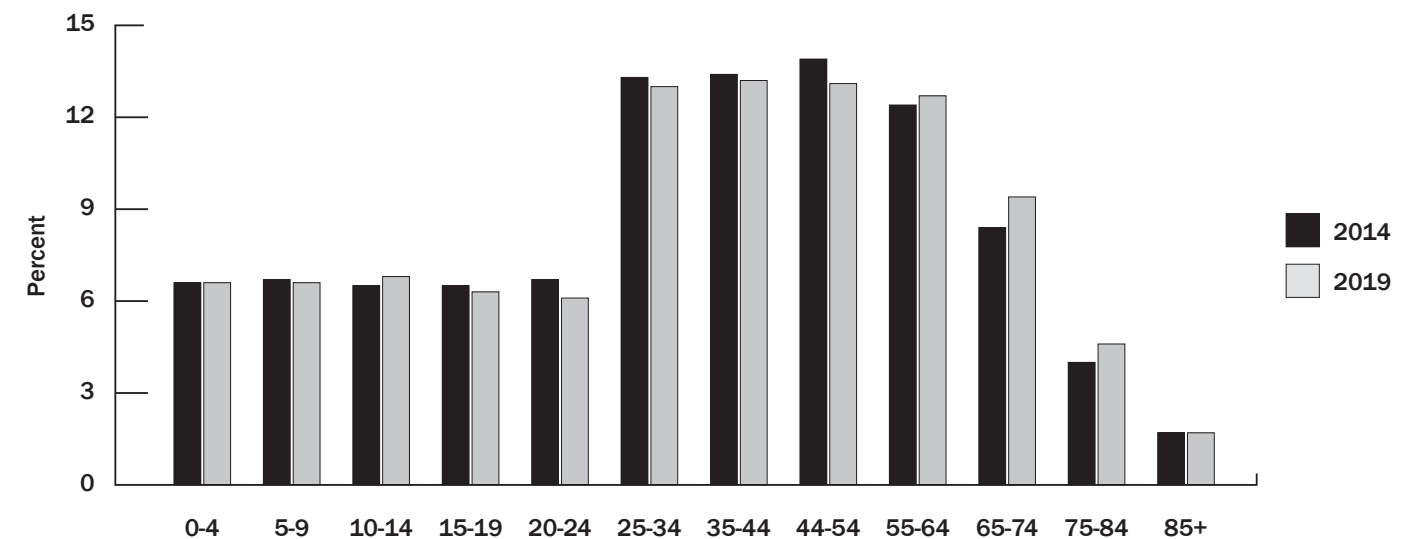
The median age in Greenville County continues to rise, reflecting national trends as baby boomers reach retirement age. The median age in Greenville County is expected to rise from 37.1 in 2010 to 38.5 in 2019. The 65-74 age group continues to be the fastest growing population cohort in the County with a 22 percent change between 2010 and 2014. Teenagers and the population of children under five years old represented the slowest growing population groups at 0.02 percent and 0.22 percent respectively over the same period.



Households by Income



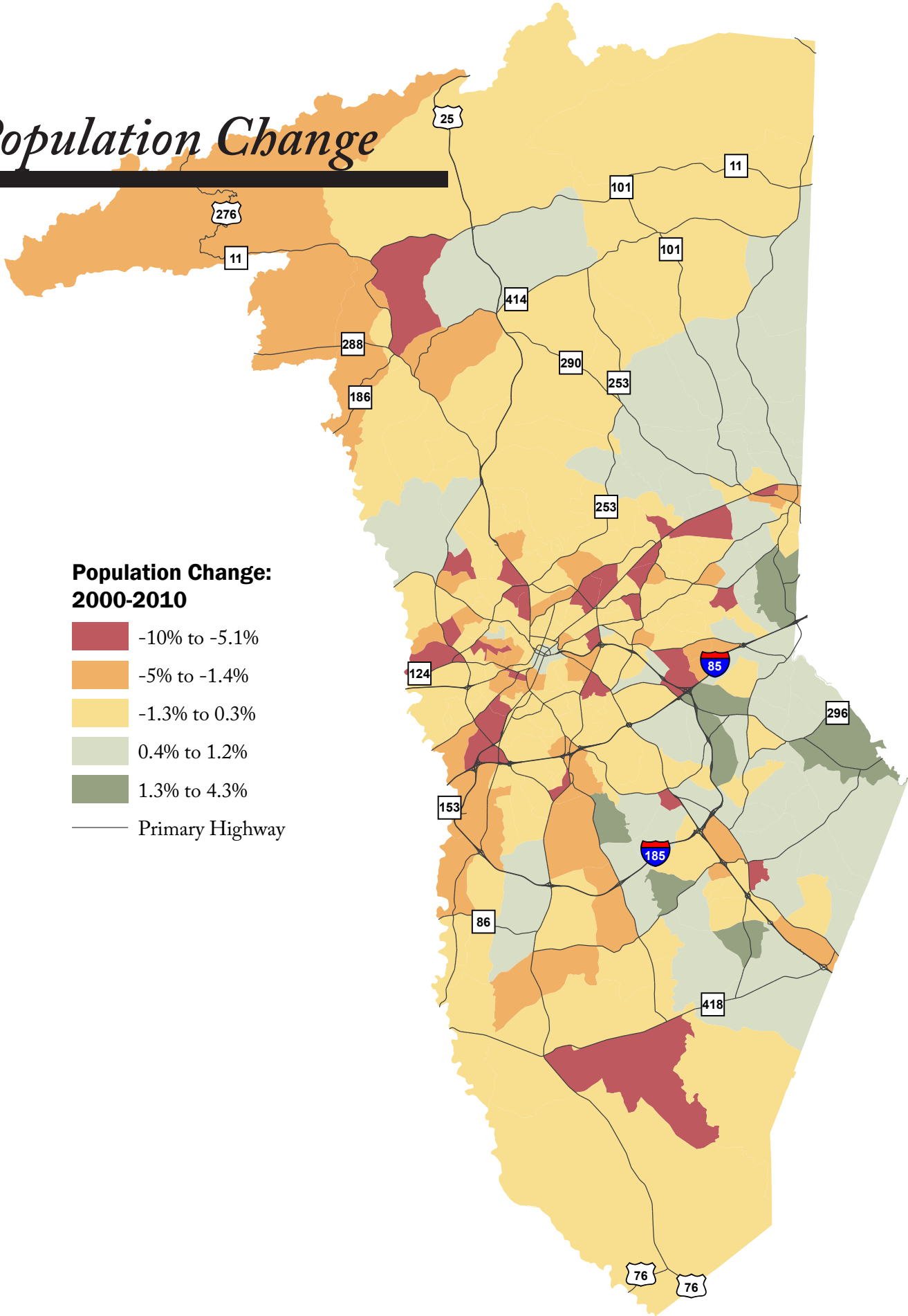
Population by Age



# Population Change

**Population Change:  
2000-2010**

- 10% to -5.1%
- 5% to -1.4%
- 1.3% to 0.3%
- 0.4% to 1.2%
- 1.3% to 4.3%
- Primary Highway



Household incomes are diversified across the area, with an estimated Median Household income of \$47,887 in 2014. Poverty rates, however, continue to reflect national trends with 15.1 percent of Greenville County’s population living below the poverty level.

The following graphs illustrate the annual rate of anticipated growth from 2014 to 2019:

Population	Annual Rate
County	1.42%
State	1.01%
Nation	0.73%

Households	Annual Rate
County	1.42%
State	1.07%
Nation	0.75%

Families	Annual Rate
County	1.29%
State	0.93%
Nation	0.66%

Owner HHs	Annual Rate
County	1.41%
State	1.05%
Nation	0.69%

Median HH Income	Annual Rate
County	1.41%
State	1.05%
Nation	0.69%





# 03

## Economic Development

The economic downturn experienced by most of the United States following the adoption of the comprehensive plan was not as severe in Greenville County as indicated in the table below.

Announced Capital Investment and Job Creation  
Greenville County, SC 2010-2014

YEAR	NEW JOBS	NEW INVESTMENT
2010	2,083	\$251.9 Million
2011	3,092	\$290.5 Million
2012	1,454	\$273.1 Million
2013	1,001	\$238.9 Million
2014	1,310	\$451.9 Million

Source: Greenville Area Development Corporation

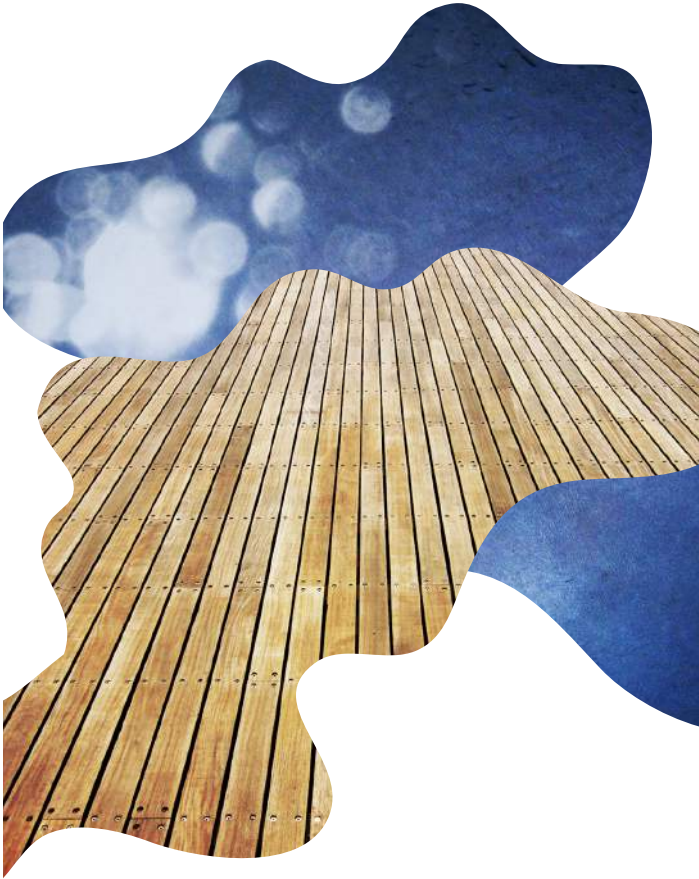
The Greenville Area Development Corporation has also identified some significant events that have occurred since the comprehensive plan was adopted in 2009 as well as some events that are planned in the next few years.

- South Carolina Inland Port in Greer
- Continued development in downtown Greenville including ONE, new hotels and offices and condos and retail and development along Church Street and Stone Avenue
- New ReWa Piedmont Wastewater Treatment Plan as well as upgrades to other plants
- Redevelopment of the Greenville News site
- Swamp Rabbit Trail and its impact on development and the economy
- I-385 widening and the future I-85 and I-385 interchange upgrade
- New Industrial “spec” buildings – White Horse Center (I-85 and White Horse Road), SouthChase, Logue Court at Pelham

- Planned Greenville Tech”Center for Manufacturing Innovation” at CU-ICAR
- New International Transportation Innovation Center (ITIC) at SC TAC
- New medical school opening on the Greenville Memorial Health Campus
- Greenville Spartanburg Airport upgrades and capital improvements

A lot of the Economic Development Element objectives identified in the comprehensive plan concerned better coordination and cooperation between Greenville County government and the local economic development organizations. The following is a list of actions that have been implemented to improve this coordination.

- The County Codes Department has instituted a “Fast Track-Design Build” Program
- Greenville County has developed a system to quickly resolve potential permitting issues
- The Greenville County Zoning Ordinance has been amended to allow for more flexibility with regard to a mixture of land uses and higher density residential.



# 04

## Natural Resources

Over the course of the past five years the Greenville County Planning Department along with several non-profit agencies have placed a new level of importance and value on community-based agricultural projects. Community scale gardens provide several benefits to an area besides being a source of local produce by also generating community pride and cooperation where successful. Just a few of the projects that have been developed over the last few years include:

- New Washington Heights Community Garden (with solar-powered, rain-harvesting irrigation system)
- Sans Souci Community Garden (which hosts a summer concert series)
- Dunear Community Garden
- Judson Community Garden
- Brandon Methodist Church Community Garden
- Berea Community Garden
- Odessa Street Community Garden
- Greengate Community Garden
- Drexel Terrace Community Garden
- Swamp Rabbit Teaching Garden
- Mill Village Farms
- Numerous youth gardens (hosted by a variety of local schools)
- Various non-profit and faith-based community gardens



The Greenville County Comprehensive Plan also addressed several goals for natural resources and their maintenance. Goal B of the Comprehensive Plan promotes becoming “a national innovator in promoting healthy, sustainable ecosystems and conservation of resources.” One of the most innovative gestures made by the County has been the development of a floodplain acquisition program. This program is based on a No Adverse Impact philosophy and amends the Flood Damage Prevention Ordinance of 2007. The Flood Damage Prevention ordinance removes structures from flood prone areas in perpetuity on properties across the Rocky Creek, Brushy Creek, Upper Reedy River, Gilder Creek, and Grove Creek Watersheds. To date, through this program, the County has acquired approximately 65 acres (129 properties) of flood prone land, conducted 73 bridge/culvert repairment or replacement projects, invested \$600,000 annually in neighborhood improvement projects, and planted over 533 trees.

Several departments throughout Greenville County have also made a concerted effort to provide public education programs that encourage proper stewardship of our county’s natural resources. Toward this end, Codes Enforcement has engaged communities, businesses, technical and academic organizations, while Land Development, Soil & Water, Solid Waste, Animal Care, and Public Works have provided a variety of educational programs through schools, communities, and public events. Additionally, in 2011, Greenville County Codes Enforcement Staff underwent certification in Energy Efficient Building Practices.



In an effort to invest in more renewable energy sources, Greenville County was awarded an Energy Stimulus Grant with which Greenville County Public Works and Property Management executed exhaustive retrofits on county-owned buildings, conducted energy training, and installed new sidewalks. The retrofitted county features, completed in 2011, resulted in a projected total savings of \$200,000 per year.

Greenville County has also built upon existing recycling initiatives by expanding locations of recycling containers, partnering between the Greenville County Recreation Department and Public Works to create and operate a new recycling center at the Mauldin Road stadium, and providing a new E-Waste Recycling Program by Solid Waste, complete with two drop off locations and educational programs.

An additional goal of the Natural Resources Element of the Comprehensive Plan includes the purpose of “maintain[ing] and improve[ing] all aspects of the county’s air quality.” Working to comply with EPA air quality standards, the Spare the Air Program (begun in 2006) continues to promote better air quality via various initiatives and educational plans. One of the key strategies of this program includes encouraging carpooling in the county and potentially partnering with the Recreation Department to provide greenway parking lots that provide park and ride sites from which citizens may bike to work using existing trails. Greenville County has also begun to “include use of alternative fuel vehicles in the County’s fleet; retrofitting Sheriff’s Office patrol vehicles with propane gas . . . ; diesel retrofit on the county’s heavy equipment and trucks; expanding the Breathe Better at School (B2) – anti-idling – program to the entire Upstate SC region; transit friendly projects (i.e., Swamp Rabbit Trail and other greenway initiatives of municipalities in the county); partnering with local organizations to implement the Electric Vehicle (EV) Ecosystem Pilot Program; and the school bus retrofit program that DHEC and the SC Department of Education implemented . . . .” In 2012, Greenville County partnered with Ten at the Top along with several other public and private agencies to develop the Clean Air Upstate campaign, led by Ten at the Top, in order to seek new strategies of meeting the EPA’s stricter 2013 revision for ground level ozone. Electric Vehicle Charging Stations were installed at County Square Offices.

Additionally, the Greenville County Land Development Division has initiated steps to encourage green building practices by promoting low impact developments complete with a storm water fee credit program and a regulation task force that is updating the land development regulations for low impact development regulations.

Another goal of the Comprehensive Plan includes the protection of natural water bodies and the provision of clean potable water. To this end, the Land Development Division maintains a steep slope criteria and identifies target buffer widths with a storm water fee discount for properly implemented buffers and open spaces. Furthermore, as part of an amendment to the Flood Damage Prevention Ordinance adopted in 2007, Codes Enforcement reviews and regulates all uses that occur in floodplains. In order to curb stormwater runoff in the county, Land Development follows the storm water ordinance which promotes low impact developments particularly in regards to water quality and has made adjustments to their water quality software to reflect these changes. A training day was also offered to educate local engineers on how the software may be used to fulfill ordinance standards.

**Upstate Forever**

“We hold conservation easements on 5,672 acres in Greenville County, 965 acres of that was protected between 2010-now. It is important to note that conservation easements are voluntary, legally-binding agreements, the landowners continue to own and live on the land, and the protection is permanent. Our role as the easement “holder” is to make sure that the easement terms are always adhered to, no matter who owns the land in the future.”



05  
*Cultural Resources*

The Cultural Resources Element includes the various destinations that comprise Greenville County’s unique cultural and historic heritage. The primary focus of this update is historic resources identification and preservation. The Cultural Resources Element considers historic buildings and structures, commercial districts, residential districts, unique, natural, or scenic resources, archaeological, and other cultural resources.

**Historic Resources**

There are 73 sites in the County listed on the National Register of Historic Places. Eleven sites were added in the last five years. One site, the Williams-Earle House, has been delisted and moved. In 2013 Brockington and Associates, Inc. conducted a historic resources survey of unincorporated Greenville County for the Greenville County Recreation District and the South Carolina Department of Archives and History (SCDAH). The survey identified 1,100 aboveground historic architectural resources that retain sufficient integrity to be included in the South Carolina Statewide Survey of Historic Places (SSHP). 40 of these are recommended as eligible to be listed on the Historic Register. These resources include buildings, structures, objects, districts, and landscapes that have architectural or historical significance. The Greenville County Historic Preservation Commission will review this inventory and determine if there may be the possibility of establishing historic districts within Greenville County.

Four resources within unincorporated Greenville County received Historic American Building Survey/ Historic American Engineering Record Documentation. Those buildings are:

- Joel Poinsett House, Greenville vicinity
- Paris Mountain State Park, bathhouse, Paris Mountain State Park, off SC Route 253, Greenville vicinity
- Road S-455 Bridge, Spanning Reedy River on Road

- S-455, Greenville vicinity
- Poinsett Bridge, SC Route 42, two miles Northwest of Route 11, 2.5 miles east of SC Route 25, Tigerville vicinity

**Cultural Resources**

The information listed below is a summary of some of the most popular cultural resources located in Greenville County. They are identified as either museums or performing arts venues.

***Museums***

- American Legion War Museum
- Children’s Museum of the Upstate
- Greenville County Museum of Art
- Greenville Cultural Exchange Service
- Museum and Gallery at Bob Jones University
- Museum and Gallery at Heritage Green
- Museum and Library of Confederate History
- Shoeless Joe Jackson Museum and Baseball Library
- Upcountry History Museum

***Performing Arts***

- Centre Stage
- Greenville Little Theatre
- Peace Center for the Performing Arts
- South Carolina Children’s Theatre
- Warehouse Theatre





# 06

## Community Facilities

The Community Facilities Element addresses the many essential services provided to citizens in the county in order to improve their quality of life. These services and facilities can include our education and recreation opportunities as well as our public health and safety considerations. This update focuses on significant improvement in facilities and services for these areas.

### Land Development

Since the adoption of the Greenville County Comprehensive Plan, several departments have worked together to promote more infill development within the county as a means to produce more efficient and cost-effective development, as reflected in the stated goals of the Community Facilities Element. The Greenville County Land Development Division coordinated with Upstate Forever (funded by the EPA's Targeted Watersheds Initiative Grant) to develop an incentive program for infill development, resulting in the Density Bonus Credit Program for Low Impact Development. The County's Planning Department also prepared a text amendment to the zoning ordinance that was subsequently adopted by County Council and that encourages mixed use and higher density infill development.

Following the Comprehensive Plan's objective of concentrating on Priority Investment Areas, the Greenville County Planning Department has provided support to several areas including Berea, Conestee, and New Washington Heights.

### Recreation

Since 2009, Greenville County Parks, Recreation & Tourism has begun or completed a number of additional projects across the county, including (but not limited to):

- Berea/Travelers Rest Sports Complex
- Camp Spearhead Retreat Center
- David Jackson Park

- Lake Conestee Nature Park
- Municipal Stadium
- MeSA Soccer Complex
- New and expanded waterparks
- Lakeside Park upgrades
- Pavilion Complex upgrades
- Piedmont Athletic Complex
- Sterling Center
- Swamp Rabbit Tram-Trail Line
- Slater Hall
- Blythe-Hagood House
- Pelham Falls Park
- GCRD Aquatics Facilities
- Conestee Park



An assessment conducted by the Clemson University Department of Parks, Recreation, and Tourism Management was conducted in 2010, and the results are as follows. The top five major findings from the 2010 assessment:

1. The public wants more trails.
2. The public wants more adult fitness facilities and outdoor adventure activities/facilities.
3. A need was expressed for more rectangular athletic fields, especially for soccer.
4. A need for future large parks in the rural areas in the northern and southern parts of the County to accommodate future growth.
5. The dissatisfaction with the condition of the older (35+ years) parks.

The top five trends impacting GCRT:

1. A growing, ethnically diverse, less healthy, aging population.
2. The 2008 – 2012 economic downturn and slow recovery impacted generated revenues and property tax revenue.
3. Growing deferred park maintenance and an aging/over used public park infrastructure.
4. The greatest public demand for park facilities continues to be trails.
5. Growing public environmental sensitivity – especially water.

The Capital Improvement Plan for GCRPT includes forty projects totaling \$73,189,500. The top five scheduled capital projects are:

- |  |                    |
|--|--------------------|
| 1. Deferred Maintenance at Existing Parks            | \$13,000,000       |
| 2. Trailblazer Park                                  | \$2,250,000        |
| 3. Poinsett Corridor/West Washington Park & Greenway | \$6,300,000        |
| 4. MeSA Soccer Complex Expansion                     | \$8,500,000        |
| 5. GHS Swamp Rabbit Trail Expansion                  | \$3,000,000        |
|  | <hr/>              |
|  | \$33,050,000 Total |

### Education

The Greenville County School District has continued to construct and make additions to existing facilities. The progress since 2009 is reflected in the following table:

School	Year of Addition/Construction 2009+	Square Footage Added 2009+
A.J. Whittenberg Elementary School	2010	89,490
Bell's Crossing Elementary School	2010	3,500
Brushy Creek Elementary School	2010	3,826
Chandler Creek Elementary School	2009	10,814
Dr. Phinnize J Fisher Middle School	2014	180,000
Hollis Elementary School	2010	1,553
Mauldin Elementary School	2010	3,500
Monarch Elementary School	2012	107,396
Paris Elementary School	2009	3,426
Pelham Road Elementary School	2010	8,469
Robert E. Cashion Elementary School	2009	3,734
Skyland Elementary School	2011	5,288
Woodland Elementary School	2010	3,500
Woodmont High School	2013	30,000

Another aspect of education is the opportunity to improve one's knowledge and skills through self-motivation. One opportunity to accomplish this is to take advantage of the resources of the County Library System.

The Greenville County Library System Board of Trustees adopted a Capital Improvement Plan in September 2012. The Library System addressed one of its highest priorities by purchasing land in August 2013 to establish a new library facility in the Five Forks area near the growing Woodruff Road residential development. The Library System also established a new bookmobile stop in the Blue Ridge area.



Utility Infrastructure

The Greenville Water System has been very active replacing and upgrading water lines and pump stations to make their distribution system as efficient and effective as possible. There have been no major upgrades in the last five years. However the Greenville Water System is soon to begin two very important planning processes. They will begin both their Water System Facilities Master Plan Update, as well as a Water Resources Master Plan.

Renewable Water Resources (REWA), our regional wastewater treatment provider is also gearing up to update the Upstate Roundtable. The Upstate Roundtable is the 20 year strategic plan to align regional wastewater infrastructure with projected growth, while promoting environmental sustainability. This process will be a strategic effort in guiding REWA over the next twenty years as well as identifying where projected wastewater treatment capacity will be available.

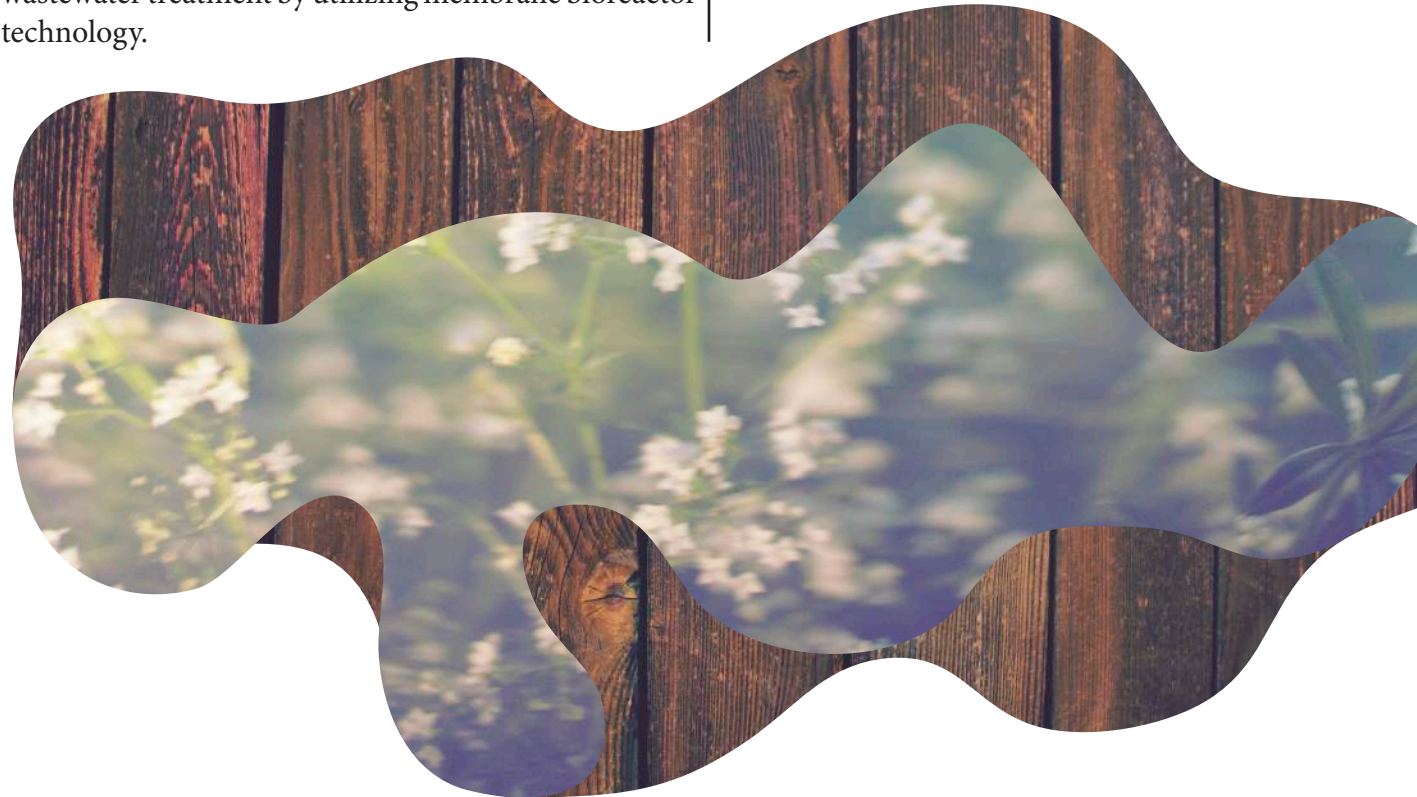
Since the Comprehensive Plan was adopted in 2009, REWA completed construction in 2012 of the Piedmont Regional water resource recovery facility to serve communities in both Greenville and Anderson Counties along the I-85 corridor. The completion of this facility allows REWA to provide a higher level of wastewater treatment by utilizing membrane bioreactor technology.

Since the adoption of the Comprehensive Plan in 2009, developer constructed facilities have continued to expand Metropolitan’s service area. Metropolitan continues to focus its efforts on its proactive rehabilitation program. On-going/future projects that will help promote growth in the County are as follows:

- Proposed upgrades of the existing sewer system in Sparrows Point subdivision will allow for continued development along Woodruff Road, east of the Five Forks area.
- Construction of a new sewer interceptor in the Travelers Rest area on the west side of US Highway 276 behind the Greenville Health System Hospital.
- Construction of a trunk sewer on the south side of SCTAC along a Huff Creek tributary just north of the Southern Connector located between Michelin Road and South Harris Road.

Greenville County Solid Waste Division

The Greenville County Solid Waste Division is continuing to build new collection units on the Twin Chimneys site as old units are filled; however, this expansion continues to occupy the existing footprint. As a result, there are no current plans to expand beyond the Twin Chimneys site. There are also no plans to date for expanding satellite sites.



Greenville County Recycling

The providers who responded to the survey.

- Starting July 1, 2011, as per state law, e-waste must be recycled. To assist citizens in complying with the law, in 2011, Greenville County aggressively expanded the existing electronic waste collection program in place to include additional locations for electronic recycling. (State of SC enacted a program for the recovery of used electronic beginning July 1, 2011.) Greenville County E-Waste Recycling Locations were expanded to include all Residential Waste & Recycling Centers and the Twin Chimneys Landfill.
- Increased the numbers of recycling containers at many locations due to increased volume
- Recycling Drop box tonnages have increased each year
- Commingle recycling tonnages have increased
- Paper and cardboard recycling tonnages have increased
- Continue to be awarded DHEC grants each year for Used motor oil, Used tire and Solid Waste grants
- Continue to offer Compost Bin and Rain Barrel sale event each year
- Maintained an average countywide recycling rate of 37%



Fire Protection Services

During the months of April and May in the year 2013, The Greenville County Fire Chiefs Association surveyed the various fire departments in Greenville County. The purpose of the survey was to define the fire protection services provided to the property owners of Greenville County. The survey resulted in the identification of the following types of information for each of the 28 fire providers who responded to the survey.

- Personnel
- Resources and Equipment
- Apparatus (vehicles)
- Facilities
- Financial information
- Operations and call responses
- Training offered and received
- Services and programs offered

The survey asked each fire provider to rate from 1 (most important) to 5 (least important) their needs in terms of apparatus, equipment, facilities, personnel, and training. Facilities and personnel were rated the highest in terms of existing and future needs. Respondents identified an estimated \$50.3 million of facility needs (expansions and new construction) over the next three to five years.



# 07

## Housing

In addition to updated Census information related to Housing data, there have been several activities that have occurred over the past five years dealing with the implementation of Housing Element goals identified in the 2009 Comprehensive Plan. These activities are listed below.

The Greenville County Land Development Regulations are currently being updated. As a part of this process there are a few items being discussed and considered which involve the goals and objectives outlined in the Housing Element. These items include requiring connectivity within residential subdivisions and also to adjoining properties which could be the location of future residential development. The ability to connect adjoining residential developments greatly improves transportation options on residential streets. Also increasing the ability to cluster subdivision development allows for higher density and more infill development as well.

There have also been several amendments to the Greenville County Zoning Ordinance affecting proposed goals and objectives of the Housing



Element. Residential development is now allowed in the commercial zoning classifications which mean the potential for more infill residential development and the conversion of vacant commercial structures for residential and mixed use development. In addition there are new higher density single family and multifamily zoning districts which could mean the possibility of higher density infill development as well.

Greenville County's storm water fees have been restructured to allow storm water credits for Low Impact Development Housing. Also housing developers now have a voluntary storm water banking program as an option for building more sustainable residential communities.

Another focus of the Housing Element dealt with the provision of housing for our special needs population. Currently there is an effort to identify potential housing options for individuals with disabilities and special needs to have safe and affordable housing after their caregiver has aged out. Hopefully some practical recommendations that will be adopted by the respectable housing stakeholders will result from this effort.

As mentioned in the Priority Investment Area Element Update, the expansion of Priority Investment Area Three will encourage the development of more workforce as well as low to moderate income housing options.

The following chart exhibits the total number of new homes, townhomes/condominiums, and apartments that have been permitted from 2010 to 2014:

Year	New Homes	New Townhomes/ Condos	New Apartments
2010	925	34	64
2011	1010	53	244
2012	1486	52	240
2013	1780	47	96
2014	1531	43	40

# 08

## Land Use

### Introduction

The Land Use element is a countywide, geographically significant, long-term look at the County's growth potential. Greenville County, like every jurisdiction in South Carolina that utilizes zoning, must have an updated Land Use element as regulated by State law (6-29-510 (E)). Incorporated into the comprehensive plan, this element focuses on determining the best locations and intensity of uses based on information from the needs and barriers identified in the other elements of the Comprehensive Plan. The most important part of the Land Use element is the Future Land Use map (see figure on page 17).

Future Land Use Maps of past plans have taken various forms to best communicate future growth patterns. The 1999 Comprehensive Plan displayed future land uses based on property lines and closely resembled a zoning map. However, in 2009, the map took on the more general, flexible plan that lends to our unique growth patterns. The centers, corridors, and communities approach addresses our automobile dominated system while weighing the demand for more pedestrian amenities. For example, access to where we live in suburban communities is auto-centric; however, concentrating businesses in regional centers

may benefit from alternative transportation including foot traffic. This idea has been reinforced at many community planning meetings, when participants mention wanting a nearby downtown atmosphere where residents and visitors have opportunity to walk among shops and restaurants.

### Land Use and Zoning

Like any effective effort, the best approach is to make a plan and create appropriate actions to reach your goal. This premise of plans and actions similarly serve this State-mandated comprehensive plan and zoning, respectively. The overall plan (the county comprehensive plan including land use element) guides potential actions (zoning) for a property.

Only county council has the final authority to enact amendments to the zoning ordinance. The Future Land Use Map only offers information to residents, the zoning applicant, county boards and staff of the zoning and rezoning process. These procedures are set up to maximize public involvement.

### 2009 Future Land Use (FLU) Map

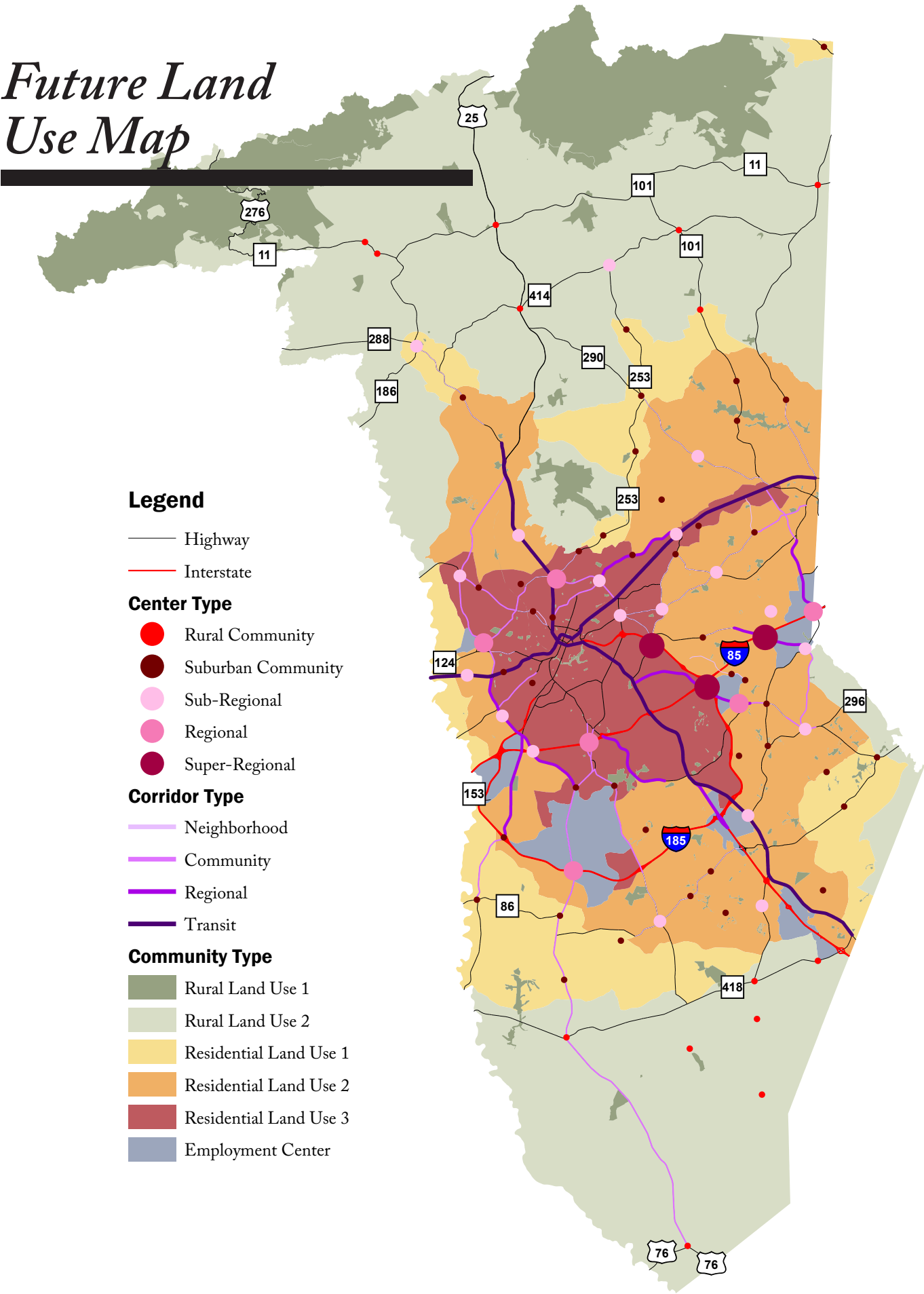
A key goal of the Communities, Centers, and Corridors growth strategy is to better integrate land use and transportation planning so that land uses are supportive of our transportation objectives and vice versa. Within the context of this growth strategy each component serves a unique function:

- Communities are distinctive residential sub-areas of the County that share a common identity. They are often comprised of a collection of neighborhoods





# Future Land Use Map



- and often have a definable center.
- Centers serve as the major hubs of activity, providing goods and services to the surrounding neighborhoods and communities. They vary in size, from the smallest neighborhood center to large mixed-use areas that serve the larger region.
  - Corridors provide the connections that link the major urban centers to the smaller center types found within the outlying communities.

**FLU Categories** – based on the scale of capacity for residential, commercial, and industrial services while in the context of conveying people from place to place

- Communities
  - Rural Land Use #1
    - Predominately watershed properties, public lands (national, state, and county parks), private camps and conservation areas.
  - Rural Land Use #2
    - Ideal density of up to 1 unit per 3 acres.
  - Residential Land Use #1
    - Ideal density ranges from .3 units per acre to 3 units per acre
  - Residential Land Use #2
    - Ideal density ranges from 3 units per acre to 6 units per acre
  - Residential Land Use #3
    - Ideal density of 6 or more units per acre
- Centers
  - Rural Community Center
    - Small, low to medium density center that serves as a neighborhood center
    - Small-scale convenience-oriented retail, restaurants, and agriculture-related businesses.
    - Uses would include gas stations, locally-owned stores or cafes, and feed-n-seed stores serving a large, rural area
  - Suburban Community Center
    - Located within a neighborhood and designed to serve the surrounding residents
    - Small-scale, convenience-oriented retail and services such as locally-owned stores, restaurants, drug stores, barber shops, and day-care facilities
    - Servicing medium to high density residential
  - Sub-Regional Center
    - Service multiple surrounding neighborhoods

- and the larger community
  - Community-scale stores such as grocery stores, national casual dining restaurants, clothing stores, specialty boutiques and would ideally support higher density suburban and urban residential
- Regional Center
  - Large-scale retail such as grocery stores, some big-box stores, small hotels, movie theaters, and medium to large scale employment centers and parks
  - Higher density residential including both single-family attached and multifamily residences
- Super-Regional Center
  - Serves the overall county and the region for shopping, recreation, and employment
  - Contains the largest scale retail and service
  - Mixed use buildings with the highest density of residential
- Employment Center
  - Near high-capacity transportation networks
  - Characterized by large and small scale industrial and service uses as well as a mixture of convenience oriented retail and services
  - Medium to high density workforce housing may also be appropriate
- Corridors
  - Interstate
  - Transit
  - Regional
  - Community
  - Neighborhood

## Future Land Use Categories and Rezoning Activity

The Communities, Centers, and Corridors future land use strategy represents an opportunity to encourage the mixed use, higher residential density, infill development that the 2009 Comprehensive Plan advocates. One measure of the success of this land use strategy is to review rezoning requests that have occurred within the proposed communities, centers, and corridors since the comprehensive plan was adopted. There were 129 rezoning requests in the communities, centers, and corridors from the years 2010 to 2014.

Due to the land use flexibility provided by these land





## DEFINITION OF TERMS

**Corridors** provide the connections that link the major urban centers to the smaller center types found within the outlying communities.

**Communities** are distinctive residential sub-areas of the County that share a common identity. They are often comprised of a collection of neighborhoods and often have a definable center.

**Centers** serve as the major hubs of activity, providing goods and services to the surrounding neighborhoods and communities. They vary in size, from the smallest neighborhood center to large mixed-use areas that serve the larger region.

## REGIONAL CENTER

Located within a broader area, this center serves one or more contiguous regions in the County. Residents will typically travel longer distances to these centers on a weekly or biweekly basis. The Regional Centers are characterized by large-scale retail such as grocery stores, some big-box stores, small hotels, movie theatres, and medium to large scale employment centers and parks. The Regional Center ideally supports higher density residential including both single-family attached and multifamily residences.

## SUB-REGIONAL CENTER

Varying in size, but centrally located within a community, this center is designed to service multiple surrounding neighborhoods and the larger community for daily or weekly trips. It would be characterized by community-scale stores such as grocery stores, national casual dining restaurants, clothing stores, specialty boutiques and would ideally support higher density suburban and urban residential.

## SUBURBAN COMMUNITY CENTER

This center is centrally located within a neighborhood and designed to serve the surrounding residents for daily uses. This center is characterized by small-scale, convenience-oriented retail and services such as locally-owned stores, restaurants, drug stores, barber shops, and day care facilities, servicing medium to high density residential.

use categories, there was over a 90% consistency rate between the rezonings and the future land use map recommendations. This analysis served to reinforce the concept of “Centers” and the proposed location of them identified on the future land use map.

This analysis did indeed reinforce the concept of centers with respect to land use compatibility. One of the major characteristics of the center concept is the ability to reflect the context of the surrounding community. This reflection can be addressed through design, form, connectivity, and accessibility. These basic requirements are not being addressed within our existing land use regulations and policies.

## Mixing Uses and Creating Community Visions

Several amendments to the Greenville County Zoning Ordinance affect proposed goals and objectives of this element. Residential development is now allowed in the commercial zoning classifications which may translate to more infill residential development and the conversion of vacant commercial structures for residential and mixed use development. In addition, new, higher density single family and multifamily zoning districts which could mean the possibility of higher density infill development as well.

- Inclusion of residential components to other zoning types.
- Inclusion of raising limited farm animals within residential zoning

In addition, based upon the Greenville County Planning Commission’s recommendation, Greenville County Council amended the county’s comprehensive plan by adding the following area and community plans.

- Cherrydale Area Plan, as amended, 2010
- East Woodruff Road Area Plan, 2008
- Woodruff Road Corridor Study, 2007
- Scuffletown Road Area Plan, 2006
- Sterling Community Plan, 2011
- Conestee Community Plan, 2013
- Dunean Community Plan, 2014
- Judson Community Plan, 2012
- New Washington Heights Community Plan, 2014



Besides amending the comprehensive plan to include the area plans and community plans listed above, Greenville County Council approved two other comprehensive plan amendments. The first was the approval of the Coordination Element. This element was the result of an analysis of all the local government adopted comprehensive plans in Greenville County by all of the planning staffs. The Coordination Element identifies all of the similar goals and land use strategies in each of the comprehensive plans and advocates them as a guide for the types of development patterns that are being encouraged throughout Greenville County. This same Coordination Element has been amended to the comprehensive plans of several of the municipalities in Greenville County.

The other comprehensive plan amendment involved the expansion of one of our Priority Investment Areas to provide for the opportunity of more affordable housing in Greenville County.

**Community Planning Initiatives**

The planning staff in conjunction with community stakeholders and citizens have begun a visioning/problem identification and problem-solving planning process among several of the communities in the county. Thus far, these planning processes have been very effective in helping transform these communities and providing citizens with pride and ownership of their respective plans.

Additionally, Planning and Codes Enforcement staff engage with targeted communities by regularly attending neighborhood meetings. This allows staff to strengthen communication and proactively identify and address residents’ issues.

Community, Corridor, and Area plans are developed by the Long-Range Planning staff. Planners work with neighborhood groups, churches, community agencies, local businesses and other stakeholders to create “blueprints for development” in the form of plans for various geographic areas of the county.

These plans are detailed, and cover relevant physical development components, including land use, zoning, traffic planning, historic preservation, and design elements. Plans also recommend strategies to help

realize a community’s long-term vision for the future and provide a comprehensive framework to guide decisions. These plans are used by the County and the community alike and are adopted as amendments to the County’s Comprehensive Plan.

The narratives below are summaries of the community plans that have been adopted as an amendment to the comprehensive plan.

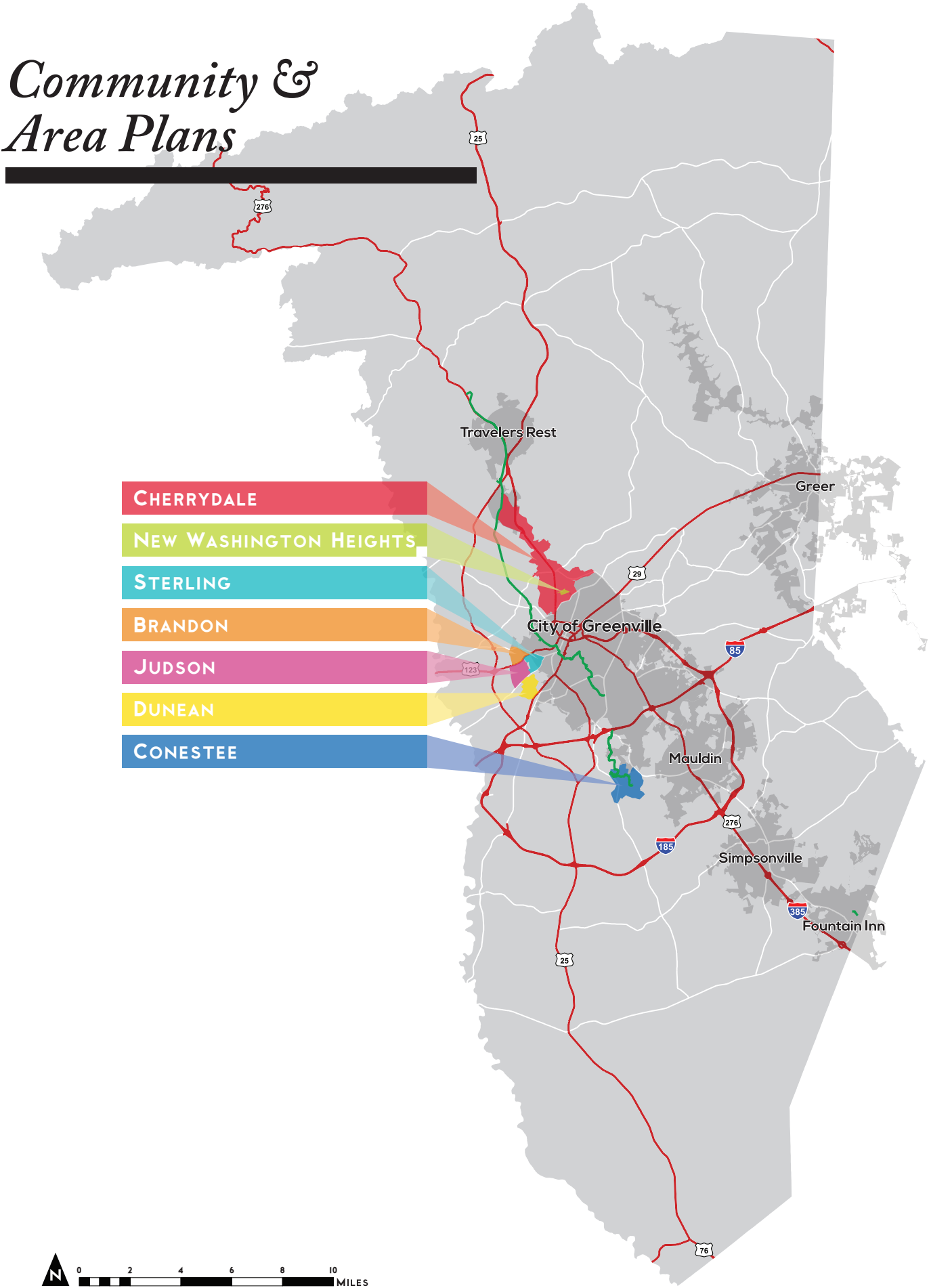
**Conestee** – Efforts to create a plan and encourage revitalization of the Conestee Mill Community, began in January 2012 by working with local residents, business owners, and local stakeholders to identify key issues and areas of interest within the community. The Conestee Community Master Plan documents the physical, social, and historical composition of the community and builds upon previous community planning efforts to establish a shared vision for Conestee. It proposes solutions to current issues and suggests recommendations to stimulate community revitalization and guide future development in a manner that highlights community assets and preserves community values.

The Conestee Community Master Plan is to be used as a guide in consideration of future land use, zoning, area capital improvements, and policy decisions. This plan serves to encourage private investment in the community and open more funding opportunities for redevelopment and revitalization efforts.

**Dunean** – Residents from the Dunean Community approached Planning staff in 2012 to develop a plan for this Historic Greenville Mill Village. The product of intensive community workshops and stakeholder meetings, the Dunean Community Plan represents the hopes and aspirations of Dunean residents as they seek to revitalize and grow their neighborhood.

Since the adoption of the Dunean Community Plan in 2013, residents have begun to tackle the recommendations and implementation strategies outlined in the Plan. From the development of a new Dunean Park, to fundraising for community signage, and improved community policing and codes enforcement, the residents of Dunean have taken ownership of their Plan and their community, improving the quality of life for all.

*Community & Area Plans*





**Judson** – Our charge was to develop a plan that would not only preserve the progress that was made by the Greenville County Redevelopment Authority (GCRA) but also to expand and build upon those efforts to help in the revitalization of the Judson Community. Revitalization includes many different factors. These factors include, but are not limited to, health, public safety, transportation and beautification among others.

This community plan focuses on these aspects of revitalization and how they can be implemented. A



land use analysis did not play a significant role in this master plan due to the community already being an established residential neighborhood.

**New Washington Heights** - While there are several things that the residents can do themselves to continue to encourage a stronger community and promote renewal, nevertheless, there are steps the residents and staff from the Greenville County Community Planning & Development Department believe that Greenville County Council can take to make serious and progressive advancements that both protect and promote the interests of New Washington Heights, particularly as developers and investors become more interested in the neighborhood as the Poinsett District develops.

One of the strongest steps that Council can take to promote the interests of New Washington Heights residents is the implementation of a Design Overlay that guides all future development in accordance with the neighborhood’s master plan. This process would require a far more detailed description of guidelines, informing developers of what is expected from them, providing them with clear guidelines and a sense of protection that their investment will be shared by all additional developers that commit to New Washington Heights.

A clear obstacle to the potential commitment of new developers and individuals capable of investing in the area are the current conditions of Loop Street. Loop Street is part of the SCDOT’s road inventory; however, it is very low on their priority list for re-paving. For real transformation to occur throughout New Washington Heights, this primary neighborhood arterial needs renewed attention and a commitment of re-investment through re-paving.

**Trending Developments**

In addition to the future land use map and corresponding land use policies advocated in the comprehensive plan, there have been a few other land use activities occurring in the community since the comprehensive plan was adopted. These activities include:

**Healthy Eating and Activity Living** – Live Well Greenville in conjunction with local hospital systems,

community organizations, local media, and others have started a community education and awareness program advocating the benefits of a healthy and active lifestyle. The South Carolina Department of Health and Environmental Control in conjunction with Eat Smart Move More South Carolina have produced a Health and Planning Toolkit policy guide for local governments and other organizations to use. Information from this policy guide will be considered when the next major update to the county comprehensive plan takes place.

**Transit Oriented Development**–The City of Greenville working with consultants have been studying idea of making land use development more public transit friendly along some of its major corridors within the City of Greenville. The planning staff has been working with the City of Greenville staff, Greenlink staff, as well as other stakeholders to research the possibilities and required land use changes it would take to make some of these same corridors more transit friendly in the county within the more urban areas adjacent to the City of Greenville.





# 09

## Transportation

Over the last several years, Greenville County has undergone multiple changes when it comes to transportation. These changes include roadway and pedestrian projects, trail projects, new management for Greenlink, the start of a bike share program, and a tax referendum used to create a new funding source for transportation projects.

### Greenville-Pickens Area Transportation Study (GPATS)

After the expansion of Greenville-Pickens Area Transportation Study (GPATS) boundary, because of the 2010 Census, GPATS, as of November 2013, completed its five-year update to its Long Range Transportation Plan (LRTP). Since this addendum to the LRTP, multiple plans have been completed: the City of Greenville Bicycle Master Plan, the Greenlink Transit Vision and Master Plan and the Woodruff Road Corridor Study to name a few (Greenville-Pickens Area Transportation Study, 2013).

Along with many places around the country, Greenville County does not have a large funding source for transportation improvements and initiatives. Though many plans have been completed, they have not necessarily resulted in physical results, however, the plans that have been completed are being used as the guides for any and all work that occurs, including small patch work improvements.

### Tax Referendum

In the LRTP, it discussed a survey asking people their preferred sources of funding to fund transportation improvement projects:

*“...34 percent supported impact fees for developers, 18 percent supported transportation bonds, 6 percent supported increased gasoline tax, 5 percent supported increased sales tax, and 2 percent supported increased property tax.”*  
(Greenville-Pickens Area Transportation Study, 2013)

Greenville County decided upon a county-wide tax referendum. After the 2014 election, the people of Greenville County decided, by almost 66%, that raising taxes was not the way to solve the counties transportation funding problems. Though, it is worth noting that people that lived in the urbanized areas were more in favor of the tax than people who lived in the rural parts of the county. Urbanized areas don't have the legal authority to levy sales taxes like the county or state (Connor & Ward, 2014).

### Roadway & Pedestrian Projects

Though there are major projects under consideration, the funding resources are currently unavailable at this time. Because of the lack of money, over the years, roadway and pedestrian projects have focused on upgrading existing infrastructure.

### Trails

Back in the Spring of 2010, Greenville County published the Comprehensive Greenway Plan. This plan examined several benefits of trails to the Greenville County community: (1) creating value and generating economic activity, (2) bicycle & pedestrian transportation (reducing traffic congestion), (3) improving health through active living, (4) clear skies, clean rivers, and protected wildlife, (5) protecting people and property from flood damage and (6) enhancing cultural awareness and community identity (Greenways Incorporated Arbor Engineering, 2010). Since 2009, Greenville County has been constructing multi-use trails, called the Swamp Rabbit Trail, throughout the county. Though the entirety of the trail is not contiguous, to date, there are currently 20 miles of trail, with more to come (Greenville County Rec).

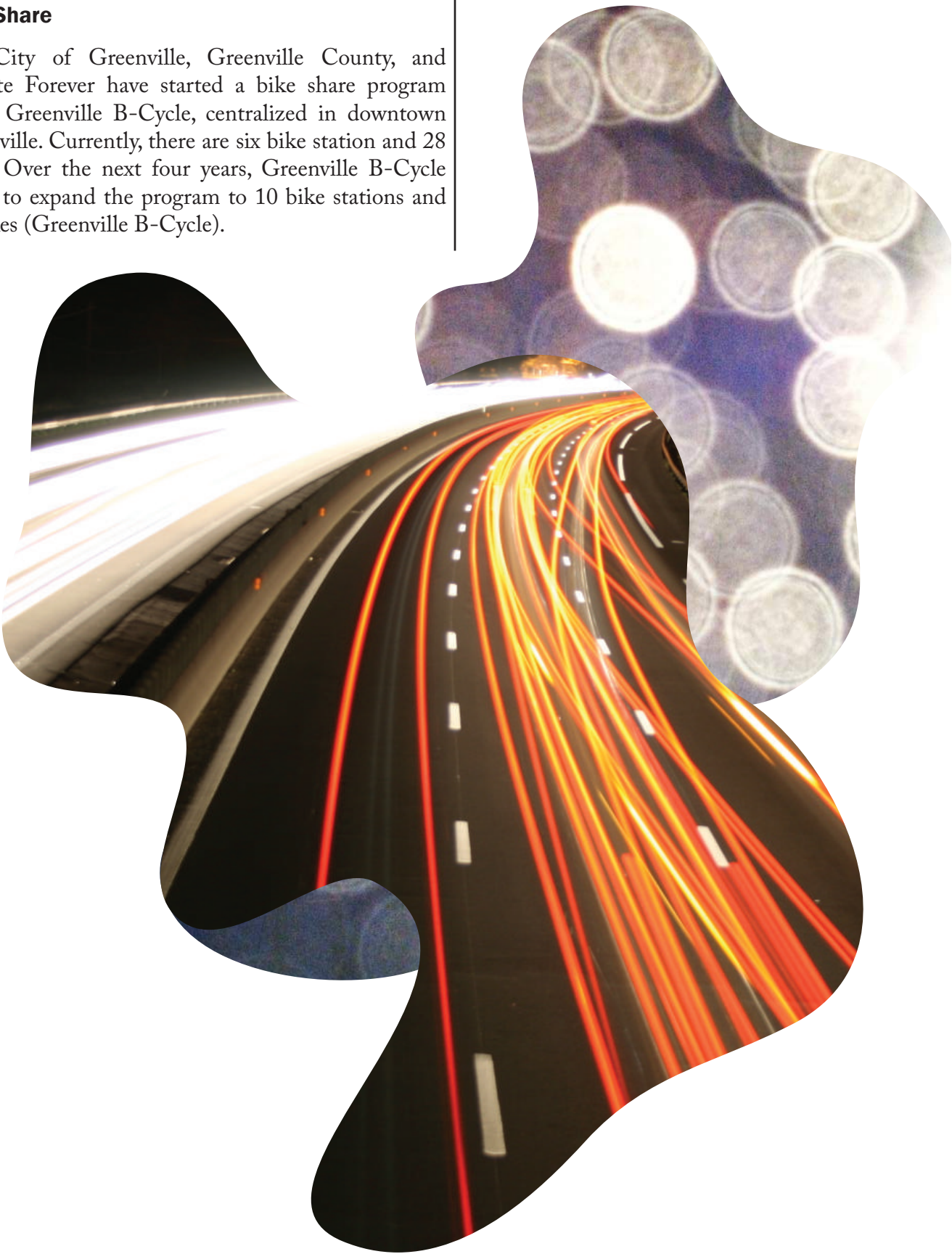
### Public Transit

Greenlink is now under the management of the City of Greenville. Since coming under Greenville's management, Greenlink has done much to improve the service for current riders along with initiatives to attract new riders. This includes starting shuttle services to Traveler's Rest, Furman, and eventually Fountain Inn. Greenlink has also expanded service to Clemson University, along with the campus connector service and Easley. Also, Greenlink has installed free wi-fi services in buses and shuttles. Buses are also equipped

with bike racks to help passengers travel those small distances between the bus stop and their origin and destination (City of Greenville).

### Bike Share

The City of Greenville, Greenville County, and Upstate Forever have started a bike share program called Greenville B-Cycle, centralized in downtown Greenville. Currently, there are six bike station and 28 bikes. Over the next four years, Greenville B-Cycle wants to expand the program to 10 bike stations and 50 bikes (Greenville B-Cycle).





### I-85/I-385 Interchange

The plans for the upgrade of the Interstate 85 at Interstate 385 Interchange have progressed through SCDOT, and construction will soon begin. In 2009, The South Carolina Department of Transportation (SCDOT) embarked on the planning process to upgrade the Interchange, which was operating with numerous congestion and safety deficiencies. In 2014, the preliminary plans were completed and Flatiron-Zachry consultants were hired to do the final “design-build” of the project. Utility companies are already relocating their lines, while groundbreaking is expected to occur in late 2015 with substantive construction beginning in early 2016. Construction is scheduled to be completed by the end of 2018. The Interchange will replace the tight cloverleaf ramps with flyover ramps, remove all weaving ingress and egress movements, and increase the design speed of the interchange from 35 mph to 45 mph. Numerous other improvements will be made at the same time as the Interchange, including upgrades to Roper Mountain Road, Woodruff Road, and the mainlines of I-85 and I-385.



### I-85/US-29 Update

With the MAP-21 Federal Highway Authorization, USDOT authorized state DOTs to allocate “Interstate” funding towards upgrading non-traditional aspects of the Interstate System, as well as improving identified “parallel corridors” that could absorb some of the Interstate congestion. For I-85 through Greenville and Spartanburg, US-29 was identified and funding was allocated to improve its opportunity to serve as a parallel corridor. In particular, SCDOT is focusing funding on Signal Timing Upgrades, Park and Rides, and Truck Parking, as well as some funding for safety and education. Discussions with SCDOT are on-going as to where the facilities will be located, and implementation will occur once the SCDOT Commission approves of the plan. Planners from SCDOT, GPATS (Greenville), and SPATS (Spartanburg) meet on a regular basis to work out the details. All funding for improvements to I-85 and US-29 are scheduled to be expended by FY 2019.

### L RTP Update

Greenville County Transportation Planning Staff, which also staffs the Greenville-Pickens Area Transportation Study (GPATS) are beginning their 10-year update to the Long-Range Transportation Plan (LRTP), a Federally-required document that details the priorities for GPATS for the next 25 years. Staff will be proceeding with Requests for Proposals this summer, with the intention of beginning data collection and travel demand model updating before the end of 2015. The process will include significant public involvement over the next 2.5 years, including several rounds of surveys, targeted public outreach, 2 rounds of 7+ public meetings, and media activity. The 2007 GPATS LRTP served as the base document for all transportation planning activity in the region for the last 8 years. It is responsible for over 30 local transportation planning efforts, making it one of the most influential documents in the Upstate’s recent history. Staff is intent on completing a successful follow-up with the help of the citizens of Greenville County and the entire South Carolina Upstate.

# 10 Priority Investment Areas

Since the Imagine Greenville County Comprehensive Plan was adopted in 2009, there has been some activity with regard to the Priority Investment Area Element. The County staff has been involved in two planning efforts in two of the three priority investment areas identified in the 2009 plan as well as the expansion of one of the priority investment areas.

In 2012, the County staff worked with residents, stakeholders, and public safety officials to identify issues that needed to be addressed in the Berea area of the county (located within Priority Investment Area Three). The three top issues identified were the development of a sense of place or identity for the Berea area, the need for some type of organizational structure in order to better communicate and work together for the betterment of the community, and the need to improve the physical appearance of the Berea area. In response, the Codes Enforcement Division and the County Sheriff’s Office conducted a series of community-wide community awareness campaign resulting in enforcement of code violations as well as any illegal/nuisance activities in the Berea area.

In addition, a citizen committee was created to look at identifying opportunities to creating more of a sense of place and identity for the Berea area. Some of the activities undertaken were the identification and potential beautification of entranceways into the Berea area, the study of opportunities to create a formal community structure, and the discussion with the Greenville County School District regarding the reuse of the former Berea Elementary School as a public Community meeting/recreation opportunity. The Berea Community with the help of County staff underwent a successful branding exercise.

In 2012, County staff once again working residents, and community stakeholders completed a Community Plan for the Conestee Area (located in Priority Investment Area One). The result of this planning process was an

adopted amendment to the Imagine Greenville County Comprehensive Plan. The Conestee Community Plan focused on the areas of Infrastructure and Housing, Public Safety, Economic Vitality, and Youth and Leadership Development. An implementation strategy was created to help address these focus areas across seven sub-areas across the community.

In 2013, County staff worked with the Greenville County Redevelopment Authority to investigate an opportunity to expand the eastern boundary of Priority Investment Area Three for the purposes of creating the opportunity for more workforce and low to moderate income housing in this area which is certainly a goal of the county comprehensive plan. In August 2013, County Council adopted an ordinance as an amendment to the comprehensive plan to expand the eastern boundary of Priority Investment Area Three.

Expansion of Priority Investment Area Three and the adopted Community Plan for New Washington Heights has resulted in securing funding for the purchase and demolition of substandard housing not only in New Washington Heights but the Poe Mill Community as well.





# Planning Staff

This review has been prepared by the Greenville County Planning & Code Compliance Division Staff.

## Greenville County Planning & Code Compliance

Eric Vinson, *Director, Planning & Code Compliance*  
Teresa Barber, *Deputy Director, Planning & Code Compliance*  
Tom Meeks, *Manager, Long Range Planning*  
Scott Park, *Manager, Development Services*  
Keith Brockington, *Manager, Transportation*  
Tyler Stone  
Suzanne Garnmeister  
Monica Floyd  
Jonathan Hanna  
Patrea St. John  
Sam Julius  
Andrew Ratchford

## Greenville County Community Planning, Development, and Public Works Department

Paula Gucker, *Assistant County Administrator*  
Judy Wortkotter, *Land Development*  
Hesha Gamble, *Engineering*  
Marcia Papin, *Solid Waste*  
Kirsten Robertson, *Soil & Water*

## Greenville County Council

Bob Taylor, *Chair*  
Butch Kirven, *Vice-Chair*  
Joseph Baldwin  
Lynn Ballard  
Jim Burns  
Sid Cates  
Joe Dill  
Lottie Gibson  
Willis Meadows  
Xanthene Norris  
Fred Payne  
Liz Seman

## Greenville County Planning Commission

Chad Tumblin, *Chair*  
James Barbare, *Vice-Chair*  
Chet Chea  
Michael Freeland  
Shawn Hammond  
Stephen Selby  
Milton Shockley, Jr.  
Christopher Sullivan  
Todd Ward







**Greenville County  
Planning & Codes Compliance Department**

301 University Ridge, Suite 3800  
Greenville, SC 29601

(864) 467-7270

[www.GCPlanning.org](http://www.GCPlanning.org)