

GVL2040

Comprehensive Plan
for Greenville, SC

DECEMBER 2020

PREPARED BY



ACKNOWLEDGEMENTS

PREPARED FOR

The City of Greenville

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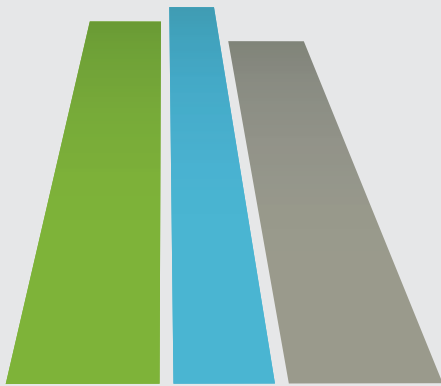
Courtney Powell, *GVL2040 Project Manager*

GREENVILLE COMMUNITY

We want to extend a special appreciation to our community and organizations for all the valuable input, perseverance and commitment to this project. The community's long-term vision of Greenville in 2040 as a place where *"decisions reflect our values, our values are put into practice through the application of our planning principles, and we grow in a manner that respects and builds from our assets while helping us achieve significant progress on our priorities"* would not be possible without the dedication and support exhibited throughout the process by our community and organizations.

In addition, we want to thank the following organizations for their support with energetic community engagement by hosting public meetings at their facilities: **Springfield Baptist Church, East North Street Academy, and David Hellams Community Center.**





GVL 2040

OUR HOME. OUR FUTURE.



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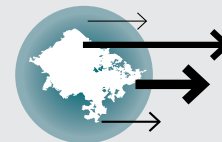
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PLAN SUMMARY

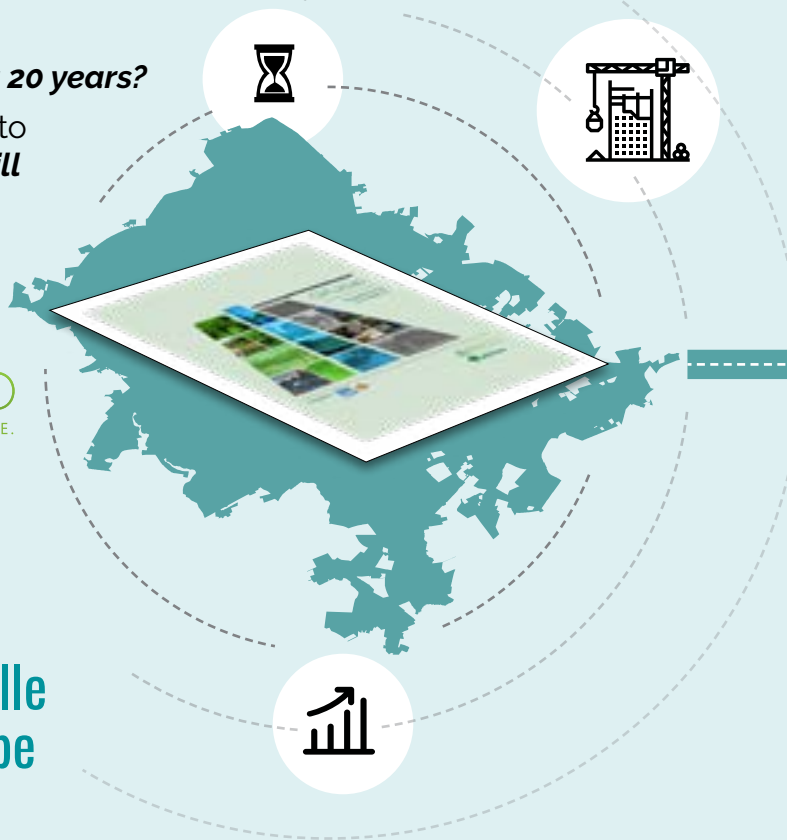
The city of Greenville and Greenville county have **grown and changed considerably since 2000**. The population of the county is now over half a million, having risen by nearly 40%. The city's population has grown by over 25%, reversing declines of the late 20th century.

What about ***the next 20 years?***

Growth is very likely to continue, but ***how will Greenville grow?***



GVL2040 is a comprehensive plan that the City of Greenville can use to shape its growth and evolution over the next two decades.



Using GVL2040 to shape Greenville's future is about making decisions that consistently reflect...

the community's
core values and
the principles for
acting on those
values



Enterprising

*Taking risks to improve
our community*

Resourceful

*Using everything
at our disposal*

Inclusive

*Relying upon and
valuing diverse
perspectives*

Courageous

*Taking bold
action, even when
difficult*

the community's
priorities and
the outcomes it
wants to achieve

Preserving as much
as 35% of remaining
vacant land to protect
Greenville's quality of
life and environment,
and to
facilitate a
new way of
growing.



Ensuring that at least
10% of all new housing
is income-restricted
to provide
access to
high-quality
affordable
housing—an increase
over current levels.



Making a range of
appealing and safe
mobility
options
possible
along
Greenville's major
corridors to reduce
dependence on cars.



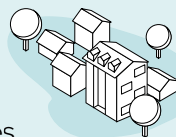
a new way
of growing



Continuing to grow
the population and
economy, and doing
so in a manner that
boosts
quality
of life,
creates
value to
pay for
community priorities,
and limits negative
side effects. This
means:



Embracing a
traditional, higher-
density urban form
and using it as a
model for growth
in community nodes
distributed across
the city.



Strengthening and
preserving existing
neighborhoods,
including
careful infill
development
that adds variety
and inclusiveness
to neighborhood
housing.

a willingness to
work for what
Greenville wants
to be, and the
ability to adapt

Knowing that to achieve
ambitious goals will
take resources, resolve
for doing things
differently,
and an
ability
to adapt
as conditions
change.



*The choice to consistently uphold
what the community values, what it
prioritizes, and how it wants to grow
will put Greenville on a path towards
becoming a more vibrant, sustainable,
equitable, and accessible city.*

INTRODUCTION

The Greenville that we know in 2020—the thriving hub of the Upstate and a place recognized internationally for its quality of life—can seem inevitable, an unavoidable product of its location, natural heritage, history, and culture.



But today's Greenville—vibrant and beautiful—was by no means an inevitability. Certainly not 50 years ago, when the city's industrial economy was struggling and features recognized today as tremendous assets, such as downtown and the Reedy River, were in serious trouble if they existed at all. What transpired over the past half-century to create a dynamic and prosperous city was not a cascade of happy coincidences but a series of deliberate decisions and choices made by the community and its leaders—opting for courses of action that often ran against the grain. For every community like Greenville, circa 1970, that dug itself out, re-imagined and rebuilt its economy, and did so to sustainable effect, dozens did not.

In the 1970s, the community chose to begin the careful and methodical revitalization of a downtown in decline when other cities were still butchering their Main Streets. It chose, in the 1980s, to embrace new economic drivers and a cosmopolitan outlook, when other cities reacted to change by becoming risk-averse and turning inward. It chose, in the 1990s and the first decades of this century, to boldly invest in its historical and natural assets when other cities engaged in insipid half-measures and waited for others to test the waters. Over five decades, Greenville pivoted away from national trends and took action far ahead of its time.

Greenville today is shaped by these and countless other choices and those

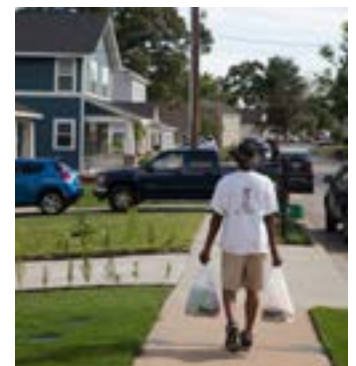
choices have cumulatively placed it in the driver's seat of its own future. The paths taken, in previous decades, have given Greenville an enviable range of options as it eyes the next 20 years.

Having options will be important, for Greenville is by no means a completed work. Important decisions and choices lay ahead that will determine whether people in 2040 will look back on the preceding 20 years as a period of progress or a time of missed opportunities; whether Greenville decided to continue to lead, through continual improvisation, or became complacent.



This comprehensive plan is, above all, a guide to help make these decisions. Some of what lies ahead is foreseeable, like the imperative to address the net negative value of sprawling, low-density development formalized in the City's current development code or the growing wealth gap in Greenville between those at the top, those at the bottom, and—increasingly—those in the shrinking middle. Not everything is foreseeable, though, as the impacts of the COVID-19 pandemic make clear.

This plan—this opportunistic decision-making guide—will help Greenville officials, residents, and business stakeholders make sound decisions for the next 20 years when confronted with both predictable choices and the inevitable unknowns. When these decisions are consistently based on an understanding of what is important to the community, the probability of achieving what Greenville wants to become in 2040 will rise.



Quality of life as the key to community and economic vitality



Just as today's Greenville was no sure thing when civic leaders in the 1970s planned for what would become today's superb downtown—based on what they saw happening in successful cities across America and around the world—economic vitality well into the 21st century will not just materialize. It will have to be earned.

That will require action to ensure that Greenville's employers want to stay, and that the workforce they need will remain highly skilled and well-suited to the work being done here. It will require action to ensure that we have the entrepreneurial talent that will invent, innovate, and create new jobs. It means the assurance that we have the infrastructure that will appeal to businesses not currently anchored here, but which may prove attractive when they consider relocation. It means Greenville has to be open for business, so that as we grow we do so in the kinds of profitable ways that will ensure the City's tax base remains strong and can help pay for community priorities.

GVL2040 is Greenville's long-range plan for growth. 150 years ago, economic development meant mining, planting, harvesting, and, at a modest scale, making and selling. 100 years ago it meant taking raw materials and manufacturing something from them, readying them for sale and distribution. 50 years ago began the last phases of the shift away from unskilled labor to an increasing reliance on knowledge and service, and an equally increasing consideration of impacts.

Today, knowledge and skill are the indispensable ingredients for high-performance computing, rapid prototyping, medicine, higher education, and advanced manufacturing. In other words, the basis for a strong economy is less the presence of a rich vein of ore or a stand of especially valuable trees than **the combination of a highly skilled workforce and venture capital in a desirable location that offers a high quality of life.**

GVL2040 is our commitment to double down on the previous half-century effort to make Greenville a desirable place where people and businesses want to be. To make sure today's vibrant and beautiful city remains and becomes even more vibrant and more beautiful, GVL2040 provides a road map for Greenville to attain an ever higher quality of life and become ever more desirable to the skilled workforce that businesses require. By raising the bar higher and higher, making our neighborhoods more and more desirable, our downtown more and more polished, our neighborhood centers more and more distinguishable, and our trails and rivers and parks better and better loved, entrepreneurs will want to stay in and come to Greenville.

In this sense, GVL2040's highest priority is to positively impact the single most important precondition for sustained economic vitality in the 21st century: quality of life.



“ Effective city planning begins with the comprehensive plan in which locally generated core values are used to operationally create a vision of a locality's future **quality of life**.

Quality of life is a multifaceted concept that includes physical, economic and social considerations. These dimensions are closely interrelated because economic viability and growth require a sustainable environment as well as first-rate services. Conversely, maintaining a sustainable environment and providing quality services require economic viability. A properly done comprehensive plan will provide a policy direction and physical framework to promote continued economic development, consistent land use decisions, and other public policy over the coming decades.”



— Barry Nocks, PhD, FAICP
*Professor Emeritus and Interim
 Director of the Masters in Real Estate
 Development program
 Clemson University*

What does Greenville want to be in 2040?

The community input behind the development of GVL2040 expresses a vision for growth and quality of life defined by what Greenville values most, its utmost priorities, and its commitment to doing the work necessary to achieve what it wants.

GREENVILLE IN 2040 IS A

Decisions reflect our values



We have been faithful in our commitment to be:

Resourceful Enterprising Inclusive Courageous

Our values are put into practice through the application of our planning principles



We have listened to historically absent or ignored voices.

We have not harmed our assets without committed mitigation.

We have applied the “triple bottom line,” to take financial, social, and environmental impacts into account and strive to find the right balance.

We have set standards we can be proud of decades from now.



PLACE WHERE...

We grow in a manner that respects and builds from our assets while helping us achieve significant progress on our community's priorities

We have grown and developed in a very intentional way:

Population and economic growth have been directed to a series of mixed-use, **higher density nodes** throughout the city that offer a range of housing options, employment opportunities, and services.

These **nodes are connected to each other—and to downtown, the community's largest node—by corridors** that have mixed-uses and urban form similar to nodes and offer a range of appealing transportation options.

Adjacent to these nodes and corridors, our **traditional neighborhoods** have been preserved and strengthened. Appropriate infill development has added to the diversity and affordability of neighborhood housing while retaining residential character.

We have translated our growth into visible and measurable progress on community priorities:

Open Space and the Environment



Directing growth to mixed-use nodes and corridors has been aided by our efforts to set vacant land beyond those areas aside as preserved open space for recreational uses and as natural buffers to enhance quality of life and protect environmental resources. Investment in our nodes and corridors has also generated revenue to make land preservation and management possible.

Affordable Housing Opportunities

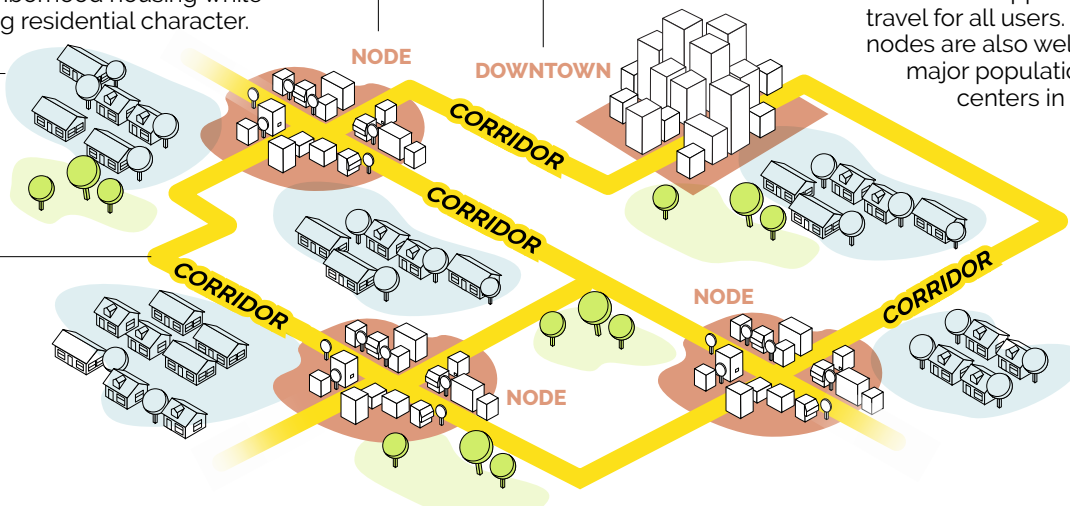


The density and form of our nodes and corridors has been essential to make a sizable expansion of affordable housing opportunities financially possible, with at least 10% of all new housing units reserved for income-eligible households to ensure access to high-quality housing in locations with abundant services.

Transportation and Mobility



The corridors connecting our nodes have been carefully redesigned to support walking, biking, and transit as safe and appealing modes of travel for all users. Our largest nodes are also well-connected to major population and activity centers in the county.



Progress on our priorities has made our growth sustainable by making Greenville more amenity-rich and desirable to a wide range of households and businesses.

What is a comprehensive plan?



A comprehensive plan is required of any jurisdiction in South Carolina that wants to enact and enforce zoning and development regulations—the rules that apply to height, density, setbacks, land use, and other physical or functional traits of new buildings. This requirement ensures that these rules are grounded to an overall vision for the community rather than arbitrarily and inconsistently applied from project to project. How a comprehensive plan is produced, what it contains, and how it must be vetted and approved are all guided by the Comprehensive Planning Act (SC Code Title 6, Chapter 29).

The comprehensive plan itself, however, is not a law and is not legally binding. Instead, implementation of the plan occurs when the plan's vision for the future is faithfully translated into *ordinances*, *budgets*, and the *decisions* made by elected and appointed bodies that wield policy and decision-making powers.

Specifically, implementation of a comprehensive plan is actively occurring when the plan is reflected in the following:

Land Management Code

Adoption of a comprehensive plan should always be followed by an update to the zoning and development regulations in the land management code so that rules governing "what goes where" and how things look are accurate reflections of the plan. Recommendations in the plan will guide this process.



Capital Improvement Plan (CIP)

The CIP involves the annual allocation of resources to pay for improvements to City facilities, equipment, and infrastructure. The comprehensive plan's vision and priorities provide direction for the CIP process.



Small Area and Corridor Plans

The comprehensive plan cannot—and should not—provide detailed direction for what happens on every block. But subsequent area plans for specific neighborhoods and corridors should apply the overall goals of the comprehensive plan at a more granular level.



Transportation and Infrastructure

The comprehensive plan influences how federal, state, and local transportation and infrastructure dollars are allocated to improve conditions, boost capacity, or change how infrastructure is used.



Housing Policy

Goals related to housing can be realized through changes to the zoning and development code as well as the allocation of funds to encourage specific types of housing or housing in specific locations.



Parks and Recreation

The CIP, general fund, and zoning code can all be used to support investments to or expansion of parks and recreational facilities that meet the quality of life and land management goals expressed by the plan.



Economic Development Policy

Actions to promote economic activity of specific types and in specific places—to create jobs, build the tax base, or provide desired services—should be molded to reflect the goals, trends, and conditions described in the plan.



How to make use of GVL2040



Implementation of a comprehensive plan, like GVL2040, will not be a single event, it will not be accomplished by passing one or two ordinances, and it will not be achieved by getting through a list of projects. Rather, implementation will be a commitment to a *process* by which the values, principles, and priorities embedded in the plan are actively considered and discussed whenever decisions are made. The plan will remain relevant, and its vision within reach, only for as long as it

influences the choices made on a routine basis by City staff, elected and appointed officials, and partners of the City of Greenville (public, non-profit, and private) who share a commitment to the same vision.

To facilitate the use of GVL2040 as a decision-making guide by City Council, boards, commissions, staff, and others, Part 1 of this document is organized into four chapters that individually and collectively contribute to the plan's overall vision for Greenville in 2040.

PART 1



CHAPTER 1 HOW WE WILL MAKE DECISIONS

Greenville's core values, and the planning principles that flow from those values, are the foundation of this comprehensive plan's role as a decision-making guide. Chapter 1 provides an overview of these values and principles, what they mean on a basic level, and a primer on how to apply them on a regular basis. While the values are defined in Chapter 1, their meaning and how to interpret them should always be subject to debate and conversation.



CHAPTER 2 WHAT WE KNOW

Greenville's recent past—how it has been growing and changing—and where it might be headed are described in Chapter 2. This compilation of key trends and conditions analyzed during the planning process provides important background for the choices to be made about Greenville's future, which include trends that the community wants to actively alter to produce desired outcomes in 2040. Monitoring these trends going forward will be an important part of the implementation process, especially to inform potential shifts in priorities or modifications to goals and activities.



CHAPTER 3 OUR PRIORITIES AND THE OUTCOMES WE SEEK

The GVL2040 process yielded a consistent message, from the beginning, about the community's commitment to continue to grow and to achieve specific outcomes around three issues of utmost importance: affordable housing opportunities, open space and the environment, and transportation and mobility. All three of these priority issues are deeply interrelated with each other and tightly bound to matters of urban form and design. Chapter 3 describes these relationships and identifies measurable outcomes to aim for on each issue.



CHAPTER 4 OUR PATH FORWARD

Implementation is, by necessity, a continuous process of decision-making and periodic adjustment. Chapter 4 provides a framework to organize this work. It describes the role of GVL2040 as the focal point for planning in Greenville going forward. It presents three distinct phases of implementation and provides guidance on action planning (within the three-phase structure) for GVL2040's priorities.

PART 2

Elements

Part 2 of GVL2040 includes supplemental information and context for a range of subjects and planning elements required by the South Carolina Comprehensive Planning Act.

Background on GVL2040 process

Developed over six phases during 2019 and 2020, GVL2040 has been guided throughout by input from a large steering committee and the broader public to ensure that the plan reflects community-wide priorities. Indeed, the priorities that have emerged from the process mirror many of those of the City Council. For more detailed information on public engagement activities, please see Part 2, Public Engagement.

Steering Committee

A steering committee of 42 individuals (chosen from 226 applicants) represented the citizens of Greenville and worked closely with the City's planning staff and consultants to guide GVL2040. Input from this committee was supplemented by regular interactions with a technical committee of City staff and by input received during project updates to the Planning Commission and City Council.

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INDIVIDUALS

Surveys

Greenville residents contributed ideas and provided feedback on four surveys during the planning process that resulted in over 6,500 completed surveys. Survey responses were especially critical in the early process to identify Greenville's core values and top priorities.

6,500
SURVEY
RESPONSES



Open Houses

In-person, interactive open houses were held in Greenville neighborhoods in August and November 2019, and in February 2020, to provide information on the planning process, determine the community's core values, educate the public on important trends, and solicit feedback on different directions for Greenville's future. During the pandemic, a virtual open house was held to garner feedback on the emerging plan.

4 OPEN HOUSES

As Chapter 4 of GVL2040's Part 1 suggests, the process to develop a comprehensive plan that will remain useful to community decision-making over time never actually ends.

It continues throughout the implementation process, informed by changing conditions and guided, whenever possible, by the community's core values and planning principles.



Glossary of Terms in GVL2040

The following technical terms are found in one or more places throughout this document and are compiled and defined here to assist the reader with understanding core concepts of the plan.

Term	Definition
Affordable housing	Housing, whether rented or owned, that does not cost the occupant household more than 30% of their gross monthly income is considered affordable. This standard for affordability has been in use since the advent of the Federal Housing Administration (FHA) in the 1930s when lenders found that default tendencies rose sharply when a borrower's monthly housing costs exceeded 30%.
Core value	A deeply-held and widely-shared belief that influences how a community makes decisions. A plan that is rooted to core values has a greater likelihood to have its planning principles consistently applied and its vision implemented.
Corridor	In GVL2040, a corridor is a multi-modal transportation route through the city that provides a range of convenient connections between nodes and links existing neighborhoods to opportunities in nodes. Corridors feature mixed-use development and densities that reflect the character of adjacent nodes or neighborhoods.
Density	The measurement of the number of housing units or people in a given area (e.g., per acre or square mile) which may indicate levels of activity and demand for services.

Term	Definition
Development rights	The right to develop land by a landowner who maintains fee simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density and land use allowed under existing zoning.
Growth	Development that helps the city absorb more population and more economic activity. Growth that takes a mostly low-density form (see Urban form, suburban) has negative effects such as excessive land consumption, traffic, and exclusive development patterns. GVL2040 is, in part, a response to negative effects of previous eras of growth and proposes new growth methods that will limit these side effects and pay for progress on community priorities.
Inclusionary housing	Affordable housing that is integrated within a housing development to create a mixed-income residential environment. As the affordable units lower a developer's potential profit, achieving this requires public intervention via zoning requirements (currently prohibited in South Carolina), zoning incentives, and/or subsidies.
Land management regulations, or zoning	The duly approved, enacted, and amended ordinance that controls and regulates land use in the city.

Term	Definition
Missing middle	A term that has arisen in national housing policy conversations to describe housing production systems that largely focus on single-family homes or large multi-family properties while ignoring demand for products in the middle (such as accessory dwelling units and small multi-family properties) that add variety to the local housing supply. Revision of regulations that hinder the production of these housing types are the object of missing middle strategies.
Mode (transportation)	The way that an individual travels or is transported within a city, such as driving, carpooling, walking, biking, public transit, etc. Mode selection is often measured in terms of how a person gets from their home to a job but can also refer to errands and other personal travel.
Node	A compact, walkable, and mixed-use activity center or hub where an increased concentration of residential, employment, retail, transit, and other uses are located. Uses in a node may be mixed both vertically and horizontally.

Term	Definition
Open space	An area or portion of land, either landscaped or essentially unimproved, which is used to meet human recreational or spatial needs, or to protect water, air, or plant areas. Open space can include green space (such as parks, gardens, or cemeteries), playgrounds, schoolyards, public plazas, and vacant lots.
Planning principle	A rule that governs how decisions are made by translating values into specific actions or standards.
Small area plan	A detailed development plan for a specific area or district that applies the vision and planning principles from a comprehensive plan at a localized scale.
Urban form, suburban	The spread-out and low-density physical patterns, layouts, and structures in a city where streets and adjacent development sites are designed primarily to accommodate the use of the automobile with little consideration to other modes of travel (e.g. pedestrians, bicyclists, transit, etc.). Example: Woodruff Road.
Urban form, traditional	The dense and compact physical patterns, layouts, and structures in a city where block size and structure are scaled for easy pedestrian use, streets connect in a recognizable pattern for efficient travel choices, fronts of buildings are distinct from backs, and the public and private realms are carefully integrated. Example: Main Street.

PART 1

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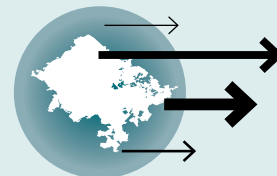


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CHAPTER 4

OUR PATH FORWARD

Strategic Framework for Implementation and
Continuous Plan Refinement



HOW WE WILL MAKE DECISIONS

CHAPTER 1

Greenville's Core Values and Planning Principles



Decisions big and small that impact the Greenville community will be made on a daily basis by City staff, elected officials, and appointed bodies—and by a variety of agencies and organizations beyond City Hall. Some decisions will involve matters that can be anticipated well in advance, such as how to redesign a major corridor that will be due for reconstruction in three years. Others will involve issues that arise without warning, such as a development proposal for a controversial site, or the need to trim budgets by 10% in the midst of an economic downturn.

On what basis will all of these decisions be made? Will each one be made in a vacuum? Is it possible to have thousands of decisions that will pull Greenville in roughly the same direction—the direction it wants to pursue?

An agreed-upon set of core values and planning principles are the surest way to achieve consistent and coherent decision-making across a variety of seemingly unrelated issues. They are durable guideposts that will aid in the evaluation of whether an action does or does not align with what the community believes in and is trying to achieve. The core values and planning principles presented here were developed early in the GVL2040 planning process to serve as a foundational framework for the plan.

Core Values

Our core values are deeply-held, widely-shared beliefs that serve as building blocks for our vision of the future. They reflect what we are willing to defend and fight for.



We are committed to...

being an

Enterprising Community

Taking risks, having initiative, and charting our own course is part of our history. The decisions we make should continue to reflect that we are willing to lead by example and confront our challenges with a spirit of inventiveness and proactivity.

being a

Resourceful Community

We believe that the community as a whole succeeds when we strive to make the most of our greatest strengths and assets – from human capital, to natural assets, to our history and heritage.

We further believe that the prosperity of individuals and families in our community is advanced by the preservation and enhancement of the elements of our environment and cultural heritage that make Greenville unique.

being an

Inclusive Community

The decisions we make must strive to include as many voices and perspectives as possible to ensure outcomes that are more equitable and just. The decisions we make should strongly establish Greenville as an inclusive and welcome place to all its citizens.

being a

Courageous Community

Our community has demonstrated an ability to make bold decisions that may have been difficult in the moment but that put the community in a position to succeed well into the future.

We must consistently demonstrate such courage going forward and truly commit ourselves to issues we say are important.

→ Planning Principles

Our planning principles are a basis for making decisions about our community that align with our values, our vision for the future, and the strengths that we are building from.



Aligned with our values, vision and strengths

Listen to historically absent or ignored voices

Inclusive and well-rounded decisions are based on perspectives and knowledge from throughout the community and lead to a broad sense of ownership for the choices made. This means actively seeking diverse voices and making those voices part of formal decision-making processes.



Do no harm to our assets without committed mitigation

Community assets are a source of our prosperity and quality of life and we should strive to preserve them. If anything we do puts an asset at risk, we should re-think our actions or make sure that risks to the asset are properly mitigated.



Apply the “Triple Bottom Line”

We do ourselves and our community a disservice if we consider the impacts of our decisions too narrowly. Instead, we should look at a combination of financial, social, and environmental factors and achieve as much balance between the three as possible.



Set standards we can be proud of decades from now

We have traditionally set a high bar for our community and should continue to do so. Holding ourselves to high standards builds pride within the community, expresses pride to others, and ensures the durability of the investments we make.



While these values and principles have broad application beyond the implementation of GVL2040, they have informed all components of this plan. And as the implementation process proceeds, a continuous reference to the values and principles will be important to ensure that the details behind any given policy or project reflect these long-term commitments.

While general definitions of each value and principle are provided here, they are a starting point—not an endpoint—to understand the meaning of each value and principle. To have an ongoing dialogue about what these mean and what fidelity to them will require should be viewed as an essential part of this plan’s decision-making framework.

Choice the community is facing



Core values are our starting point and shape our planning principles



CORE VALUES

Enterprising

Taking risks to improve our community

Resourceful

Using everything at our disposal

Inclusive

Relying upon and valuing diverse perspectives

Courageous

Taking bold action, even when difficult

How our **values** and **principles** inform decisions

Application of the community's values and principles will be about dialogue and debate. Questions need to be asked about proposed developments, policy shifts, opportunities that unexpectedly appear, investment decisions, or any other choice the community may face. Do they reflect our values and are they in line with our principles? There may or may not be clean and simple answers, but to intentionally raise them and think them through keeps them front and center as tools to help make consistent decisions.

Planning principles are rules that govern what we do and help us translate our values into actions



PLANNING PRINCIPLES

Listen to historically absent or ignored voices



Do no harm to our assets without committed mitigation



Apply the "Triple Bottom Line"



Set standards we can be proud of decades from now



How our values and principles are likely to be tested with GVL2040

By intent, GVL2040 is a decision-making guide for a community capable of coping with the inherent tensions of competing priorities and the ever-present reality of having to pay for what a community says it wants.



Is the community willing to pay for what it says are priorities?

The goals of more open space, more affordable housing, and greater mobility are so broadly acceptable that they may seem like platitudes. Achieving these goals, however, will require serious policy and funding commitments.



Our values will only mean something if we stand by them.

GVL2040 grounds these open space, affordable housing, and mobility aspirations in the community's values—values that will be tested every time a goal requires policies or resources Greenville currently lacks.

We said we want to be inclusive...we must prove it.

We said we want to preserve some of our remaining open space...we must actually pay for it.

We said we want better and more equitable mobility options...we must do what is necessary to make that happen.



Fidelity to our values will be tested by how we make decisions every day.

When resources are inadequate to realize a stated goal, will we cut something else from our municipal budget and disappoint some people in the process, or will we raise taxes and anger others?

Fidelity to our values and our stated goals will be tested every time a new project is considered by the Planning Commission and every time funding for a project is considered by City Council. No project will ever satisfy every community goal, so imperfect proposals will be put in front of boards and commissions to evaluate.



Specific examples of decisions Greenville is likely to face as implementation of GVL2040 proceeds include:

We have said that being inclusive is a core value and that affordable housing should be fairly distributed across the city. If new zoning incentives give greater density and profit to developers in exchange for affordable housing, what if a developer asks to pay into a fund to support affordable housing elsewhere rather than integrating the units within their project? *What then?* Is this a worthwhile trade-off?

For GVL2040's node and corridor growth model to work, around 40 acres per year must be acquired at a cost of \$5 million. What happens if City Council concludes it will not raise taxes and will not cut existing programs? In that case, acquisition of less than 40-acres per year would be the first consequence. The second would be lower land values in the nodes. The third would be fewer resources for affordable housing. *What then?*

WHAT WE KNOW

CHAPTER 2

Critical Trends and Conditions



The 2010s were a decade of considerable growth and change for Greenville. The city's population expanded, the number of jobs ballooned, and significant new development occurred in many parts of the community. These general trends and conditions were analyzed during the planning process to inform GVL2040 and the community's vision for the next 20 years.



But growth has had a wide range of impacts beyond population counts, job numbers, or building permit volumes. As public input during the planning process made clear, Greenville residents have paid close attention to the effect that growth has had on a wide range of issues, especially **open space and the environment**, **affordable housing opportunities**, and **transportation and mobility**. For that reason, trends behind these issues were also carefully analyzed to provide a basic understanding of where Greenville has been and where it might be going.



This section of GVL2040 presents key findings of some of the most important trends that have shaped Greenville in recent years—around growth in general as well as issues prioritized during the planning process. It also describes the possible trajectory of some trends going forward if Greenville does nothing different and lays out some of the unknowns that the community should be prepared to address through this plan's decision-making framework.



What do we know about how Greenville has been growing?

Recent population growth after decades of stagnation

Greenville's 20th century population peaked in 1960 at just over 66,000. The population then declined by 10,000 between 1960 and 2000, with the steepest drop occurring between 1960 and 1980—a period of disinvestment that is still felt in some neighborhoods.

The rebound since 2000 has been especially sharp since 2010, with population estimates suggesting that the city has grown by 10,000 and achieved an all-time high population of over 68,000. The 2020 Census will confirm how much the city has actually grown.

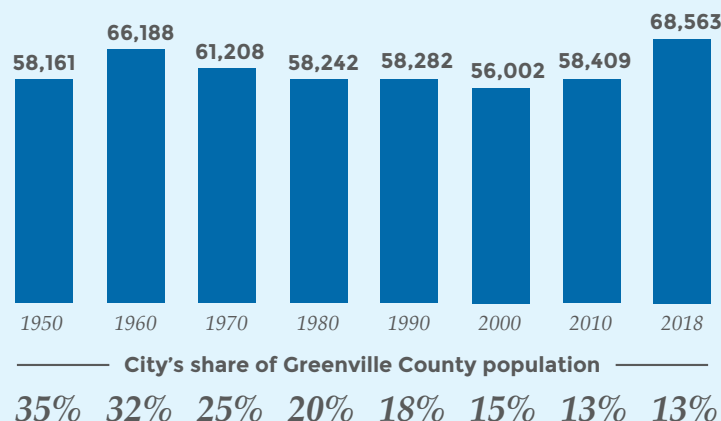
While the city's population may be at an all-time high, its share of Greenville County's population is now just 13%—down from 35% in 1950. This reduction in population share is a reflection of over 50 years of rapid suburbanization and growth in the county.

Levels of education have increased, and so have family incomes

In 1990, there were as many adults without a high school diploma in Greenville as there were adults with a bachelor's or advanced degree. That has changed dramatically over 30 years due to generational transition, a changing economy, and the influx of skilled workers. Today, half of Greenville adults over age 25 have at least a bachelor's degree—a rate that far exceeds the national average—and only 10% of adults lack a high school diploma or GED. This change is at the heart of Greenville's recent economic success.

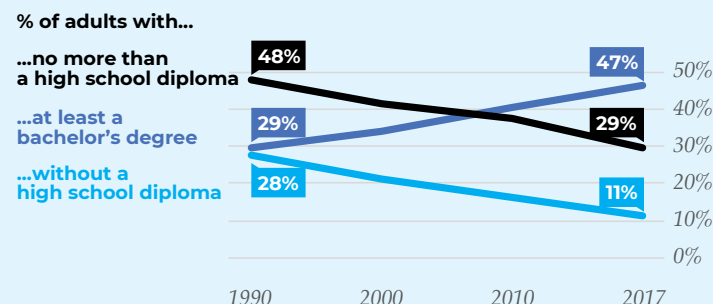
This shift in educational attainment in Greenville is reflected by income. During a period when incomes eroded in many of America's deindustrializing communities, the median household income in Greenville kept pace with inflation. For family households—which are more likely to feature multiple wage earners—median income has grown well in excess of inflation and is now over \$71,000. Stable and growing incomes translate to consumption of housing, services, and everything else that people buy with their earnings.

City of Greenville's Population Since 1950



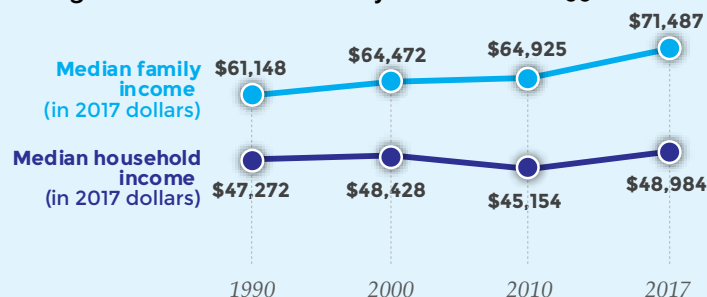
Source: U.S. Census Bureau

Change in educational attainment of Greenville adults since 1990



Source: U.S. Census Bureau

Change in Household and Family Income Since 1990



Source: U.S. Census Bureau

Growth in young adults and “young seniors”

The median age in the U.S. has increased between 2000 and 2017 from 35.3 years to 38.0 years. Greenville’s median age, by contrast, stayed the same over that period and is over three years below (or younger than) the national median.

Beneath the stability of the city’s median age, there were notable changes in age distribution. There was growth in the share of the population comprised of young adults (ages 19-34), but also a decrease in the share of school-age children—suggesting that many young adults were not yet having kids.

The other age group that grew in share since 2000 was adults between 55 and 74 – empty nesters and people at or nearing retirement.

These trends reflect a longstanding pattern between the City of Greenville and Greenville County—namely, that families with children represent a higher share of county households (32% in 2017) than city households (22% in 2017).

Age Distribution in the City of Greenville

Age Range	2000	2010	2017	
0-19	23.9%	23.0%	21.4%	-
19-34	26.6%	27.4%	29.2%	+
35-54	27.0%	25.8%	24.2%	-
55-74	14.3%	17.1%	19.8%	+
75+	8.0%	6.5%	5.3%	-
Median Age	34.6	34.6	34.6	

Source: U.S. Census Bureau

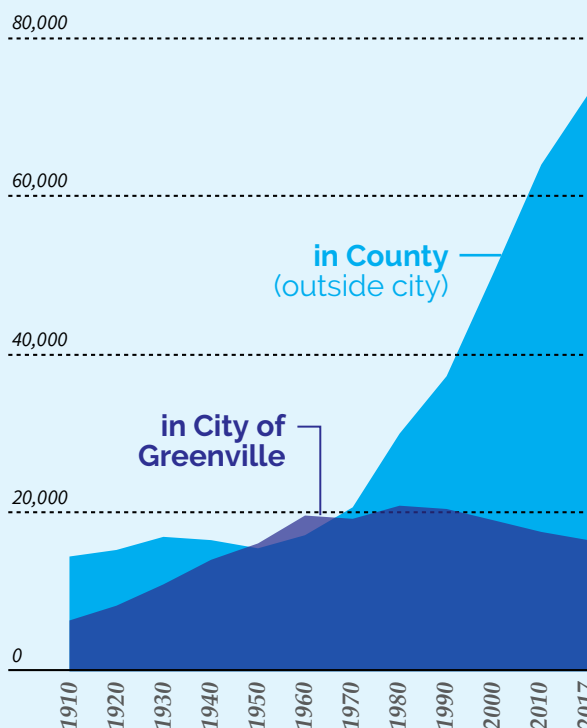
Decline in city’s Black population alongside rapid suburban growth

A notable exception to recent population growth in the City of Greenville has been the decline in the Black population, which has fallen by 2,500 (or 13%) since 2000. This is not a new trend, however. The number of Black residents in the city has been flat or in decline since the 1960s.

Indeed, since 1970, the Black community in Greenville County has grown and suburbanized in ways that mirror the wider population. In 1970, the Black population in the city and surrounding communities was about even. Since then, the Black population of Greenville County outside the city has grown from 20,000 to over 70,000.

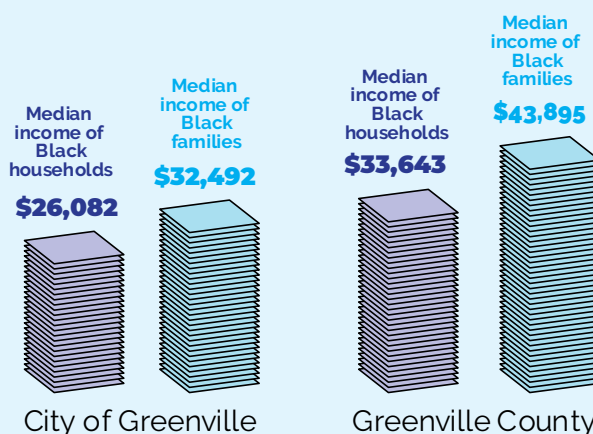
Today, more than 80% of Greenville County’s Black residents live outside the city and have substantially higher incomes, on average, than those who live in the city. In 2017, the median income of Black families in Greenville County (including the city) was 35% higher than the median for the city’s Black families.

Change in Black Population of Greenville City and County Since 1910



Source: U.S. Census Bureau

Median Household and Family Incomes for Greenville’s Black Population, 2017

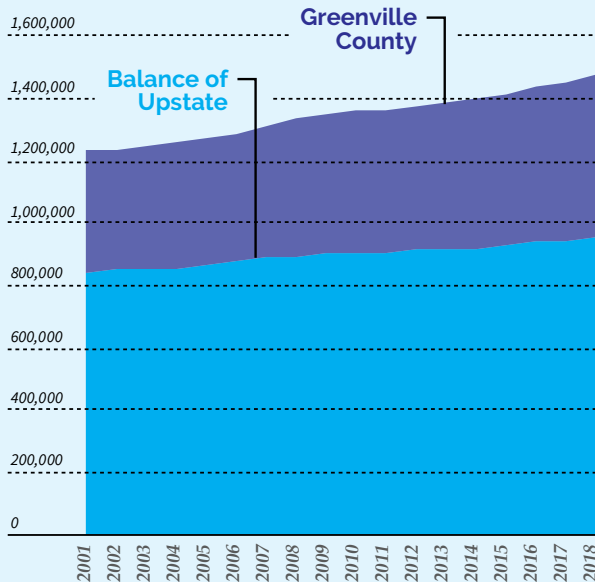


Source: U.S. Census Bureau

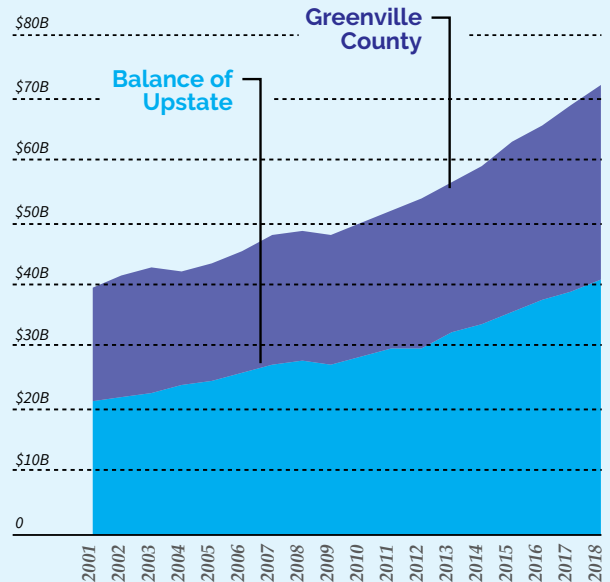
Greenville is the region's economic center

Greenville is the center of gravity for the broader Upstate's demographic and economic growth over the past two decades. Among Upstate's ten counties, Greenville County is both the largest by population and the largest single contributor to the region's economy. Greenville County is home to about a third of total Upstate population, but it accounts for more than 40% of the region's gross domestic product (GDP). This is because Greenville County is the most productive Upstate county on a per capita basis. The county's per capita GDP—roughly \$60,000—is over 40% higher than in the rest of the region.

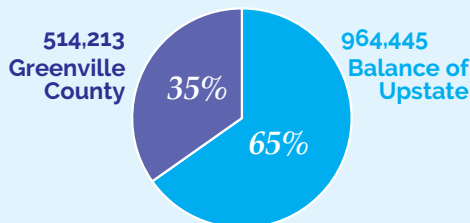
Upstate South Carolina Population, 2001-2018



Upstate South Carolina GDP, 2001-2018

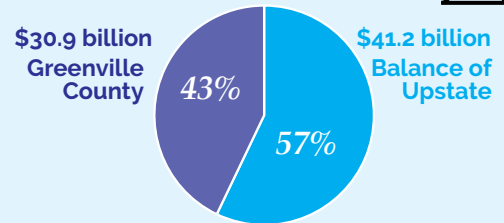


Upstate South Carolina Population, 2018



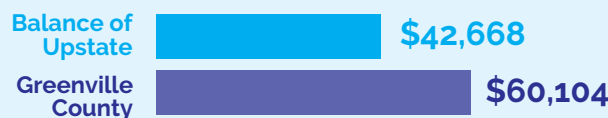
Source: Bureau of Economic Analysis

Upstate South Carolina GDP, 2018



Source: Bureau of Economic Analysis

Upstate South Carolina Per Capita GDP, 2018



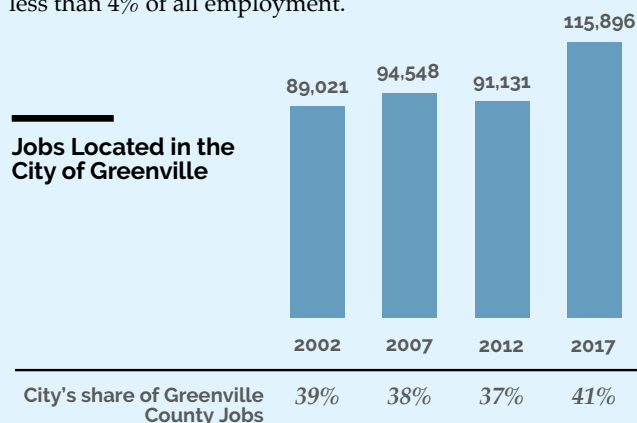
Source: U.S. Census Bureau and the Bureau of Economic Analysis

Job growth reinforces city's position as a regional employment hub

The beating heart at the center of Upstate's most productive county is the City of Greenville, which has been leading the way in the development of jobs during the 21st century. While the city is now home to only 13% of the county's population, it has 41% of all county jobs, a share that has risen since 2002. Total jobs in the City of Greenville grew 30% (or over 26,000 positions) between 2002 and 2017, which included a strong resumption of growth after a dip during the Great Recession.

Sectors that experienced the most growth included health care, administrative services, and the financial sector – three sectors that tend to offer higher than average wages. Rapid growth also occurred in sectors tied to tourism and consumer spending, where wages tend to be lower.

Alongside rapid growth in many sectors came decline in such areas as retail trade and manufacturing. The formerly dominant manufacturing sector in the city now represents less than 4% of all employment.



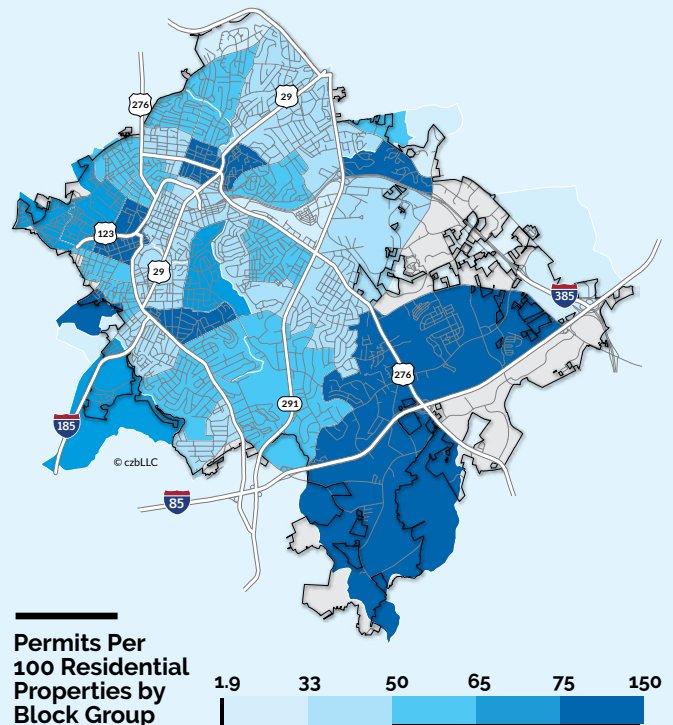
Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics

Economic Sectors Showing Notable Job Growth or Decline Since 2002

	Jobs in 2017	Change Since 2002
Health Care and Social Assistance	20,999	90%
Administrative and Support Services	19,900	68%
Finance and Insurance	6,750	64%
Arts, Entertainment, and Recreation	1,744	59%
Accommodation and Food Services	11,967	58%
Retail Trade	11,456	-9%
Manufacturing	4,021	-16%
Wholesale Trade	3,007	-17%

The strength of the local economy has translated to a recent building boom

The City of Greenville permitted almost 10 million square feet of new development over a five-year period (2014 – 2018). This 10 million square feet includes 1,200 new residential (single-family and multi-family) and commercial structures that have been or will soon be built – many of them on previously vacant lots. Altogether, these projects amount to more than 5,000 new residential units.



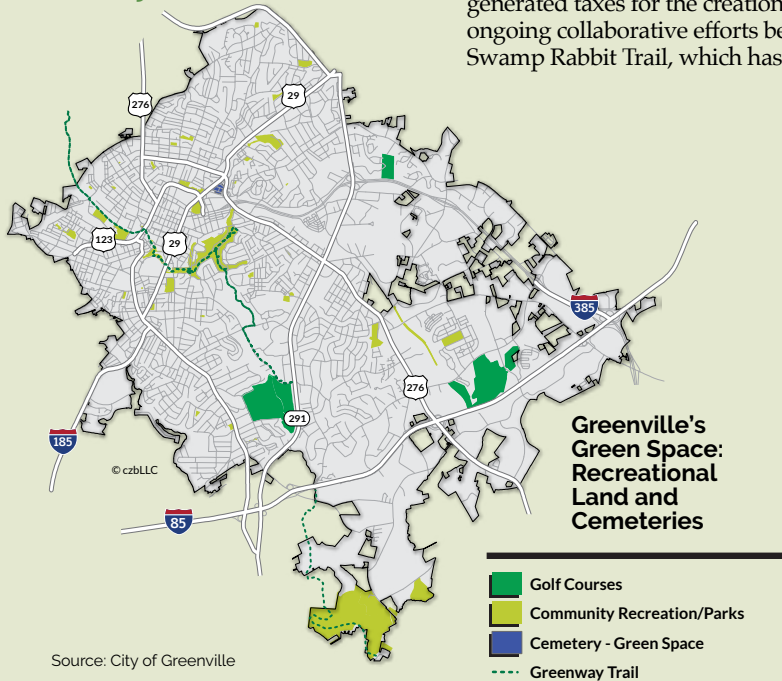
Year Total	Total Square Footage	Total Project Value	# of Buildings	# of Units
2014	1,415,188	\$116,598,674	206	939
2015	2,999,385	\$257,451,453	282	2,041
2016	1,798,429	\$151,943,310	256	1,078
2017	1,284,719	\$163,534,652	226	883
2018	2,488,326	\$288,731,895	284	1,268
TOTAL	9,986,047	\$978,259,984	1,254	6,209

Source: City of Greenville

What do we know about open space and the environment?

Greenville has an expanding and increasingly well-connected park and trail system

Investment in parks and trail development has been consistent over the years by way of ongoing maintenance, updated park infrastructure, and improved recreational programming. In 2018, 10% of the City's total budget was allocated to the Parks and Recreation Department. Most recently, the City committed \$35 million in tourism-generated taxes for the creation of the 60-acre Unity Park. In addition, one of many ongoing collaborative efforts between the City and the County includes the 22-mile Swamp Rabbit Trail, which has seen more than five miles of trail added since 2010.



	Total Acres
Golf Courses	392
Community Recreation/Parks	706
Cemetery - Green Space	9
Greenway Trail (+/-15' wide easement for 15 miles within city)	26
Total Green Space	1,133

Greenville City Total Acreage
18,430

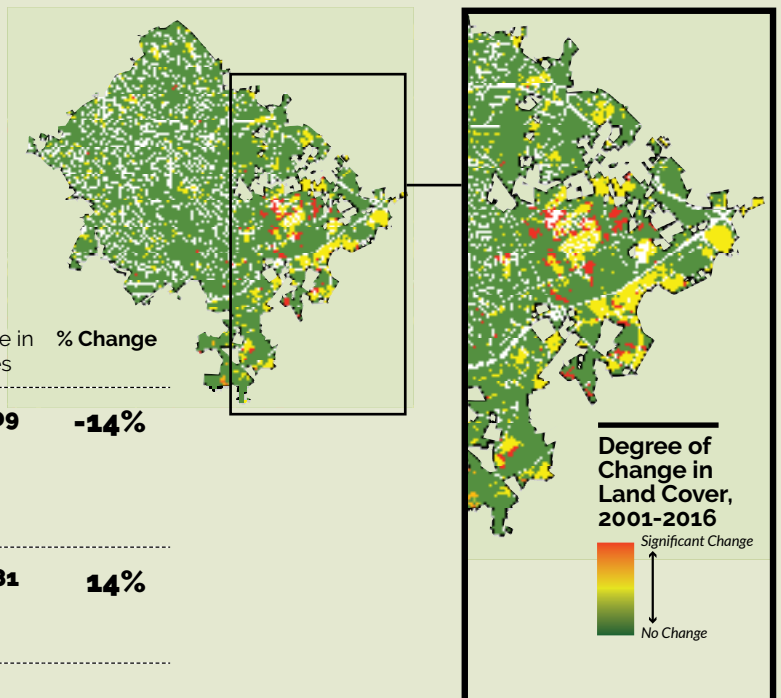
Inclusive of parks, golf courses, trails, and cemeteries, 1,133 acres of green space exist within the city and account for 6.15% of the city's total area.

New development activity is most apparent in the east and southeast areas of the city

The city lost 1,300 acres of undisturbed land to new development between 2001 and 2016. More than 75% of the 1,300 acres was previously evergreen or deciduous forest land and much of this was concentrated in the east and southeast areas of the city. 1,300 acres of new development equates to approximately 7% of the city's total land area.

Land Cover Category	2001 Acres	2016 Acres	Change in Acres	% Change
SHRANK <i>Forest lands, wetlands, and developed open space (e.g., lawns, park areas, vegetation planted for recreational or aesthetic uses, etc.)</i>	9,483	8,175	-1,309	-14%
EXPANDED <i>Developed land (low, medium, or high intensity)</i>	9,199	10,480	1,281	14%

Source: U.S. Geological Survey, National Land Cover Database



What do we know about housing affordability?

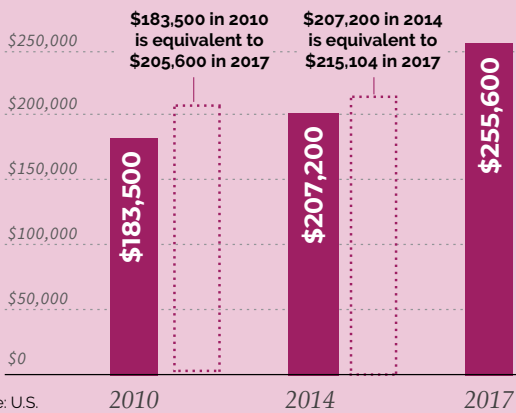
Housing values and rents have been rising

Data from the American Community Survey shows that rents and home values have both increased over the past decade at a pace that exceeds the rate of inflation.

The typical owner-occupied home in Greenville had a market value of \$255,600 in 2017, up from \$183,500 in 2010. Adjusted for inflation, this represented just under a 25% increase in value. Rent on a typical apartment in Greenville rose from \$667 to \$866 over the same period—a 15% increase when adjusted for inflation.

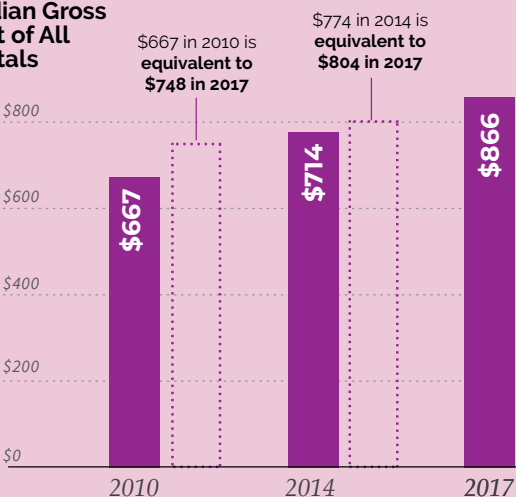
These increases reflect growth in demand due to population and job expansion, as well as the addition of newly-built homes and apartments that typically exceed median values and rents due to the costs of construction.

Median Value of All Owner-Occupied Homes



Source: U.S. Census Bureau

Median Gross Rent of All Rentals

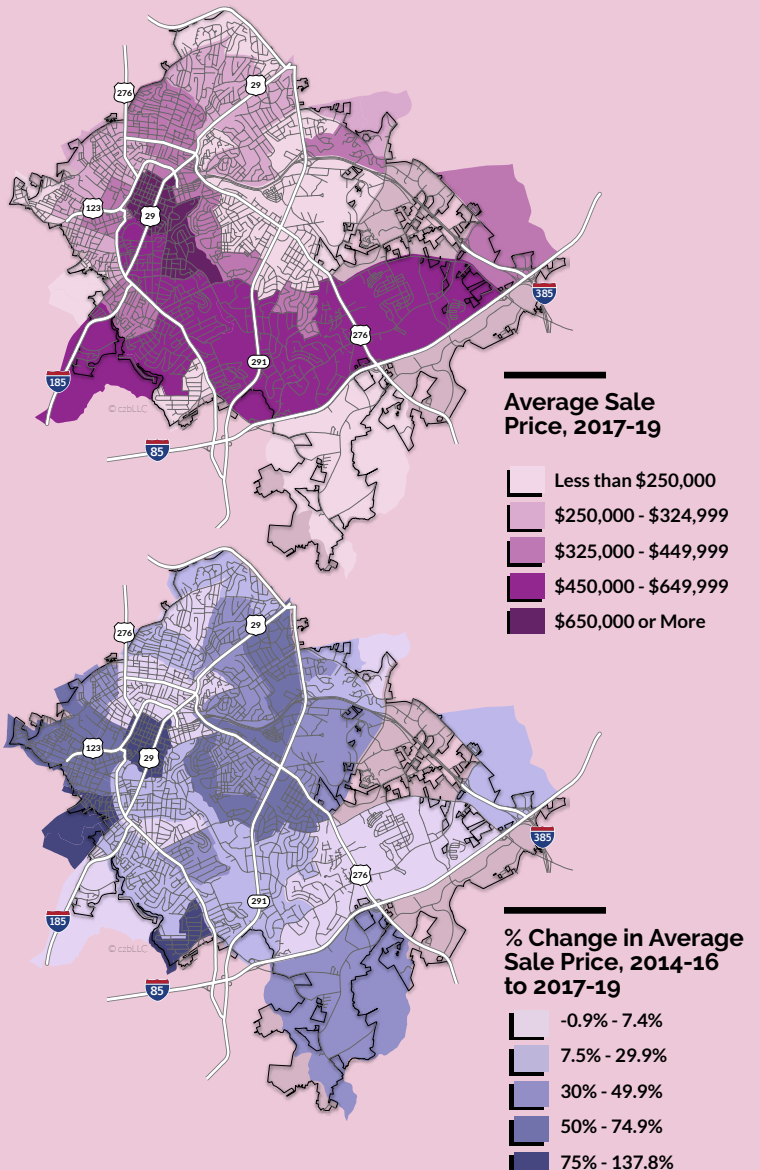


Source: Multiple Listings Service (MLS) data from Greater Greenville Association of Realtors

Recent home sales pinpoint areas with the steepest price increases

Mapping recent average sale prices of single-family detached homes shows a significant range in price by area. For example, average prices between 2017 and June 2019 in downtown and some adjacent areas have exceeded \$650,000, while areas along the Augusta Road and Parkins Mill Road corridors have exceeded \$450,000. In other areas, such as Nicholtown and Overbrook, average prices remain below \$250,000.

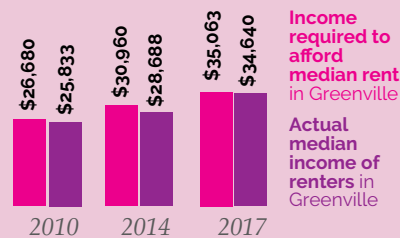
In terms of percent change in sales prices, downtown, West Greenville, and some areas adjacent to North Pleasantburg Drive have experienced the biggest increases since the mid 2010s.



The typical apartment and home in Greenville remains affordable to median income earners

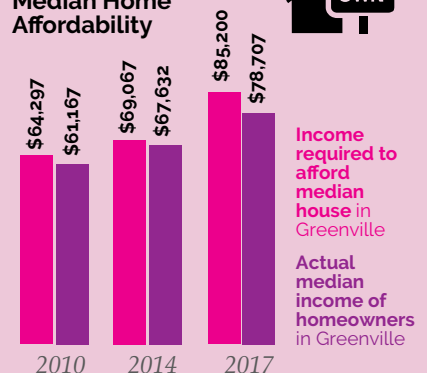
While home values and rents have risen at paces that exceed inflation over the past decade, it remains true that median rents and home values are affordable to median income earners. In 2017, a household earning the median income for renters would have paid just under 30% of their income on rent (considered the threshold for affordability). Meanwhile, the income of a typical homeowner household is close to the income required to purchase a house at median value, though a gap has widened since 2014.

Median Rental Affordability



Source: U.S. Census Bureau

Median Home Affordability



But many renters are feeling a squeeze, especially those with lower incomes

The fact that the median renter can afford the typical apartment in Greenville does not mean that many renters are not struggling. In particular, those making less than \$20,000 continue to face a shortage of around 2,500 affordable rental units, placing a cost burden on many of those households and households just above them on the income scale.

2017 Rental Affordability Gaps



Income Range	Number of Rental Units Affordable at this Income Range	Number of Renting Households in this Income Range	RENTAL UNIT GAP
Less than \$20,000	2,018	4,535	-2,517
\$20,000 to \$24,999	1,886	1,229	657
\$25,000 to \$34,999	4,565	2,235	2,330
\$35,000 to \$49,999	4,758	2,708	2,050
\$50,000+	2,425	5,330	-2,905

Source: czb analysis of data from U.S. Census Bureau

Households that earn under \$20,000 can afford rent of \$500 or less, but there are fewer apartments to rent for \$500 than there are households in that income range. **Many low-income households spend more on rent than they can afford.**



Most apartments in Greenville rent between \$500 and \$1,250 and are affordable to households that make \$20,000 to \$50,000. But these households may be **feeling a competitive squeeze** from lower and higher income renters who have trouble finding rentals in their own price range.



Households that make \$50,000+ can afford rent of at least \$1,250. But those units are far less common than the number of renters who can afford them, **pushing many of these renters into competition for lower priced units.**

And prospective homebuyers that make less than \$50,000 have shrinking options in the city

The median income for all households in Greenville—inclusive of households that own or rent—is just under \$50,000. For households that earn that much (two full-time workers each earning \$12 per hour, as an example), an affordable home purchase price is \$150,000, or three times the household income.

Of the single-family detached homes sold between 2014 and 2016, 22% sold for \$150,000 or less. Between 2017 and June 2019, the share of homes sold in that price range dropped to 8%.

2014-16

22%

Single-family detached homes that sold in Greenville for \$150,000 or less

2017-19

8%

Single-family detached homes that sold in Greenville for \$150,000 or less

Source: Multiple Listing Service (MLS) data from Greater Greenville Association of Realtors

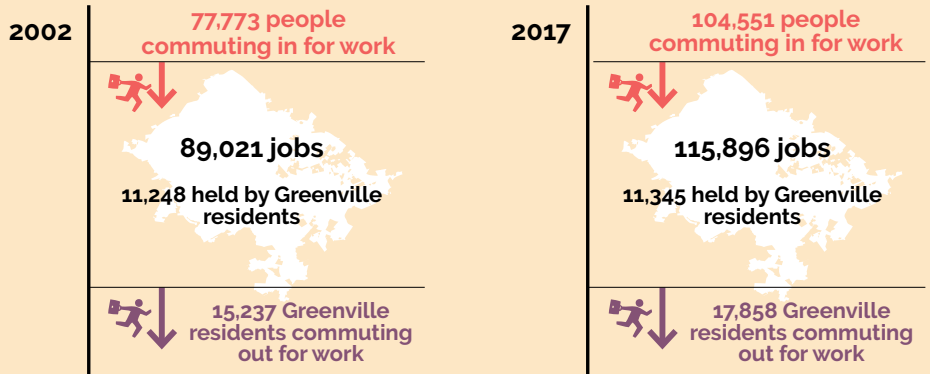
What do we know about transportation and mobility?

All net new jobs are held by commuters who travel into the city

The number of jobs within the city grew by 30% between 2002 and 2017, but the number of Greenville residents who had jobs within the city remained flat. The result was a significant increase in commuter volumes, with the number of non-city residents who commute into the city rising from 77,773 to 104,551.

Simultaneously, the number of Greenville residents who commute outside of the city for work also increased, from 15,237 to 17,858.

Commuting Patterns



Source: U.S. Census Bureau, Longitudinal Employer-Household Dynamics

Driving alone increasingly dominates the trip to work for Greenville residents

Driving alone is how 80% of city residents get to their jobs – up from 73% in 2000. Most of that growth has come at the expense of carpooling and walking and is likely indicative of both the prevailing convenience of driving alone and the increasingly complicated geography of employment in the Greenville-Spartanburg region—where businesses and people have greater flexibility in where they locate today than they did decades ago.

Working at home remains a small part of the local employment picture, but one that is likely to grow quickly for some types of jobs as communications technologies continue to advance.

Primary Means of Travel to Work for Greenville Residents

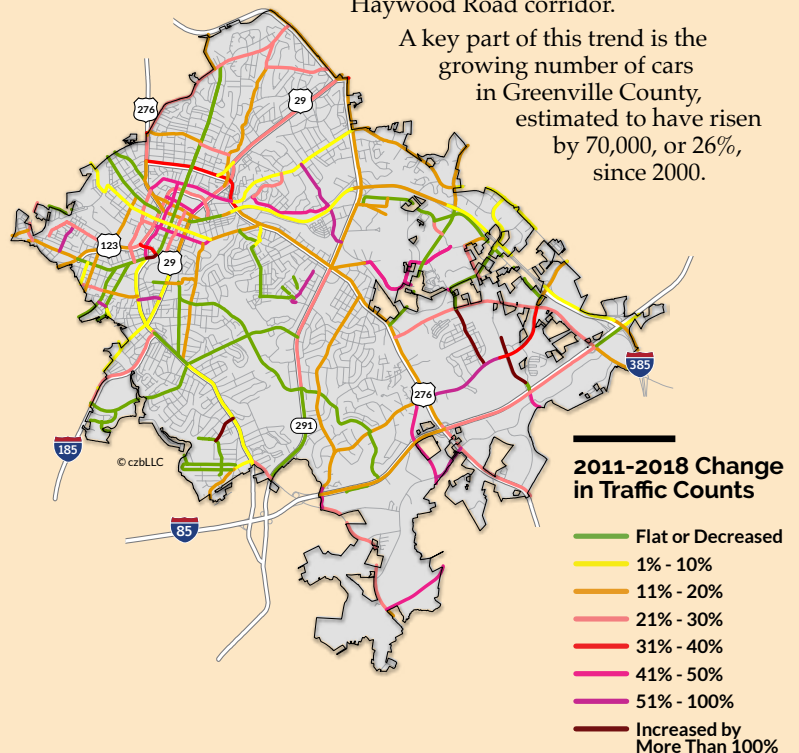
	2000	2010	2017
Drove alone	73.4%	77.3%	80.9%
Carpooled	14.0%	8.0%	7.7%
Public transit	1.1%	1.0%	1.2%
Walked	7.8%	7.7%	3.6%
Bicycle	0.2%	0.3%	0.7%
Worked at home	2.4%	4.8%	4.6%

Source: U.S. Census Bureau

Traffic volumes have grown significantly throughout the city in the past few years

Many major streets and highways have experienced substantial growth in daily traffic counts since 2011. In particular, traffic counts have increased by more than 30% on several streets in and around downtown Greenville, the Verdae Boulevard area, and the Haywood Road corridor.

A key part of this trend is the growing number of cars in Greenville County, estimated to have risen by 70,000, or 26%, since 2000.



Source: South Carolina Department of Transportation

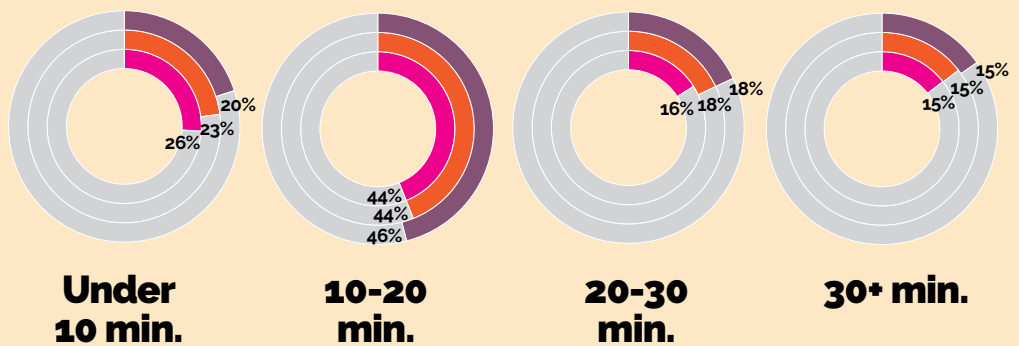
Despite growth in traffic and commuting volumes, travel time to work has increased only slightly

Average travel time to work for Greenville residents has increased by less than a minute since 2000 and now stands at 17.5 minutes. Two-thirds of all workers complete their trip in under 20 minutes, and the share of commuters traveling for more than 30 minutes has increased slightly from 14.5% to 15.3%.

These numbers suggest that the transportation network in general, and roadways in particular, have been mostly successful in absorbing growth in traffic volumes. They may also hint at the ability of local workers to manage the length of their commute through the choices they make in terms of where to live or work. While not all households have such flexibility, relatively few are forced to commute long distances.

Travel Time to Work for City of Greenville Residents

2000 2010 2017



Mean Travel Time



2000	2010	2017
16.8 minutes	17.4 minutes	17.5 minutes

Source: U.S. Census Bureau

The road network's capacity to absorb further growth will diminish over the next 20 years

Roadway Level of Service (LOS) Rating

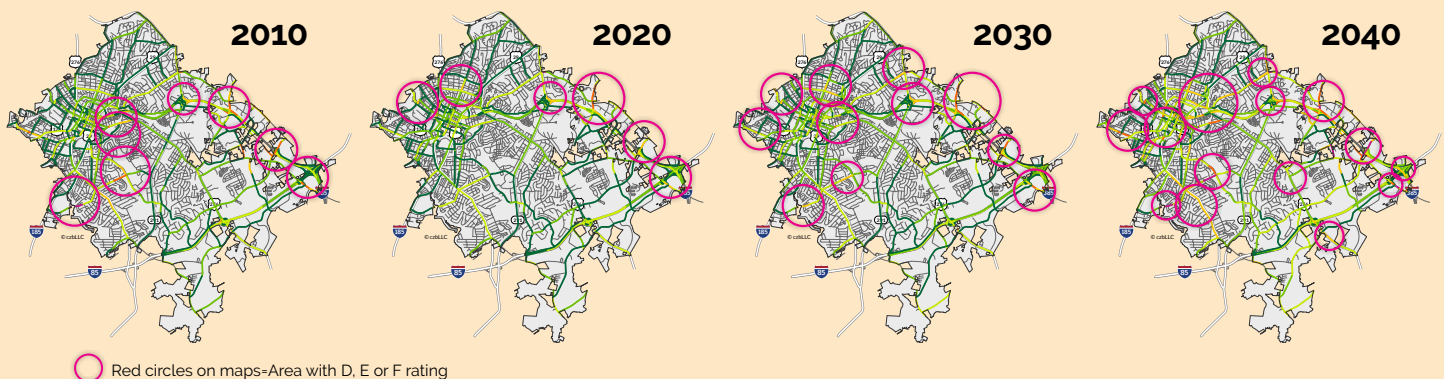
Best <-----> Worst



Source: Appalachian Council of Governments

The stability of commute times since 2000, despite considerable growth in traffic volumes and workers who choose to drive, is a testament to many things – especially the road network's existing capacity to absorb more traffic and the ability of transportation engineers to eke out more capacity through a variety of tactics (road widening, synchronization of signals, etc.).

Modeling performed by the Appalachian Council of Governments, however, suggests that current growth trends will result in more and more intersections and road segments becoming choked and gridlocked by 2030 and 2040. Areas with a Level of Service (LOS) score of D, E, or F – indicating volumes that are nearing, at, or beyond capacity – have remained limited in number in recent years but will multiply and affect several important corridors by 2040.



Looking ahead. What is foreseeable? What don't we know?

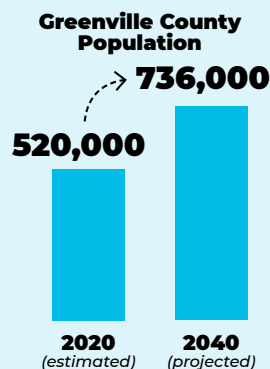
Analysis of recent trends and conditions aids in the identification of priorities for coming years and understanding problems that need to be addressed. Some of these trends can be extrapolated forward to see what might happen if change continues on its current course and nothing is done differently.

Probabilities 2020-2040

Greenville County and the city will continue to grow

Over the past two decades, Greenville-Spartanburg has been one of America's fastest growing metropolitan areas in terms of both population and jobs. The region's Long Range Transportation Plan and Greenville County's 2019 comprehensive plan both expect this to continue—and both project that Greenville County will have approximately 220,000 more people in 2040 than in 2020. This means that the City of Greenville will very likely continue to grow as it absorbs some portion of the county's new residents.

By how much might the city grow? **If the remaining vacant acreage in the city is built out according to what is allowed by the current land management code, it would top out at around 94,000 residents according to analysis performed for GVL2040.** If this happened by 2040 and the projection for county-level growth is accurate, the city would maintain its current 13% share of Greenville County's population.



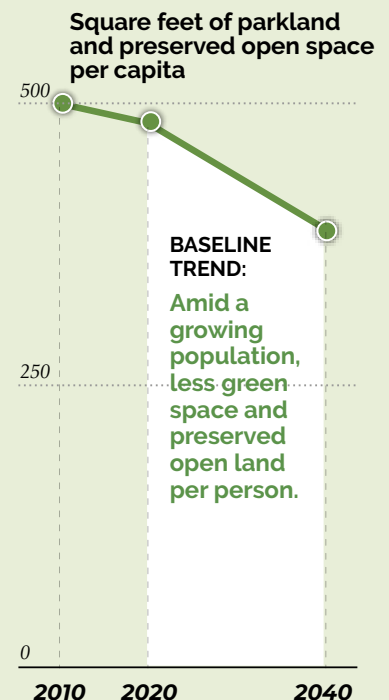
WHAT DON'T WE KNOW?

Projections are educated guesses based on past performance. If the regional economy slows down during the 2020s (if BMW shrinks its footprint, for example, or the economic fallout from COVID-19 is prolonged) population growth could be slower. If climate change forces resettlement from coastal communities to Upstate, it could actually be faster.

Supply of undeveloped land is diminishing



The foreseeable trend on open space is clear: as population grows, the amount of parkland and preserved open space, per capita, will inevitably decline unless additional land is preserved. With most of Greenville's vacant land currently zoned for development, opportunities to add to the inventory of land off-limits to development will be quite limited unless more preservation is actively pursued.



WHAT DON'T WE KNOW?

Just because land is zoned for development does not mean it will inevitably be developed—but the probability is high if current population projections for the county pan out.

If population growth slows down, development pressures could fall. In that event, declining land prices could also make greenfield development more attractive than redevelopment, leading to faster sprawl despite lower growth rates (a common occurrence in the Rust Belt).

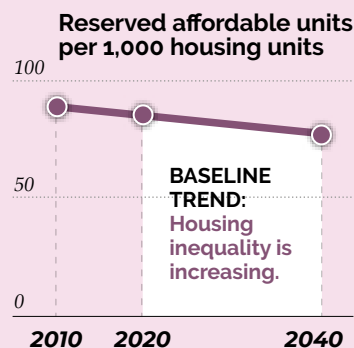
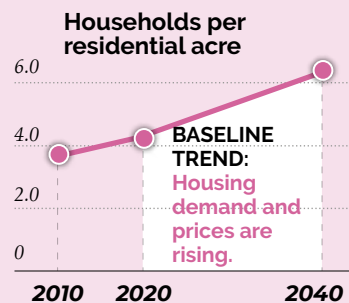
Greenville could grow faster or slower than expected, and technology will almost certainly change cities in ways that cannot be anticipated today. This is why it will be essential to monitor trends closely and use GVL2040's decision-making framework to adapt as necessary and in ways that ring true with Greenville's values and its vision of the future.

Housing prices—and inequality—are rising



The number of households per residential acre is a prime indicator of housing demand and price trajectories because growing demand is needed to make density profitable. The foreseeable trend for Greenville is continued growth given performance of the past decade.

At the same time, the trend line for inequality in the housing market is likely to worsen. Despite recent commitments to affordable housing, affordable units as a share of all units is projected to be on a declining—or at least flat—track unless additional commitments are made.



WHAT DON'T WE KNOW?

Slower population growth would likely flatten some of the recent trends on housing prices and rents, which would ease affordability pressures for some households—but probably not for households making under \$25,000, who would struggle in almost any housing market.

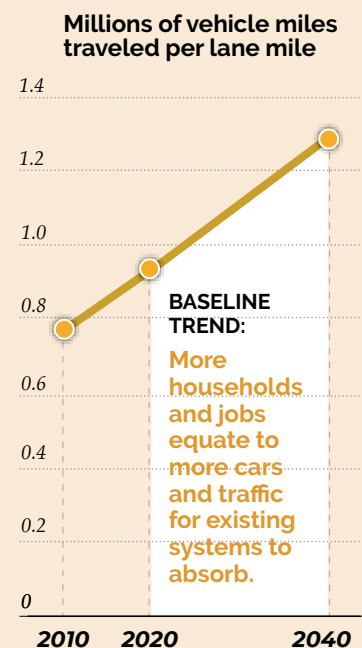
Faster population growth, of course, would heighten demand pressures; however, the quantity of vacant land in Greenville County is a major pressure release valve, making it unlikely that pricing akin to the Bay Area or New York City would ever be possible.

Getting around is getting more aggravating



The experience of congestion was one of the clearest frustrations aired during the planning process. And if population and job growth continue, more cars on roughly the same number of roads is the foreseeable trend.

Squeezing more capacity from existing infrastructure has kept commute times from rising dramatically and minimized the number of areas where gridlock occurs. Adding capacity and/or slowing the growth in vehicle miles traveled are the only ways to maintain, if not improve, those conditions.



WHAT DON'T WE KNOW?

Much is unknown when it comes to transportation over the next two decades. What will be the impact of driverless cars? Will technology solve traffic jams? What does the future hold for fixed-route public transportation?

Scenarios for the next 20 years

Based on an understanding of existing conditions, community priorities, and the likely outcomes if Greenville were to make no changes to existing development policies, three scenarios were developed to help the community choose between alternative paths to 2040.

The community's stated desire to continue to grow and the projections of growth at the county level meant that continued growth was assumed in each scenario. The differences lay in how Greenville might grow—staying on prevailing land consumption and development tracks, steering denser growth into specific locations, or a combination of denser growth and preservation of a portion of remaining open space.



SCENARIO #1
'Stay the course' of recent decades, more or less, by growing on vacant land according to existing zoning and building codes.



SCENARIO #2
Steer growth to higher density nodes and corridors while also developing remaining vacant land as in Scenario 1.











SCENARIO #3
Steer growth to higher density nodes and corridors as in Scenario 2 while setting aside a portion of remaining vacant land as preserved open space.

All three scenarios assumed that 10% of all new housing units would be affordable, while Scenarios 2 and 3 accounted for upticks in transit investment that would be enabled by higher density development.

February 2020
open house

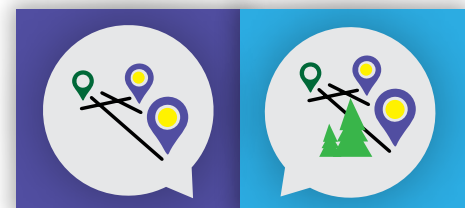


The assumptions behind all three scenarios were modeled to project how each path might affect population growth and key metrics around housing, transportation, and open space. The results were evaluated and discussed by the GVL2040 steering committee and by the public during a February 2020 open house.

		2040		
				
		SCENARIO #1	SCENARIO #2	SCENARIO #3
Key Distinguishing Characteristics	Greenville Today			
Population	66,000	94,000	128,000	113,000
City's share of Greenville County population	13%	13%	17%	15%
County residents living outside the city	448,000	642,000	608,000	623,000
Total housing units	32,000	47,000	66,000	58,000
Households per residential acre 	4.1	6.3	9.0	8.1
% of housing units affordable through income restrictions 	8.5%	9.0%	9.3%	9.2%
Number of affordable housing units available through income restrictions 	2,730	4,230	6,130	5,330
Jobs	112,000	120,000	126,000	122,000
City's share of Greenville County jobs	41%	31%	32%	31%
Millions of vehicle miles traveled per lane mile	0.93	1.28	1.53	1.39
Vehicle miles traveled annually per household 	11,200 miles	10,200 miles	9,100 miles	9,300 miles
Square feet of parkland and preserved open space per capita 	481	385	305	574

Broad consensus emerged around a hybrid scenario that combined aspects of Scenario #2 and Scenario #3. There was support for higher density growth in nodes and along corridors as a means to boost housing production and the total volume of affordable housing units, as well as provide the densities needed to support a wider range of transportation options. There was also support to preserve open space, especially if it could be done in a way that would support—and not compete with—affordable housing goals.

These choices resulted in further land use and financial modeling to inform the preferred vision for 2040—with specific outcomes to achieve and a framework for growth that will make those outcomes possible.



Preferred scenario was a hybrid of Scenario #2 and Scenario #3

OUR PRIORITIES AND THE OUTCOMES WE SEEK

CHAPTER 3



Issues That Matter Most and What Progress Will Look Like

When asked about the “big things” that Greenville had to get right in the coming years, three issues consistently rose to the top throughout the GVL2040 planning process: **open space and the environment**, **affordable housing opportunities**, and **transportation and mobility**.



As the analysis presented in Chapter 2 demonstrates, all three issues have been affected in some way by the manner in which Greenville has permitted, if not incentivized, growth. By flagging these issues as priorities, residents expressed concerns that existing patterns of growth would exacerbate trends they have experienced in some form firsthand or through family, friends, and neighbors—of noticeable increases in the cost of housing, of an ever-decreasing supply of open space in the city, of busier roads and limited options for those without cars.

Also consistent throughout the GVL2040 planning process was the message that Greenville residents do not see these trends as a reason to put the brakes on population or job

growth. Rather, the community expressed a willingness to continue to grow and to absorb a substantial share of Greenville County’s future growth—if growth can be used to make significant gains on Greenville’s priorities and not worsen already costly trends.

These choices—to continue to grow and to make a commitment to progress around the three priority issues—provide a general direction for decision-making in Greenville and are critical components of the vision for 2040. Moreover, the specific outcomes sought from these choices provide a basis to measure progress and design strategies that will make these outcomes possible.

GOALS FOR GROWTH

Continue to grow. Absorb as many as 20,000 of the 90,000 new households projected for the county by 2040 and continue to host at least 40% of all jobs in Greenville County.

OUTCOMES TO SEEK ON GREENVILLE'S PRIORITIES



Preserve as much as **35%** of Greenville's remaining vacant land



Make **at least 10%** of all new housing units affordable



Make **alternative forms of mobility** more accessible and appealing to reduce reliance on cars

Achieving these outcomes will result in additional outcomes, including a more livable and economically competitive city where growth is sustainable

Find more detail on these outcomes starting on page 50

Accomplishing **goals for continued growth** while making significant progress on **Greenville's priorities** will not be possible if historical patterns of growth and development are continued.

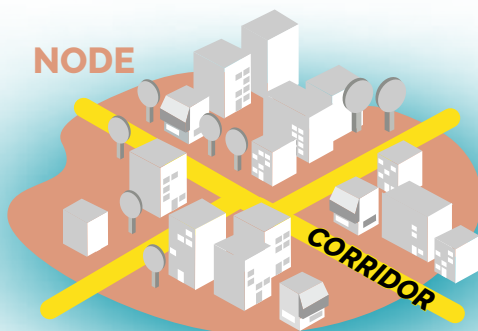
Instead, a different approach to **Greenville's urban form** will be needed to make these goals a possibility.



This new approach would steer much of Greenville's new growth into **NODES** that would be connected to each other, downtown Greenville, and traditional neighborhoods by **CORRIDORS**.

This type of urban form would unlock Greenville's potential to continue to grow and make major strides on its priorities. It would also support the preservation and strengthening of Greenville's existing neighborhoods.

NODE



NODES

In the context of GVL2040, a node is an area that evolves over the next 20 years into a **mixed-use community hub** that features housing (some of it with income-restrictions to achieve affordability goals), employment opportunities, and a wide variety of retail, services, and community functions.

Nodes have a traditionally-scaled **urban form of four- to six-story buildings and feel like miniature versions of downtown Greenville**. Careful design of the streets and public spaces, as well as an average density of **30 housing units per acre**, create a vibrant atmosphere that enables walking, biking, and higher levels of transit service as desirable alternatives to cars.

CORRIDORS

Corridors are the major streets that connect nodes to each other, to Greenville's traditional neighborhoods, and to established nodes such as downtown Greenville. They are designed to safely support a range of travel options and are lined with new development—where appropriate—that is of a scale and density similar to the nodes.

As with the nodes, corridors will evolve over time and will often replace obsolete infrastructure and development that reflect eras of low-density suburban expansion.

Realizing Greenville's goals depends on WHERE and HOW Greenville grows.

Why is this the case?

Greenville's priorities and goals cannot be isolated from one another and treated as independent categories of work. They are interconnected in fundamental ways with each other and with Greenville's physical form.

For that reason, implementation of GVL2040 will not be a matter of simply completing a laundry list of projects. Rather, it will require a commitment to grow in a new way and to regard each priority as an essential contributor to a coherent vision.

GROWTH AS USUAL

Most of Greenville's 2,700 acres of vacant land are zoned for development and will absorb much of the future growth.

Ready supply of vacant land holds down land value per square foot, making low-density development feasible.

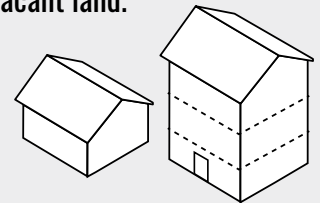
WHERE CAN DEVELOPMENT HAPPEN?



Little if any vacant land is actively preserved.

WHAT CAN BE BUILT?

Developers continue to build at low densities on remaining vacant land.



Low densities and the resulting low revenues lead to limited volumes of new affordable housing.



OPEN SPACE GOALS CANNOT BE MET



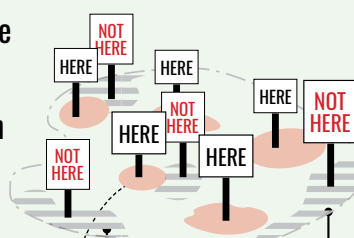
AFFORDABLE HOUSING GOALS CANNOT BE MET

GROWTH PATTERNS THAT SUPPORT GVL2040'S VISION

Land supply is constrained by preserving some vacant land and carefully steering growth to designated nodes and corridors.

Land becomes more valuable per square foot, making higher densities more feasible and lower densities less feasible.

WHERE CAN DEVELOPMENT HAPPEN?



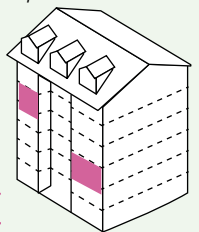
Growth is absorbed while a substantial portion of vacant land is preserved as open space or parkland.

WHAT CAN BE BUILT?

Developers build at higher densities in nodes and along corridors that are suited for this type of growth.

Regulations are set to encourage heights of 4 to 6 stories to achieve optimal revenue per square foot for developers.

Sufficient revenue is generated to help cover the cost of affordable housing units within new node and corridor developments.

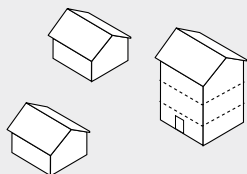


OPEN SPACE GOALS BECOME POSSIBLE



AFFORDABLE HOUSING GOALS BECOME POSSIBLE

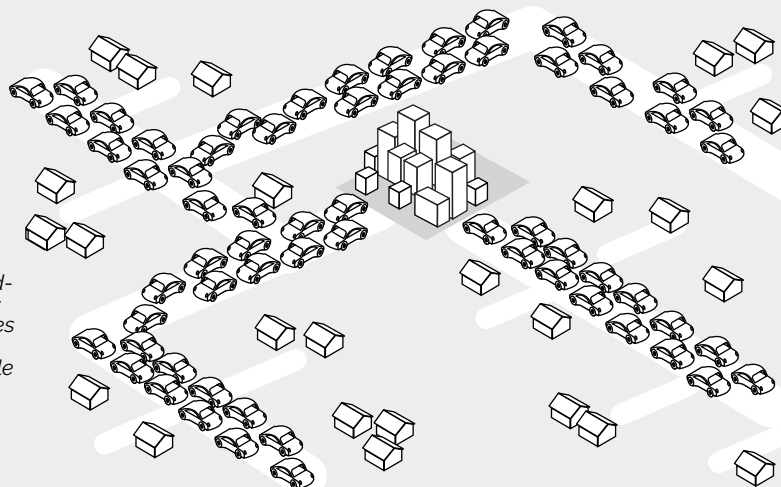
Lower density development of 1 to 3 stories generates insufficient revenue for developers to cover the inclusion of affordable housing units and insufficient tax revenue to sustainably pay for affordable housing and other priorities.



Land uses continue to be largely separated outside of downtown Greenville and a few other areas, reflecting suburban-style land use patterns.

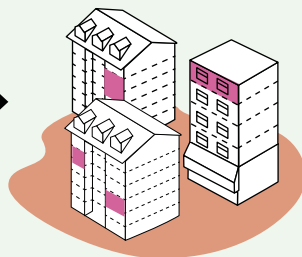
Cars remain a necessity for the vast majority of work- and errand-related trips, which adds to traffic volumes and congestion. Densities remain too low to support walking, biking, or transit as viable alternatives.

Alternative modes of travel feel unsafe or inconvenient for most people.



TRANSPORTATION AND MOBILITY GOALS **CANNOT BE MET**

The nodes and corridors develop over time at an average density of **30 dwelling units per acre**. The density supports economically vibrant nodes with services and retail while generating tax revenues to pay for land preservation and transportation goals.



A well-integrated system of nodes and corridors allows Greenville to grow in ways that make significant progress on its priorities possible.

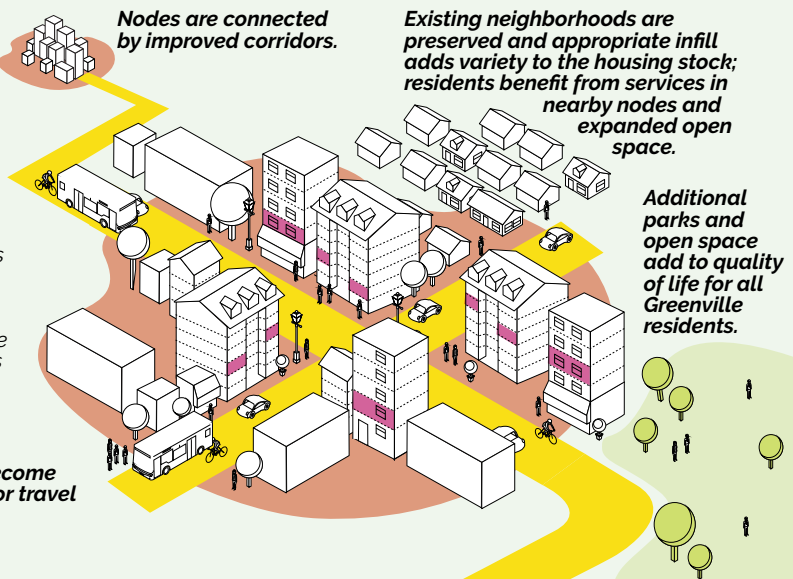
Higher densities and mixed uses in nodes and along corridors create concentrations of jobs, services, and other amenities throughout the city. Dependence on cars is reduced, other modes become safer, and improved transit becomes financially realistic.

Walking, biking, and transit become viable and desirable options for travel within and between nodes.

Nodes are connected by improved corridors.

Existing neighborhoods are preserved and appropriate infill adds variety to the housing stock; residents benefit from services in nearby nodes and expanded open space.

Additional parks and open space add to quality of life for all Greenville residents.



TRANSPORTATION AND MOBILITY GOALS **BECOME POSSIBLE**

Getting Greenville's urban form right is a critical step (but not the only step) towards realizing GVL2040's vision.



How might a node/corridor framework emerge in Greenville?

In many respects, Greenville already has a functioning network of nodes and corridors, with focal points of commercial or institutional activity connected to each other and residential neighborhoods by major streets. Moving in the direction envisioned by GVL2040, then, is less about the determination of where nodes and corridors should exist and more about the selection and adaptation of the ones that already exist in some form and are best suited for the higher density, mixed-use urban forms that will allow Greenville to grow while achieving its goals around priority issues.

At a broad level, considerations that inform identification of the most adaptable nodes should include, but not be limited to, transportation infrastructure capacity, land availability, the quality of the built environment, localized market strength, and historic growth patterns.

A comprehensive review of these factors during the GVL2040 planning process provided a starting point to identify node locations with the most potential and allowed for a more detailed level of analysis that looked for the following:

Areas that, due to their local context, exhibit the potential to better serve adjacent neighborhoods and possibly outlying neighborhoods if properly redesigned.



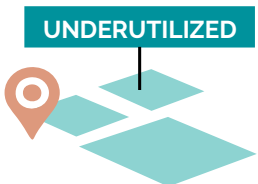
Areas that collectively exhibit a widespread geographic distribution and are relatively accessible to all residents no matter where they live in Greenville.



Areas generally situated along major transportation corridors and in locations where increased density should not negatively impact neighbors.



Presence of underutilized land that can be developed to serve the needs of nearby residents.

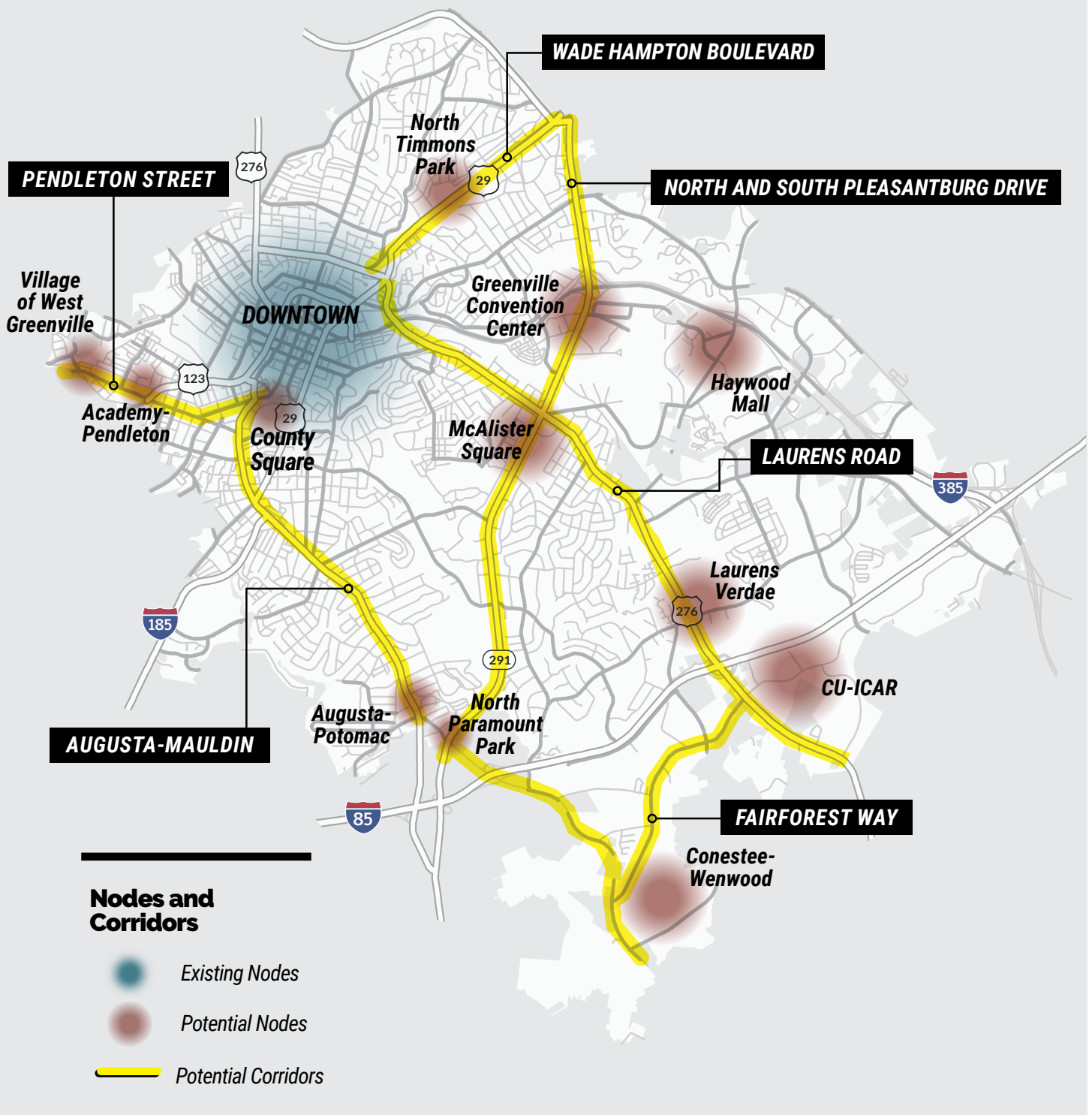


Presence of vacant commercial buildings that warrant revitalization efforts.



A map of potential nodes and corridors, that resulted from this analysis, was presented and utilized during steering committee meetings, open houses, and in an online survey to garner feedback and was subsequently refined. This completed map illustrates the distribution of these potential nodes and the corridors that connect them—areas that together, and with the recommended urban form, could successfully absorb 20,000 new households over the next few decades.

It is noteworthy that each potential node is different in terms of its local character, its demographics, its potential to grow, and its scale. A secondary and more detailed planning effort, such as a Small Area Plan, should be completed for each potential node to further determine suitability for the type of urban form recommended by this plan. Such efforts would tailor a mix of uses to the individual circumstances of each location. These Small Area Plans should outline a growth strategy, show how transportation and other local amenities may be improved, specify variations in the mix of land uses and intensity of activities within each of the nodes, and carefully knit each node into the surrounding fabric of the city—to include careful transitional planning between the nodes and adjacent traditional neighborhoods.



The new urban form will be about more than just density

Growing Greenville around nodes and key corridors will require a physical form that is currently uncommon in Greenville outside of downtown. Many of these areas exhibit typical auto-centric design where the focus is on moving automobiles. Land uses are compartmentalized, strip plazas and other buildings are setback far from the street, and large parking lots line the street frontage. Density is low and buildings are generally one or two stories. As discussed previously, continued growth while making significant progress on Greenville's priorities will not be possible if this pattern of growth and development continues.

The optimal urban form for Greenville's emerging nodes and corridors requires higher densities, with an average of 30 units per acre and building heights of 4-6 stories. But it must also look, feel, and function like traditional urban space. Beyond density, this requires the thoughtful integration of numerous ingredients, from street design, to the placement of parking, to the ways that mixed-use buildings address the public right-of-way.



How the right urban form and density could be achieved over time

Example: Laurens Road



2020

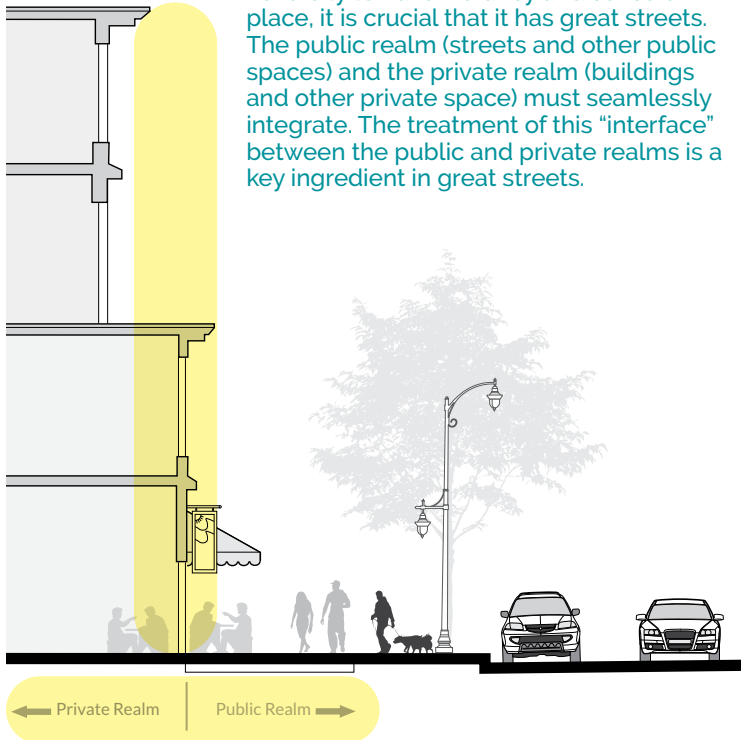
Today, Laurens Road is a typical auto-oriented suburban corridor. The roadway was designed to move private automobiles with little consideration given to pedestrians, bicyclists, or transit users. Although a sidewalk exists along the curb, few people would want to walk there. The street is fronted by large parking lots with buildings set back far from the street. Land uses are primarily commercial and retail. This suburban form is a result of land development regulations not unique to Greenville. Many suburbs across America have regulations that produce the same thing.



2030

Codifying this new urban form in the City's land use and development regulations begins the transformation of nodes and corridors. As land preservation efforts elsewhere in the city constrain the land supply, pressure to redevelop underutilized sites will grow. The allowance of additional density and height make redevelopment more attractive. New mixed-use buildings with first floor commercial and retail uses that engage the street and upper floors that include mixed-income housing and offices. The increased density enables investments in greater transit service and amenities. The corridors and nodes take on a new look, feel, and vibrancy.

Great Cities are Made of Great Streets



2040

As growth continues, new development takes on a familiar urban form, contributing to the vibrancy and sense of place expected from city living. Greenville sees the fruit from the seeds it planted two decades prior. People of all ages and incomes find opportunity to live and work in Greenville. Complete dependency on the car has diminished. Transit stops, trails, parks, and greenspace are accessible by walking or biking. The community's growth management goals established in 2020 are being realized.

How other communities are making it happen



Many cities around the country have committed to developing authentic urban form outside of downtown.

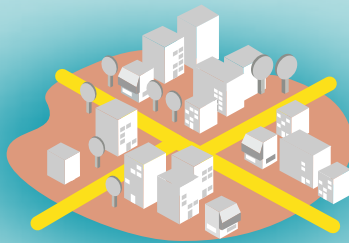
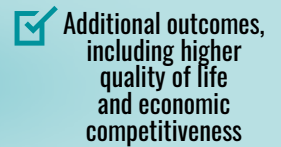
Columbus, Rochester, and Alexandria have transformed once auto-centric corridors into urban neighborhoods and districts with an integrated transportation and land use approach. They established goals through planning processes, updated land development regulations, and set high expectations. Contrary to common criticism, developers often embrace this approach because it brings certainty to the design and approval process. More certainty equals less risk. This not only benefits those who are building things but also cities and their residents by bringing predictability and authenticity to new urban development - development that meets community goals through proactive planning.

TRADE-OFFS

Achieving the desired outcomes around Greenville's priority issues—and the overall vision of GVL2040—will require a combination of policy and resource trade-offs. Just as growth must pay for itself, so too must prioritized aspirations be accounted and paid for.

WHAT
GREENVILLE
GETS...

OUTCOMES FOR GREENVILLE'S PRIORITY ISSUES



URBAN
FORM

&

WHAT
GREENVILLE
GIVES...

RESOURCE
COMMITMENTS



Outcomes become **possible** with the right urban form. This means the codification of higher densities in certain areas as a step toward embracing a node and corridor growth framework. It also means restrictions on development in other areas to preserve open space and remove acreage from the supply of developable land.

While change in the land management code will be part of the work Greenville needs to do, the community must also eschew decades-old development habits that have produced sprawling low-density growth patterns—the antithesis of GVL2040's vision.

Embracing a different urban form is necessary to achieve GVL2040's outcomes—but it is not sufficient. Outcomes become **truly realizable** with the right urban form **and** resource commitments to activate progress. Advancement of all three of GVL2040's priorities will require dedicated policy work and funding at the local level, with assistance from state and federal sources only when they align with what Greenville is trying to achieve.

In some instances, this will mean finding new revenue streams or enlarging existing ones. In other instances, this will mean the advancement of GVL2040 priorities over other potentially worthy goals.



OPEN SPACE AND THE ENVIRONMENT



OUTCOME

Preserve as much as **35%** of Greenville's remaining vacant land

CONTEXT

2,700 acres in Greenville are currently vacant but developable and account for 15% of all acreage. Parks, trails, golf courses, and other green spaces cover another 1,133 acres, or 6% of the city's land.

How does the node and corridor growth framework advance this outcome?

Growing While Preserving

Encouraging higher density development in designated nodes and corridors will allow Greenville to absorb and benefit from new growth while actively preserving vacant land.

Value Generation

The value of fully developed nodes and corridors will greatly exceed the current market value of those areas. Property and other tax revenues generated by this growth will help finance the purchase of land or development rights and pay for long-term land management costs.

How does the achievement of this outcome advance the node and corridor growth framework and other outcomes or values?

Value Generation

Constraint of the supply of developable land through strategic acquisition of land and development rights will increase the value of all remaining land in Greenville. So, too, will the emergence of an expanded network of well-managed open spaces and parkland. These actions will promote greater densities, make the inclusion of affordable housing units more feasible within nodes, and generate revenues to help pay for mobility improvements.

Resourceful and Enterprising

The natural landscape is one of Greenville's great assets. Actively setting aside land to preserve key elements of this landscape will help Greenville live up to its values of being resourceful and enterprising with what it has.

What else is needed to advance this outcome?

Early Costs

The acquisition of vacant land and development rights will need to begin before mature nodes have time to emerge and generate revenue—and the emergence of nodes at proper densities will depend on a more limited supply of developable land. A dedication of resources for acquisition up-front (that can be covered by revenue in future years) will be an important activation ingredient.

Land Selection and Management Planning

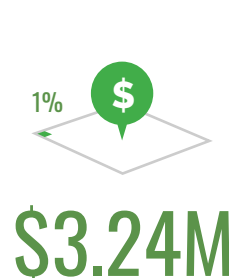
Developing criteria for suitable lands to preserve will be a critical starting point and will depend on how the community wants to use and manage the preserved land.

Based on 2020 fair market values of the 2,700 vacant acres remaining in Greenville, acquisition costs can be expected to average \$120,000 per acre.

Assertive acquisition will be necessary during the early years of implementation to ensure that the land economics in the nodes reward density and that land preservation is well along before costs become more prohibitive

Estimated cost to **preserve 1%** of remaining vacant land (or 27 acres)

Estimated cost to **preserve 10%** of remaining vacant land (or 270 acres)





AFFORDABLE HOUSING OPPORTUNITIES



OUTCOME

Reserve **at least 10%** of all new housing units for income-eligible households

CONTEXT

In 2020, 8.5% of all housing units in Greenville are income-restricted to provide affordable housing to eligible households.

How does the node and corridor growth framework advance this outcome?

Sufficient Densities

Inclusionary zoning is one way for communities to integrate affordable units into new housing developments. However, this is not yet allowed in South Carolina. The node and corridor growth framework creates conditions where this can be achieved voluntarily by allowance of optimal densities (and revenues) within nodes to developers willing to make a share of their units affordable through income restrictions.

Supply Volume

Not only do densities of 4-6 stories and 30 units per acre make at least 10% inclusion feasible, it also ensures that a substantial volume of new housing (market-rate and affordable) can be produced, thus boosting the overall housing supply to keep up with demand.

How does achieving this outcome advance the node and corridor growth framework and other outcomes or values?

Inclusive Communities

Achieving the affordable housing goals within nodes will help Greenville live up to its value of inclusion and ensure that the nodes and corridors truly reflect Greenville's diverse population.

Allowance of appropriately-scaled infill development in traditional neighborhoods will also advance the affordable housing outcome and the value of inclusion, especially by addressing the "missing middle" in the city's housing stock.

Access and Mobility

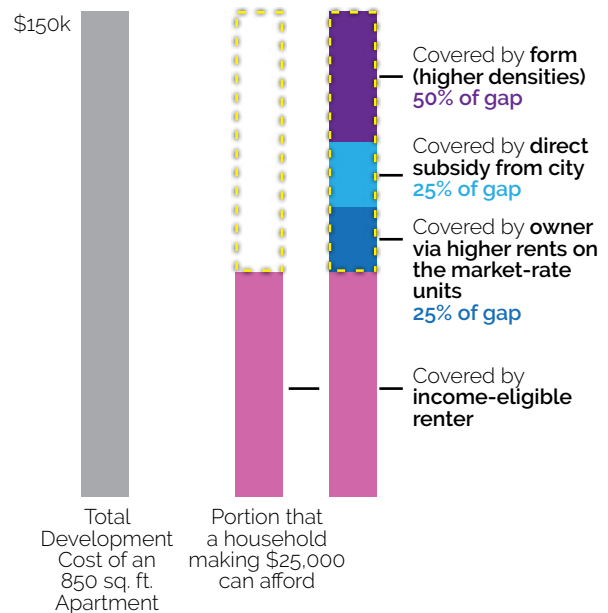
Creation of affordable housing opportunities in close reach of employment opportunities and with ready access to a range of travel options benefits the residents of affordable housing and the businesses that employ them, while boosting the safety and viability of alternative transportation modes.

What else is needed to advance this outcome?

Remaining Gaps

To reach a 10% inclusionary goal in a new housing complex, the prescribed density for nodes and corridors will help cover 50% of the subsidy needed to develop an affordable unit. Another 25% can be covered by the owner through slightly higher rents on the market-rate units. That still leaves 25% of the cost (or roughly \$25,000 per unit) that would need to be borne through direct public subsidy. Pursuit of an inclusionary goal above 10% would require full public subsidy (at \$100,000 per unit) for every added increment.

Affordable housing outcomes can be achieved through a combination of means that address the gap between what it costs to build housing and what lower-income residents can afford to pay.



If 20,000 new housing units are added in Greenville by 2040, making 10% of them (or 2,000 units) affordable would require direct public subsidy of approximately \$2.5 million per year over 20 years. To go above a 10% inclusion goal would require an estimated \$5 million per year over 20 years for every additional 1% increment.

The resources to cover housing costs can also be raised through payments in lieu to the Greenville Housing Fund to support affordable housing beyond nodes, such as in traditional neighborhoods. Wherever the housing goes and however the resources are raised, this outcome cannot be met without adequate coverage of financial gaps.



TRANSPORTATION AND MOBILITY

OUTCOME

Make **alternative forms of mobility** more accessible and appealing to reduce reliance on cars

CONTEXT

Only 1 in 20 work trips by Greenville residents are trips made by foot, bicycle, or public transportation.

How does the node and corridor growth framework advance this outcome?

Density of Users

Population and job density are critical ingredients for public transportation. Without enough users, high levels of service cannot be justified or financially sustained, resulting in lower levels of service that lack convenience for most potential riders. Density is also important for pedestrians and bicycles—creating an environment where there is safety in numbers.

Supportive Infrastructure

The traditional urban forms of the nodes and corridors—with well-designed pedestrian and bicycle facilities—will establish settings where walking, riding a bike, and taking transit feel comfortable and safe.

Convenience of Alternatives

Density and a good mix of land uses makes it naturally more convenient to walk, bike, or use a bus. While still accommodating car traffic, density also makes driving less convenient, thus encouraging drivers to consider other modes for some types of trips.

How does achieving this outcome advance the node and corridor growth framework and other outcomes or values?

Desirable Options

The node and corridor framework would not function well if most people feel dependent on their cars to travel within and between nodes. Creation of genuine mobility options allows people to select which mode of travel is most convenient depending on the length and purpose of the trip.

Inclusive Communities

Provision of a range of desirable mobility options allows those who do not or cannot drive to access jobs, services, and housing opportunities with dignity.

What else is needed to advance this outcome?

Capital and Operating Costs

While density of users and tax revenues generated by nodes are necessary to make a range of mobility options possible—and are likely sufficient in the cases of pedestrian and bicycle infrastructure—they may be insufficient to sustain high levels of transit service. Depending on the type of service, substantial up-front capital costs would need to be covered as would annual operating costs.

Costs to implement infrastructure and services along corridors to facilitate higher levels of walking, biking, and transit use will range significantly depending on the nature of the upgrades chosen.

One important cost consideration is the “catching-up” that Greenville has to do for its current public transit service to reflect standards of service and levels of investment in peer cities. As the Greenlink 2020-2024 Transit Development Plan notes, upgrading existing bus service (longer hours of operation, greater frequencies, and serving more areas) is an ambitious, yet achievable, goal.

Costs for Transit Service

Operating Costs

Current:
\$4 million per year
After catching-up:
\$16 million per year

Capital Costs

Immediate and short-term (through 2029):
\$18 million
Longer-term (after 2029):
\$11 million

Catching-up on investments in infrastructure that supports pedestrian, bicycle, and traditional bus service is a prerequisite for the pursuit of advanced multimodal options along corridors connecting nodes and, most importantly, connecting people to their destinations consistently and reliably.



Potential Capital Costs for Improved Pedestrian and Bicycle Infrastructure on Major Corridors:

PER MILE \$0.75 to \$1.25 million



Potential Capital Costs for Prioritized and High-Frequency Bus Services (such as Bus Rapid Transit):








\$10 to \$25 million

Having well-functioning nodes and corridors is also likely to depend on good linkages to major population and activity centers in the county. A combination of high-quality transit options and disincentives to drive (including demand-based pricing for parking) will need to be carefully coordinated by the City, County, and Greenville Transit Authority.

How does GVL2040 balance fiscal costs and benefits?

Getting Greenville's future urban form right and making strategic resource commitments to GVL2040's three priorities will set Greenville on a course to achieve its goals in a fiscally sustainable manner. Open space preservation as a way to steer development to nodes—and the creation of land values necessary to justify higher-density development in the nodes—is needed for this growth model to function.

The exact costs to achieve these goals, as well as the potential revenues to be derived from new development, will depend on a wide range of factors and scores of decisions that this plan will aid the community to make. Low-to-high cost estimates, however, can be made based on the resource needs identified on the previous pages and the exact goals that are targeted. At the same time, estimates for new value generated by nodal development provide a basis for understanding the revenue potential of this growth model.

	LOW 	HIGH 
	ASSUMES	
	15% of vacant land preserved	35% of vacant land preserved
	10% of new units made affordable	12% of new units made affordable
	Full catch-up on transit capital costs	Full catch-up on transit capital costs
	Bike/pedestrian investments at low end of estimate range for three major corridors	Bike/pedestrian investments at high end of estimate range for three major corridors
	Capital costs for prioritized, high-frequency transit service on one major corridor (low-range cost estimate)	Capital costs for prioritized, high-frequency transit service on three major corridor (mid-range cost estimate)
COST OVER 20 YRS	\$189 million (or \$9.5 million per year for 20 years)	\$514 million (or \$26 million per year for 20 years)

COST ASSUMPTIONS



OPEN SPACE AND THE ENVIRONMENT

Land or development rights acquisition

Estimated at **\$120,000 per acre**, with 2,700 vacant acres remaining



LOWER ← → HIGHER



\$48.6 million



\$113.4 million

*Achieving proper densities in nodes becomes more feasible **as more land is preserved***



Acquired open space management costs, including parkland development

Development of a portion of preserved acreage as parkland will vary in cost depending on the site and plan, but \$30,000/acre is a useful approximation





AFFORDABLE HOUSING OPPORTUNITIES

Public subsidy for new affordable units developed at a 10% inclusionary rate alongside market-rate units within the node/corridor framework



LOWER ← → HIGHER

Estimated at
\$25,000 per unit

If growth occurs as projected and 20,000 total new housing units are developed in Greenville through 2040:



\$25,000 x
2,000 units

\$50 million

Public subsidy for new affordable units developed in excess of the 10% minimum sought by GVL2040



Estimated at
\$100,000 per unit

Every additional 1% achieved above 10% inclusion if growth occurs as projected:



\$100,000 x
200 units

\$20 million



TRANSPORTATION AND MOBILITY

Catch-up costs to bring Greenlink in line with service levels provided by peer systems in coming years



OPERATING COSTS
\$12 million more per year

CAPITAL COSTS
\$29 million

Capital costs to upgrade pedestrian and bicycle infrastructure along major corridors at approximately \$0.75-\$1.25 million per mile



Laurens, Augusta-Mauldin, and Pleasantburg Corridors
\$11.25-\$18.75 million

Capital costs to upgrade major corridors to prioritized, high-frequency bus service at approximately \$10-\$25 million per mile:



Laurens, Augusta-Mauldin, and Pleasantburg Corridors
\$150-\$375 million

NODES AS VALUE AND REVENUE GENERATORS



Current taxable market value of potential Greenville nodes:

\$275 million

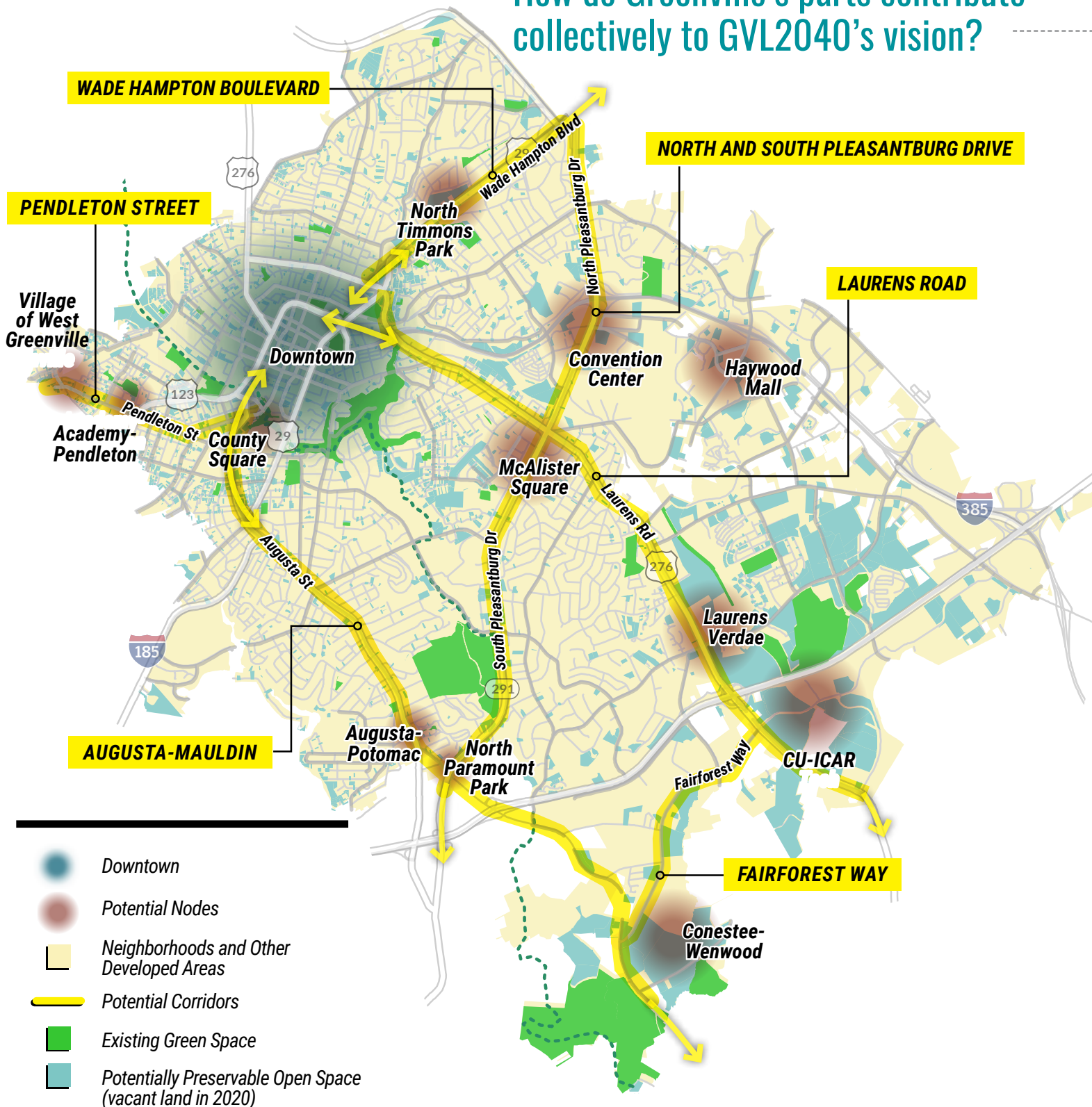
Estimated taxable market value of potential Greenville nodes at build-out to help accommodate 20,000 new households and maintain the city's position as a regional economic hub:

\$3.0-4.25 billion



Property tax revenue
Sales tax revenue
Business license and other fee-based revenue
Enhanced borrowing capacity for long-term investments
Enhanced capacity to match federal, state, and private investments

How do Greenville's parts contribute collectively to GVL2040's vision?



While the node and corridor framework will play a crucial role in growth absorption and the realization of GVL2040's goals, all of Greenville will contribute to the vision in important ways.

Downtown



Downtown Greenville and the Reedy River remain the crown jewels they have become in

recent decades, with downtown continuing to serve as a hub for economic and employment growth. Future investments and policies are shaped by the Downtown Strategic Master Plan (2019) and at a broader level by the planning principles and priorities of GVL2040.



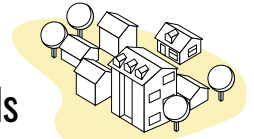
Nodes



Nodes evolve over the years to become traditional mixed-use community hubs that absorb much of Greenville's population and job growth, provide significant opportunities for affordable housing, and provide employment and services to surrounding neighborhoods. Which nodes emerge, the sequencing of their development, and how they grow will be shaped by growth rates, the readiness of redevelopment opportunities, and small area plans that will guide development at the parcel level.



Neighborhoods



Greenville's traditional residential neighborhoods, comprised of mostly single-family detached

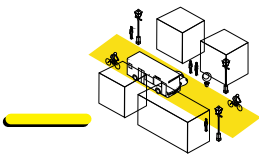
homes, remain intact. Quality of life improves due to proximity to services in nodes, access to an expanded network of parks and open space, and better mobility options along nearby corridors.

Careful transitions between nodes and existing neighborhoods ensure that residential character is preserved. At the same time, sensitive infill development takes place in order to expand the variety of housing types and fill the need for affordable "missing middle" options.

Non-residential areas that are already developed (as of 2020) also experience appropriate infill and redevelopment.



Corridors



Greenville's major corridors transition from being low-density, car-dominated, and increasingly congested

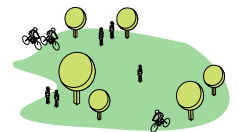
arterials to streets that function more like traditional urban spaces. A variety of mobility options—walking, biking, transit, and cars—appeal to users and effectively handle the growing population.



Beyond the city limits, these corridors are collaboratively planned by the City, County, and surrounding jurisdictions. The

realization of "character areas" and other goals of the County's comprehensive plan are among the guiding principles that generate, over time, more coherent and functional development patterns that connect key parts of Greenville County.

Open Space



The existing network of green spaces is supplemented over time by the preservation of additional open space—

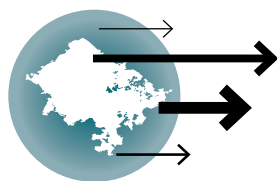
with a portion of remaining vacant land being set aside to function as active or passive recreational space, or as environmental buffers.



OUR PATH FORWARD

CHAPTER 4

Strategic Framework
for Implementation
and Continuous Plan
Refinement



Greenville’s vision for 2040 is ambitious and coming close to achieving it will be difficult work. Part of that difficulty stems from the number of moving parts that need to be coordinated to ensure that open space, affordable housing, and transportation goals become possible (with the right urban form) and fully achievable (with sufficient resourcing and policy commitments).

Another source of difficulty is the need for those doing the implementing—inside and outside of City Hall—to live with and actually embrace uncertainty. Having a lengthy and confident “to-do” list is disingenuous for any plan, but especially a long-range comprehensive plan. Too many unknowns have the potential to render such a list rapidly obsolete, making it absolutely necessary to approach implementation as a process that aims for clear goals but is not paralyzed or derailed when the need arises—as it will—to contend with new conditions and make course corrections.

With these difficulties in mind, this strategic framework for implementation has two parts that are designed to simplify and organize an adaptive approach to plan implementation:

**GVL2040 as the Focal Point
for Greenville Plans**

**Three Implementation
Phases**

GVL2040 as the Focal Point for Greenville Plans

Greenville is not a stranger to planning—indeed, it usually commissions several plans in any given year for a neighborhood, a corridor, a park, or some other area that has been deemed in need of attention. It also conducts studies on a variety of topics to guide new policies and investment.

What can get lost over time with all of this planning is a sense of how individual plans work together to realize a cohesive and definable vision for Greenville. Comprehensive plans of the past have often missed the opportunity to provide the kind of cohesion that they are naturally positioned to offer.

Implementation of GVL2040 will depend on it being at the center of planning in Greenville, with its vision for 2040, its priorities, and its decision-making framework helping to guide all other planning activities.

City of Greenville Capital Improvement Plans



Transportation and Infrastructure Planning

GPATS Long-Range Transportation Plan
SCDOT Statewide Transportation Improvement Program
Greenlink Transit Development Plan



Inter-governmental Planning

Plan Greenville County (comprehensive plan)



Implementation of GVL2040 informs and is informed by long-term capital planning and regional planning initiatives



Overarching vision for Greenville in 2040



Decision-making framework with core values and planning principles



Priorities and their context according to recent trends



Outcomes to aim for



Strategic framework for achieving desired outcomes

GVL2040 serves as the umbrella and lodestar for all other planning and policy-making that relates to physical development



Zoning and Development Code Updates

Updates to the Land Management chapter of Greenville's Code of Ordinances (the zoning code)
Decisions on variance requests



Economic Development Strategy

Development of new economic development strategies or programs
Implementation of existing economic development strategies



Small Area Plans

Development of detailed land use and development plans for small areas or districts
Implementation of existing small area plans, such as the Greenville Strategic Downtown Master Plan



Neighborhood Plans

Development of strategic plans for specific neighborhoods or groups of neighborhoods
Implementation of existing plans for special emphasis neighborhoods such as the Greenville West Side Comprehensive Plan



Corridor Plans

Development of strategic plans with land use, design, and transportation objectives for corridors or major streets
Implementation of existing corridor plans such as the Wade Hampton Boulevard Strategic Plan



Parks and Recreation Planning

Development of system-wide plans and investment strategies
Development of plans for individual parks, trails, and other assets
Implementation of existing plans, such as Unity Park or the Swamp Rabbit Trail Master Plan



Housing Policy and Planning

Development of new policies and strategies related to existing housing or new residential development
Implementation of existing strategies of the Greenville Housing Fund

Given the inherent uncertainties and complexity of planning towards a vision that is 20 years away, GVL2040 does not have a prescriptive checklist of actions to take. Rather, it offers a three-phase approach to implementation planning with guidance that is more detailed about foundational actions to take in the near-term and more process-oriented about the long-term. The annual development of detailed work plans will be the domain of the City and its implementation partners.

For the plan to be durable and relevant over time, it will be critical for those doing the implementation to feel comfortable about interpreting GVL2040 in real time—such as applying the values and planning principles when making decisions, making sure that small area plans mesh with the vision and priorities, and adjusting technical details of policies and programs in ways that will increase the likelihood of the achievement of GVL2040's outcomes.

Three Implementation Phases

Laying the Groundwork and Proof of Concept

PHASE I 2021-2022

The first 24 months of implementation will be a crucial period to update policies—especially land management regulations—to reflect GVL2040's vision and enable work to happen in the years ahead.

It will also be a period to decide exactly how to allocate resources to jump-start implementation activities and finalize criteria that will guide land preservation efforts, node and corridor designations, target markets for affordable housing, and the types of transportation improvements to pursue on specific corridors.

By the end of Phase I, policy groundwork for implementation should be in place and early projects should be in the works to test and evaluate preliminary strategies and tools.

Refining Systems and Scaling Up

PHASE II 2023-2025

During Phase II, it will become evident—as plans for individual nodes and corridors are completed and development aligned with GVL2040 begins—whether policies and funding systems created during Phase I are performing as expected. If they are, fine-tuning these systems and ensuring that they are scalable will be important work during Phase II. If they are not, diagnosis of what works and does not work and then making adjustments will be crucial to keep implementation on track..

At the same time, conditions may change in ways that require adaptations to GVL2040's desired outcomes. Keeping track of essential trends—especially those covered in Chapter 2—will help inform necessary recalibration.

Continuous Evaluation and Strategic Adjustments

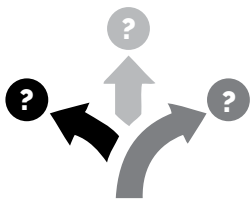
PHASE III 2026-2040

By Phase III, finely-tuned systems should be in place and well-tested. But implementation never goes on autopilot. New, detailed work plans are developed year-by-year and continuously guided by measurable progress towards outcomes and an understanding of how conditions may change due to outside forces or as a result of implementation activities.

Ten years into implementation, GVL2040 will need to be updated per South Carolina's Comprehensive Planning Act. If it has been adjusted and fine-tuned on a regular basis, the update need not be extensive or delay ongoing work unnecessarily.

In all phases, work is guided by the core values, planning principles, priorities, and vision of GVL2040

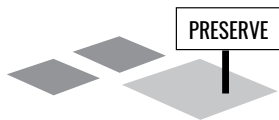
What if growth is slower than anticipated?



The biggest unknown for GVL2040 is the extent to which anticipated growth in Greenville County will materialize—creating demand for the city to absorb and to serve as a driving force behind the realization of the plan's vision. During the planning process, the COVID-19 pandemic has made many assumptions about development and revenues in the near-term, and perhaps longer, more tenuous.

The 2020 pandemic—as an event that could not be readily anticipated—underscores the need for plan implementation processes to be adaptive and flexible. If growth materializes as expected but is delayed by a few years, this will impact implementation—perhaps providing more breathing space in the near-term to get underlying systems right.

If growth is depressed in the long-term, a number of variables will be in play and may require adjustment. For example:



Land preservation will become both more feasible (land prices will be lower) and more important to ensure that the land economics in nodes support higher densities.



The number of nodes may need to be reduced to ensure that a few fully mature nodes are established over time rather than several half-finished nodes. Sequencing of node development will be critical.



If housing costs are not rising as anticipated, reassessing and adjusting affordable housing goals may be needed to ensure that those resources are properly matched to housing-related problems.



The following pages present implementation guidance, organized by these three phases for **Urban Form and Design—a critical ingredient for the implementation of this plan's vision—and GVL2040's three priorities.**



Implementation Guidance



Urban Form & Design

The right urban form is the key to unlock Greenville's ability to achieve its community goals. This urban form must:

- Look, feel, and function like traditional urban space
- Be realistic for developers when accounting for land prices, construction costs, and achievable market rents
- Allow a sufficient volume of market-rate housing units to help pay for affordable units
- Generate enough value to contribute to land preservation aims
- Contribute enough users for improved mobility options within and between nodes

By carrying out the actions recommended for the three implementation phases, the City of Greenville will provide a foundation for the development of the urban form expected of a growing and vibrant city.

PHASE I
2021-2022

Update Chapter 19 – Land Management (Code of Ordinances)

Following the adoption of the comprehensive plan, the City should update its land management (or zoning) regulations to ensure that it is consistent with the comprehensive plan. The zoning ordinance is the primary tool available to help implement the comprehensive plan, therefore zoning revisions are critical to the successful implementation of the community's vision for growth and development. In addition, the land use element in the comprehensive plan provides the legal basis for the zoning code.

The zoning code should be revised to reflect the future land use element. More specifically, it should include revisions aimed at **focusing growth in nodes and along key corridors including, but not limited to:**

A district framework that allows higher density growth
Street and accessway layout – grid, modified grid and/or other urban patterns

Encourage, if not require, mixed-use development with commercial/retail uses on the first floors of buildings that front significant streets

Density and height should be:

- **No less than 30 residential units per acre**
- *Typical height range of 4, 5, and 6 stories*

Build-to-zones to create a consistent building street wall with exceptions for public spaces such as pocket parks, plazas and outdoor seating

Corner lots have two front yards

Parking permitted in rear and side yards only

Parking lots broken down into 40 to 50 space "blocks" or "pods" separated by landscape medians and walkways

Pedestrian alleyways connecting streets and public spaces to parking areas

Shared parking provisions to reduce parking requirements

Inclusion of dedicated public parks and open space within developments

Phasing plans for large developments

Buildings that engage the street

- **Entryways fronting streets with connecting sidewalks**
- *First floor transparency requirements*

Outside of nodes and key corridors:

Maintain traditional neighborhood character while allowing appropriate infill to address "missing middle" gaps in the housing stock; continue to develop and update neighborhood-level plans focused on improvements to residential quality of life

Provide transition zones to limit the impact between higher density nodes and corridors and established neighborhoods

Rethink current ordinance requirements and allowances outside of single-family residential districts to support the channeling of new demand towards designated nodes and corridors

Create a GVL2040 Capital Projects Fund

As specific capital projects are identified during the course of GVL2040's implementation, having a fund established specifically to assist with financing those projects will be critical to making timely progress. Creation of such a fund has been critical to implementation success in a number of cities with ambitious comprehensive plans, most notably Oklahoma City.

A number of ways to capitalize such a fund should be explored, including:

Setting aside revenue from nodal growth to pay for capital projects related to GVL2040; issuing bonds in anticipation of this revenue

A dedicated county sales tax to support implementation of County and City comprehensive plans

Begin development of small area plans

Application of GVL2040's framework for growth in a context-sensitive manner will require more detailed physical planning for each emerging node and the corridors that connect them. This work should begin with potential nodes that are most likely to develop first based on factors such as market conditions, developer interest, and location. A methodology for the selection of a sequence for node planning should be an early task in Phase I, followed by the development of the first plans.

PHASE II 2023-2025

Prepare or update corridor plans for the key corridors.

Equally important to an update of the zoning code is the planning and design of city streets. Both are key ingredients to create the necessary urban form to achieve a sense-of-place and community goals. Immediately following the code update, Greenville should prepare or update plans for corridors. These plans should look to integrate transportation and land use with a focus to develop urban transportation corridors that link nodes and provide mobility options. Corridors with planned improvements, such as pavement resurfacing or reconstruction or major planned development projects, should take priority.

Assuming the code changes recommended for Phase I are instituted, corridor plans should consider the feasibility of the following:

Reduction of lanes and/or lane width, when possible, to slow traffic and reduce crossing distances for pedestrians

High visibility crosswalks and pedestrian refuges

Access management

Center planted medians

Attractive and inviting streetscape improvements to include tree lawns and street trees, pedestrian and roadway lighting, generous sidewalks, and furnishings such as benches, trash receptacles, and bike racks

Integration of transit stops

On-street parking

Bicycle facilities such as buffered bike lanes, two-way cycle tracks, etc.

The streets and roadways within these corridors are not under the sole jurisdiction of the City of Greenville. Corridor plans will require a collaborative effort between the City of Greenville, Greenville County, the South Carolina Department of Transportation, and other stakeholders.

Continue development of small area plans for nodes

As development of the first round of small area plans for emerging nodes concludes late in Phase I or early in Phase II, work should proceed with additional small area plans in a sequence that aligns with market conditions and development pressures. Planning during Phase II should be informed by the performance to date of the updated zoning code and the first round of small area plans—adapting as needed to reflect lessons learned.

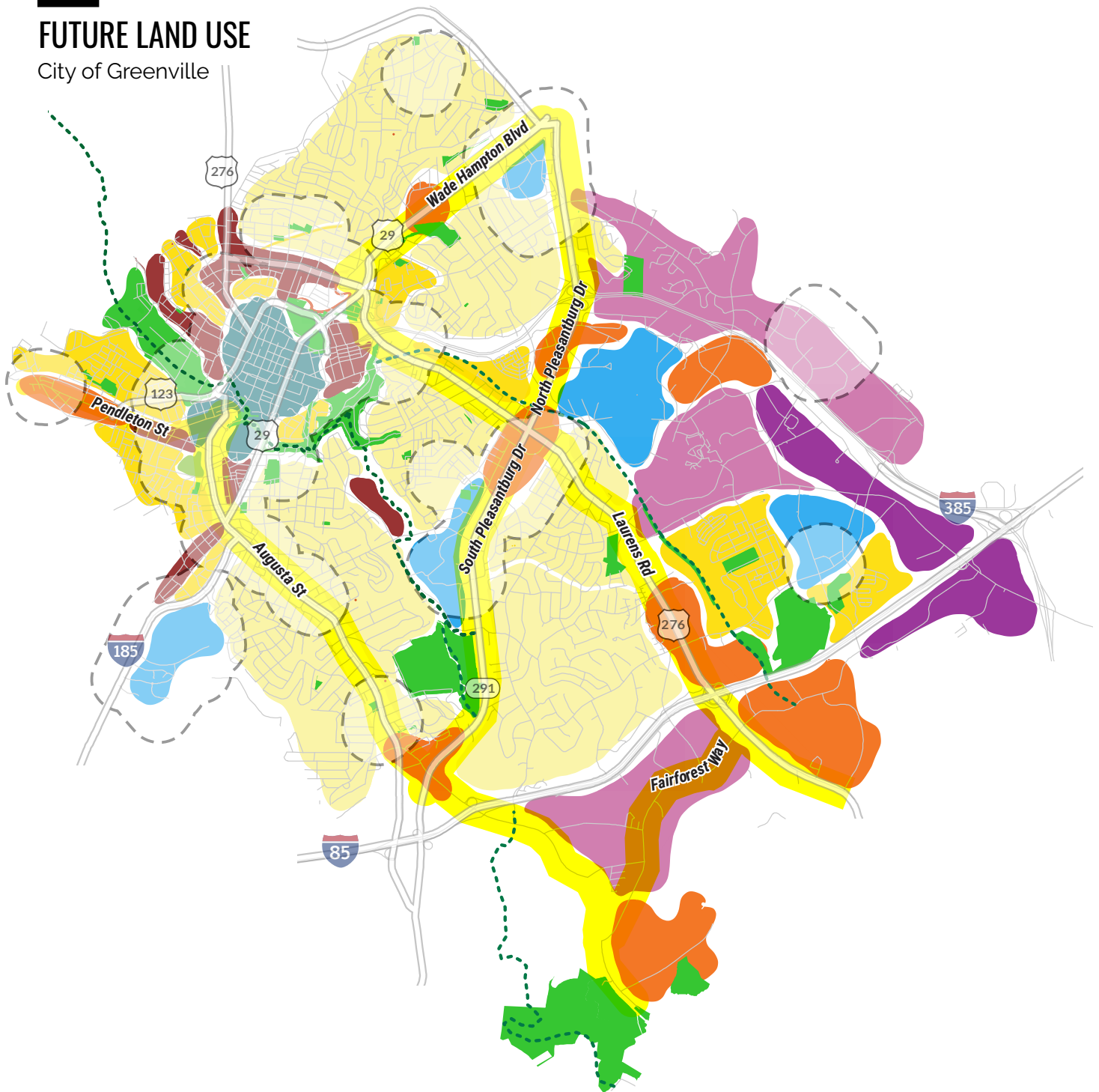
PHASE III 2026-2040

Continue to monitor the real estate market and local development interest and make adjustments to the zoning code as necessary.

Much like a comprehensive plan, the zoning code needs to be considered and updated periodically to respond to changing market conditions. For example, if requests for variances begin to increase for the same provisions, it is a good indication that something in the zoning code might need to be revised. In other cases, dimensional regulations might need to be revised based on a recent development or redevelopment project because it did not perform as expected. The key to success is to dial-in and calibrate the code as necessary to best achieve desired outcomes.

FUTURE LAND USE

City of Greenville



Legend

- | | | |
|------------------------|------------------------|--|
| Urban Residential | Urban Node Mixed-use | Areas Suitable for Missing Middle Housing (5 minute / 1/4 mile walkshed) |
| Sub-urban Residential | Corridor Mixed-use | Swamp Rabbit Trail |
| Neighborhood Mixed-use | Campus - Institutional | |
| Community Mixed-use | Center City | |
| Regional Mixed-use | Parks - Green Space | |

Future Land Use

One of the primary functions of a comprehensive plan is to articulate the community's vision for land use. This vision, as expressed on the GVL2040 Future Land Use Map—which echoes the node and corridor framework for growth described in Chapter 3—serves as the foundation for land management regulations (or zoning), which are the primary tools available to help Greenville implement the comprehensive plan.

Unlike a zoning map, the Future Land Use Map does not include parcels, nor does it illustrate clear regulatory boundaries. This is intentional. The map functions as a generalized vision of the community's land use over the next two decades. Future land use requirements should be incorporated in an update to Greenville's land management regulations during Phase I of implementation, but the land use map itself offers no regulatory power.

The locations of land uses on this map are based on analysis of existing conditions and future needs, and the priorities and associated growth framework developed throughout the comprehensive planning process. The following land use classifications are identified on the Future Land Use Map.



Urban Residential

This residential classification is a mixture of low-density and medium-density housing types, including multifamily units, townhouses, single-family detached, and single-family attached dwellings. Urban Residential neighborhoods are in close proximity to the downtown area and pockets east of Laurens Road. This classification allows for a density of 10–20 units per acre and is intended to allow compact development within Greenville's historic and traditional neighborhoods with smaller lots and walkable streets. Complementary uses customarily found in residential districts, such as community recreation facilities, places of worship, and schools, may be allowed.



Sub-urban Residential

Land within this designation is largely comprised of single-family homes, with a range of 5–8 housing units per acre. Lots are generally larger than what is in Urban Residential areas and many streets do not have sidewalks or streetlights. Complementary uses customarily found in residential districts, such as community recreation facilities, places of worship, and schools, may be allowed in areas adjacent to Corridors and Urban Nodes.



Neighborhood Mixed-Use

This land use classification is typically in compact urban areas with a combination of vertical and horizontal mixed-use developments that includes small retail and commercial uses along with a variety of residential types. These areas are pedestrian friendly and in close proximity to downtown. It is anticipated that single uses will not exceed 10,000 square feet and "drive-thrus" are restricted due to the close proximity to downtown and adjacent neighborhoods.



Community Mixed-Use

Community Mixed-use is generally located adjacent to highways and major thoroughfares and are buffered from the Sub-urban Residential areas. They serve the larger Greenville community and contain a diverse mix of mid-size to large-size employers in commercial, light manufacturing/ industrial, distribution, medical offices, institutional, etc. Multi-family developments are also included with appropriate buffers when adjacent to high intensity uses.



Regional Mixed-Use

This land use classification is located adjacent to I-85 and I-385 and serves the greater Greenville area. It includes typical medium and large commercial developments with pockets of nearby multi-family and light-industrial uses.



Urban Node Mixed-Use

The Urban Nodes have an urban form of 4 to 6 story buildings and front streets and other public spaces designed to a human scale. These areas include more vertical mixed-use than horizontal mixed-use with a preference for commercial/retail uses on the first two floors and office and/or residential uses on the upper floors. Average residential density is 30 housing units per acre. Emphasis is on quality urban design that seamlessly integrates the public and private realms to create a vibrant atmosphere that encourages walking, biking, and higher levels of transit service.



Corridor Mixed-Use

Corridors are the major streets that connect nodes to each other, to Greenville's traditional neighborhoods, and to established nodes such as downtown Greenville. They are designed to safely support a range of travel options and are lined with buildings that engage the street at a scale and density similar to the Urban Nodes. The Corridors accommodate a blend of vertical and horizontal mix of land uses including commercial, retail, and residential. It is generally expected that all properties fronting the street will be included in this category and density and building heights will step-up near Urban Nodes. Adjacent neighborhoods should be buffered where needed.



Campus - Institutional

The Campus – Institutional land use classification includes large institutions and associated campuses such as colleges, hospitals, and large medical complexes as well as airports. These uses tend to be significant employment sources therefore multi-modal connections should be made to adjacent nodes, corridors and neighborhoods when appropriate.



Center City

Center City is Greenville's downtown central business district. It contains a mix of land uses including but not limited to office, service, retail, entertainment, cultural, government, civic, light manufacturing, and residential. Development is expected to be pedestrian-oriented and designed to actively engage streets, parks, plazas, the riverfront, and other public spaces.



Parks – Green Space

This classification includes parks, open spaces, and trails.

Areas Suitable for Missing Middle Housing

These areas are suitable for a variety of housing types as identified in the Missing Middle Housing Study for Greenville City and County. The identified areas are 5 minute / ¼ mile walksheds around key centers of activity that include downtown, urban centers/downtown transition areas, neighborhood main streets, and key medical/institutional facilities.

Implementation Guidance



Open Space and the Environment

In addition to providing recreational opportunities, open space and parks can significantly improve air and water quality, protect wildlife habitats, create viewsheds, improve groundwater retention, and help prevent flooding. Communities that value open space and parks recognize the trade-offs necessary to ensure the acquisition and preservation of these undeveloped spaces. These trade-offs include the allowance of higher densities in areas designated for development as well as proactive land preservation efforts that must:

- Protect from development land that is currently vacant and located in neighborhoods with little to no green space
- Be co-created with input from neighborhood residents, design professionals, and the City's Parks & Recreation Department
- Integrate newly preserved open space and parks into the City's existing parks and trails network

By carrying out these recommended actions, the City of Greenville will be in a position to meet the open space goals outlined in GVL2040.

PHASE I 2021-2022

Development of a methodology to identify vacant land to preserve and a process to acquire the land or its development rights will be the first steps to pursue. Different approaches to land preservation will be needed based on whether land is within or beyond designated nodes.

Areas outside of identified nodes for future development:

Develop a detailed framework that outlines the initial criteria for prioritizing vacant land acquisition in areas outside of identified nodes. These initial criteria may include:

- **Location** – the vacant property is located in a neighborhood or district that is currently underserved by parkland
- **Availability** – the property must be for sale or the property owner open to working with the City via a land trust or conservation easement
- **Connectivity** – the property should exhibit relatively straightforward prospects to connect to the City's existing parks, trails, and open space areas
- **Economic Viability** – the property has to be on the market and at a market price respective of its appraised value
- **Integral** – the property is essential to the City's overall goal of trail connectivity, park expansion, or similar

Create and engage a task force made up of residents who live in neighborhoods with unequal distribution of and access to green spaces, landscape architects, and Parks & Recreation personnel.

Empower this task force to refine, but not redefine, the recommended criteria and prioritized mapping for Planning Commission and City Council review and approval.

Areas within identified nodes for future development:

As part of the land management regulatory updates that occur during Phase I, mixed-use and/or form-based codes should be established for nodes and corridors that require a minimum percentage of open space or park area for all proposed developments.

PHASE II

2023-2025

Buy vacant land or acquire development rights in accordance with the criteria established during Phase I.

Annually assess and measure the **outputs** of vacant land acquisition:

- Acreage acquired
- Linear feet of new trails
- Number of newly created neighborhood parks, community gardens, gathering spots, etc.
- Number of properties added to those citywide located within ½ mile of a park, trail, or similar

Annually, assess and measure the **outcomes** of vacant land acquisition:

- Property valuation changes within ½ mile of new parks, trails, gardens, open space, or similar
- New users' assessment and qualitative review of recently added parks, trails, gardens, open space, or similar

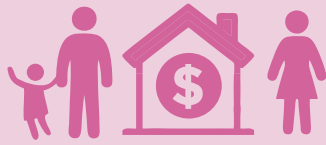
PHASE III

2026-2040

Continue to acquire land and development rights – approximately 40 to 50 acres per year, on average, to achieve a preservation target of 35% of Greenville's remnant vacant land (or 950 total acres).

Monitor the open space requirements for new developments within and outside of development nodes and adjust as needed to ensure desired outcomes.

Implementation Guidance



Affordable Housing Opportunities

A ready and ample supply of housing affordable to working households is essential for Greenville to be economically competitive and to grow—and to do so equitably and sustainably. Such a supply hinges on a combination of public-private partnerships and the correct urban form, and it must:

- Be profitable when compliant with future development codes
- Meaningfully add to the dignity of residents and neighbors of new developments
- Contribute to the sense of interconnectedness between new and existing development

Through adherence to the actions recommended for the three implementation phases, the City of Greenville will be in a position to meet the affordable housing goals outlined in GVL 2040.

PHASE I 2021-2022

Further develop the empirical data needed to guide implementation of affordable housing actions.

Conduct a fine-grained **analysis of development costs** in order to accurately project anticipated cost gaps

Conduct a detailed **analysis of estimated demographic changes** to project unit size, type, and configuration goals

Conduct a detailed **job generator analysis** to be able to accurately gauge second order demand consequences of job growth

Prepare a detailed **matrix to show high-low ranges for the key variables impacting cost per unit outcomes in the context of development profitability node by node**. Include specific examination of the variables of height, density, lot coverage ratios, unit sizes, and construction costs for both market and below-market rate units.

Establish a public-private task force impaneled to design the program features for how the **10% minimum inclusion goal** will be achieved.

The task force, or working group, should be chaired by the City's Community Development Division and consist of representatives from the Planning Commission, City Council, the Office of the City Manager, the Office of Management and Budget, the private sector for-profit development community, the private non-profit sector development community, and individuals with expertise in asset and residential property management.

The task force should deliver to the Greenville City Planning Department and Planning Commission answers to the following questions

- *What is the actual high-low range of floor area ratio, dwelling units per acre, and lot coverage ratios that should be incorporated into the update to the city's development code?*
- *What are the final exact incentive arrangements for developers that should be incorporated into the update to the City's development code?*

The task force should design a testable prototype framework with incentives sufficient to attract developers—the purpose being to iron out in a real project the practical contours of an ambitious inclusionary effort.

The task force should visit or invite staff from the following cities to Greenville to learn about best practices: Boulder, CO; Montgomery County, MD; Seattle/King County, WA; Aspen, CO; Park City, UT.

The task force should deliver to the Greenville City Council answers to the following questions:

- *Will the 10% minimum goal be achieved a la carte or on a portfolio basis? If on a portfolio basis, what will be the formula to negotiate allocation requirements?*
- *What will be the framework to determine the local taxpayer share of financing cost gaps, the developer's share, and the share of any other parties?*
- *How often will portfolio-wide goals be checked against citywide affordable housing actuals to determine if more or less aggressive inclusionary efforts are needed?*
- *Which body—the City Council, a department of the City, or other—will have responsibility to oversee the effort to achieve GVL2040 housing goals?*
- *Which body will have what level of relevant enforcement authority?*
- *How will pay-ins occur, both by the City and developers?*
- *With density and height too low to generate a high internal rate of return and acquisition and construction expenses likely to be high, what will be the finance mechanism to ensure some percentage of appropriate infill in existing neighborhoods—the so-called missing middle—are affordable?*
- *How might a payment-in-lieu system work to support affordable housing development when/if inclusionary goals cannot be met within a given project? Should some of that revenue be available for use to address historic housing-wealth disparities in the local market?*

Incorporate the work of the task force into the update of the City's zoning code

Based on analysis performed earlier in Phase I, fold zoning-based affordable housing incentives into the City's updated zoning code to stimulate the inclusion of affordable units within market-rate development in nodes, along corridors, and elsewhere as deemed appropriate.

PHASE II 2023-2025

Monitor early projects and evaluate outcomes

As early projects are completed and put into service, examine the process for possible flaws and shortcomings. Implement modifications as needed.

Catalog and track newly developed affordable units to ensure compliance

Based on decisions made during Phase 1 with regard to administration and enforcement, ensure that an inventory of new units is maintained and updated and that units are rented to income-eligible households at a cost affordable to the target market.

PHASE III 2026-2040

Annually assess production volumes, outcomes, and markets served, making adjustments as needed

Every year, an assessment of progress should be performed that looks at where and how many units are in production, how close the City is to the goal of at least 10% affordable units as a percentage of all units, which household types and income ranges are served, and whether there is a need to adjust policies to serve new markets or achieve greater production volumes.

Continue to track and monitor new affordable units

Long-term tracking and monitoring of new units is critical to ensure that gains, already made, are sustained.

Implementation Guidance



Transportation & Mobility

When good urban form with enough density is established, alternatives to automobile travel become more realistic and convenient options for people who live, work, or access services along key corridors, in traditional neighborhoods adjacent to those corridors, or in emerging mixed-use nodes. For these alternatives to truly feel like viable options, though, they must:

- Be safe and feel safe
- Connect people with areas they want to access
- Provide convenient transitions between modes
- Work together as a coherent and accessible system

Changes in travel demand and transportation technology will be the rule over the next 20 years—perhaps more so than at any time since the 1950s, when personal cars and highway infrastructure reshaped cities. As a result, flexibility and adaptation must be part of ensuring that transportation in Greenville adequately serves emerging land use and travel patterns.

PHASE I 2021-2022

Ensure that the process to revise Greenville's zoning code pays close attention to alternative modes of transportation

Walking, biking, and taking transit often feels unsafe or inconvenient in Greenville (especially beyond downtown) because a half-century or more of development has prioritized the automobile. Therefore, development regulations will play an important role in the gradual emergence of an urban form that is more conducive to alternative modes of travel—as has already occurred over the past generation in the heart of Greenville.

Guidance provided under Urban Form & Design—inclusive of the placement and quantity of parking, and how buildings address the public right-of-way—will be a foundational step in the direction to give Greenville residents a wider range of appealing mobility options. Requiring bus stops at new developments, along existing bus lines, is another example of a mobility-supportive policy.

Continue implementation of intelligent transportation management systems with the emergence of truly multi-modal corridors in mind

Greenville is already making strides when it comes to the use of advanced technologies to expand the capacity and improve the function of existing roads and traffic infrastructure. Going forward, these technologies can play an important role to make alternative modes safer and more convenient.

"Catch-up" on investments in Greenlink as a starting-point for more advanced transit investments in the future

Greenville needs to "walk before it runs" when it comes to public transit. A commitment to Greenlink's Transit Development Plan—which would put service on par with systems in peer cities—is the place to start. From there, prioritized, higher-frequency service to connect emerging nodes with each other, with downtown, and with activity and population centers in Greenville County can be realistically explored as implementation of GVL2040 unfolds.

Develop a City-County partnership for mobility linkages between downtown, other large nodes, and population/activity centers beyond the city limits

To advance both GVL2040 and the growth management goals of *Plan Greenville County*, a plan to provide more varied mobility options between key economic centers within and beyond the city will be needed. During Phase I, begin to explore new and expanded mobility options between these economic centers. Include feasible modes and the supportive policies that would be needed to make alternatives to cars more competitive with car travel.

PHASE II 2023-2025

As plans for corridors come together (see Urban Form & Design), identify preferred methods to pay for advanced transportation infrastructure and services

In terms of up-front capital costs, operations, and long-term maintenance, high-quality multi-modal infrastructure will not be inexpensive. And while federal and state resources can play an important role in meeting some costs, local resources will have to be identified to implement improvements in a timely manner, ensure the level of quality that Greenville expects, and ensure the sustainability of the improvements.

As corridor plans are updated or prepared to pinpoint the exact nature of multi-modal infrastructure desired for each corridor, simultaneous work to identify local funding mechanisms will be crucial to implementation.

Develop a phased approach to transportation and mobility improvements and begin implementation

The emergence of conducive urban form is unlikely to be even. Some nodes and corridors will emerge and mature sooner than others, dictated by market conditions and the City's ability (through the revised zoning code and incentives) to steer growth into particular areas. Therefore, some areas will be able to support high-quality multi-modal infrastructure sooner than others and synchronize these improvements with development activity (and vice-versa) will be important to achieve—over time—a well-connected system.

Begin implementation of alternative linkages between City and County

Based on options explored during Phase I, begin implementation of pilot projects to provide viable and competitive alternatives to car travel between important city nodes and key population/activity centers in Greenville County.

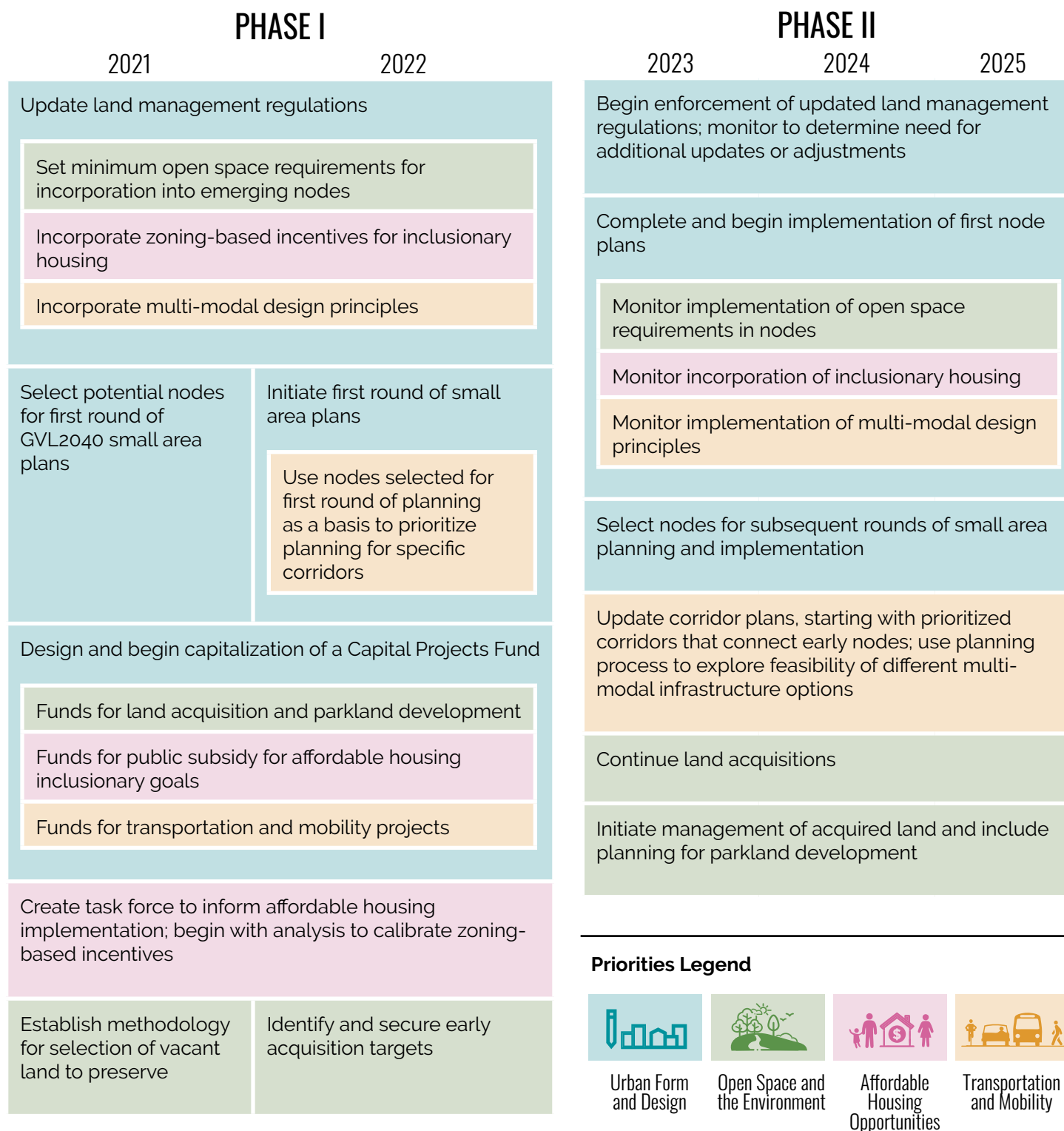
PHASE III 2026-2040

Continue implementation of transportation and mobility improvements according to the phased approach, and monitor the performance of completed infrastructure to inform adjustments

As infrastructure is completed and goes into service, have a process in place to assess the user experience and how well the improvements serve the emerging urban form of nodes and corridors. If certain elements underperform or perform differently than foreseen, make adjustments as necessary and add lessons learned to ongoing work.

PHASE I AND PHASE II IMPLEMENTATION STEPS: AN INTEGRATED TIMELINE

The implementation steps to undertake for each of GVL2040's priorities will occur on parallel and connected tracks, with progress in one area feeding into progress made in others. During Phase I of the implementation process, in particular, difficult and complex tasks will need to be undertaken simultaneously and require high levels of coordination and communication.



PRIORITIZED “MUST-DO” CHECKLIST FOR 2021-2022



The first 24 months will set the stage for the remainder of the implementation process. While there are more than six steps to take during this period, the following six represent a “must-do” list of essential tasks that will keep implementation on track.



1 A GVL2040 consistency policy is passed with or shortly after plan adoption

A consistency policy is a commitment made by City Council to evaluate the degree to which decisions are in accord with the comprehensive plan. Passing such a policy keeps the plan front-and-center in the minds of City and community leaders.



2 A GVL2040 Implementation Coordinator is appointed or hired early in 2021

The complexity of GVL2040’s implementation tasks calls for a coordinator who is accountable to keep track of the different parts, facilitate communication across City departments and with community stakeholders, and problem-solve when critical elements of implementation may encounter barriers.



3 The City must create an Economic Development Strategy

To be completed by summer 2021, an economic development strategy that speaks to the vision for growth in GVL2040 will guide the City’s actions with respect to job creation, the composition of Greenville’s economy, economic output goals, workforce development, and related matters as defined by City Council.



4 Land management regulations are updated by the end of 2022

An overhaul to the City’s land management regulations (or zoning code) is the most critical step to take on the path toward implementation of the node and corridor growth framework. Incorporation of zoning-based incentives for affordable housing and form-based characteristics to advance open space and transportation goals will make this task a critical step for all GVL2040 priorities.



5 A capital projects fund is designed and accumulating resources by the end of 2022

Policy commitments must be complemented by resource commitments. The creation of a capital projects fund will play a key role to provide a predictable source of funding for important projects. With both Greenville County and the City of Greenville engaged in comprehensive plan implementation simultaneously, the timing is right for a partnership on this front.



6 A methodology to select vacant land is chosen in 2021 and put into action in 2022

The removal of vacant land from Greenville’s supply of developable land will play a catalytic role in the emergence of a node and corridor growth framework that is feasible for developers—with land valuation that encourages the densities needed to support inclusionary housing goals and multi-modal transportation options.

PART 2

ELEMENTS



OVERVIEW

Part 2 of GVL2040 contains information that supplements content found in Part 1 and serves the following purposes:

- Many of the sections in Part 2 directly address the **nine comprehensive plan elements** required by the South Carolina Comprehensive Planning Act. Most comprehensive plans in the state use the nine elements to organize the plan document, but GVL2040 eschewed that approach in recognition that most issues cut across a wide range of planning elements and that good plans are ill-served by topical silos. Consequently, all elements have been interwoven within Part 1 and are called-out separately in Part 2 to clarify their relation to GVL2040's priorities and framework for growth.
- Numerous **plans and studies** have been produced in recent years that remain relevant and have informed the GVL2040 planning process. These documents are noted in Part 2, where they have been categorized within their respective plan elements.
- An elaboration on **public engagement** during the GVL2040 planning process is provided to memorialize the instruments that informed the plan's development.
- Creating a plan that was **streamlined and readable** was a priority for the GVL2040 planning process, and Part 2 serves that purpose with data and inventory-style maps that could not be easily placed within Part 1 without sacrificing its brevity and coherence.

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POPULATION

Context for
GVL2040

GVL2040 is a plan that anticipates and welcomes population growth and embraces the City of Greenville's position as a population hub in a growing region. Rather than seek to limit further growth within the city limits, the plan lays out a strategy to steer growth in ways that will aid the achievement of goals around community priorities. In this way, GVL2040 aligns with *Plan Greenville County*—the County's comprehensive plan—which calls for a focus on infill and redevelopment in established areas and the use of growth to reinforce and enhance "character areas" from urban to rural.

The preferred growth scenarios in *Plan Greenville County* and GVL2040 anticipate continued and rapid growth in Greenville County between 2020 and 2040, with the County projected to grow by roughly 220,000 residents, or around 90,000 households. The preferred growth scenario for GVL2040 calls for absorption of 20,000 of those households, which would maintain and slightly enhance the city's population as a share of the county's population.

Projections are only projections, of course, and GVL2040 is designed to help the community make decisions when the unexpected happens. If regional growth occurs at modestly or even dramatically lower rates than anticipated, the implementation process can adapt by, for example, acceleration of the preservation of vacant land and a reduction in the number of emerging nodes.

Relevant Plans,
Studies, and Other
Documents

Plan Greenville County (2019)

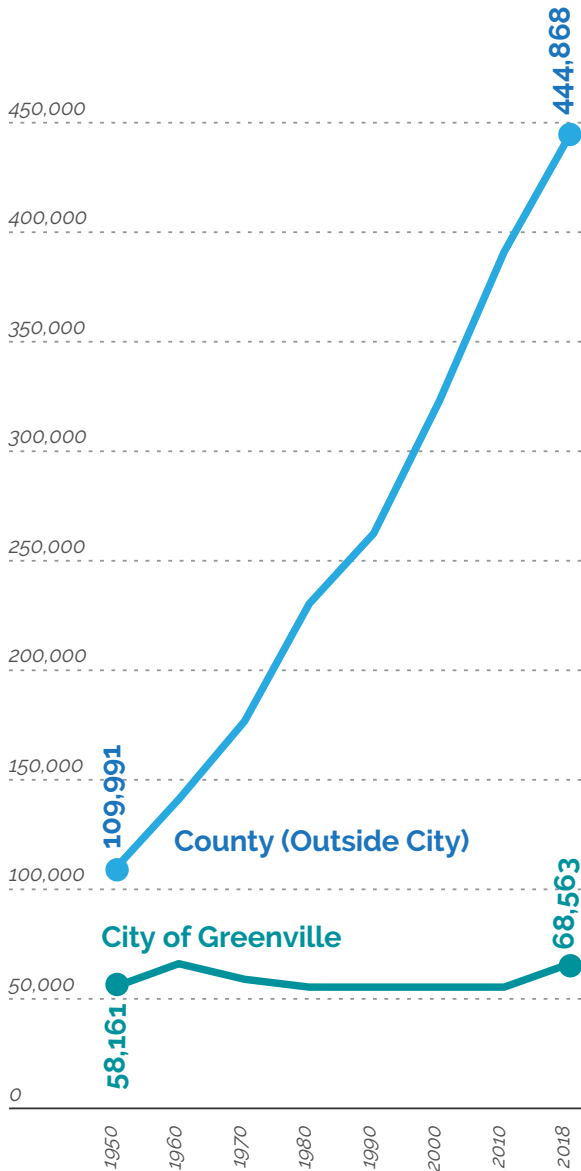
Appalachian Council of Governments, Population Projections by County, 2015-2040

Supplemental Data
and Information

Data on population and growth trends can be found in Part 2 of GVL2040. Supplemental data are provided on the following pages.

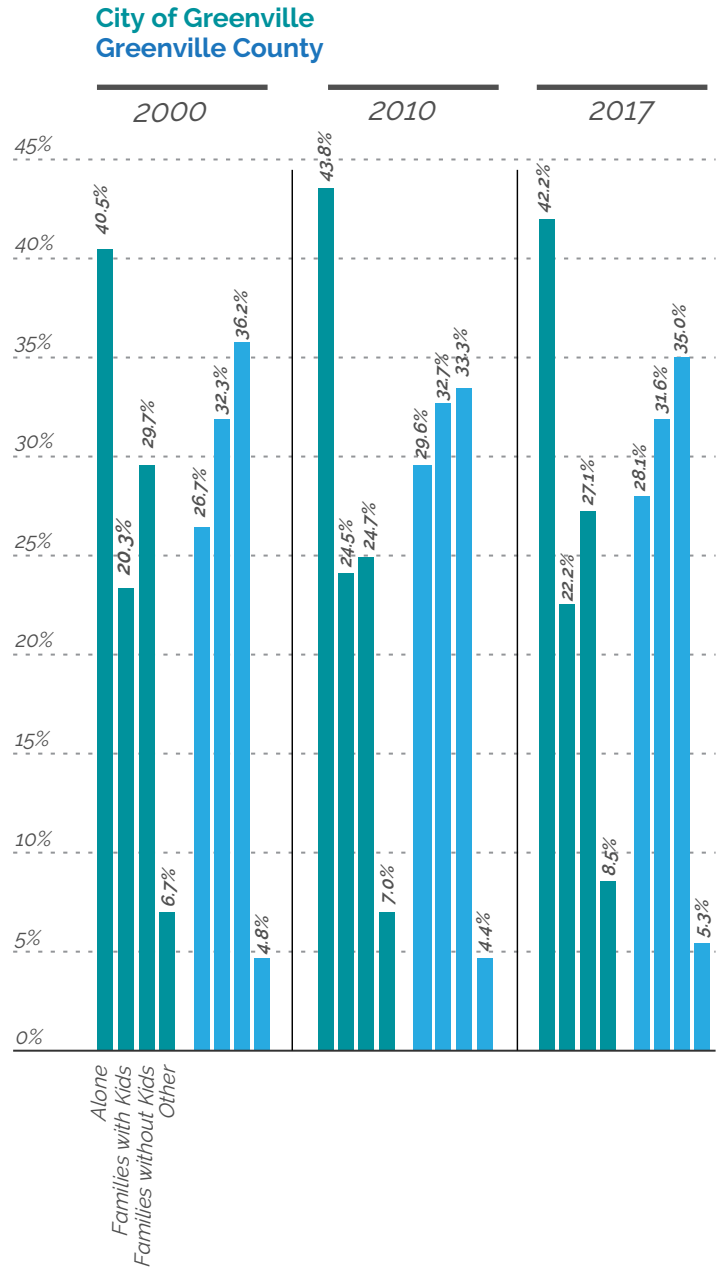


City and County Population Trends, 1950-2018



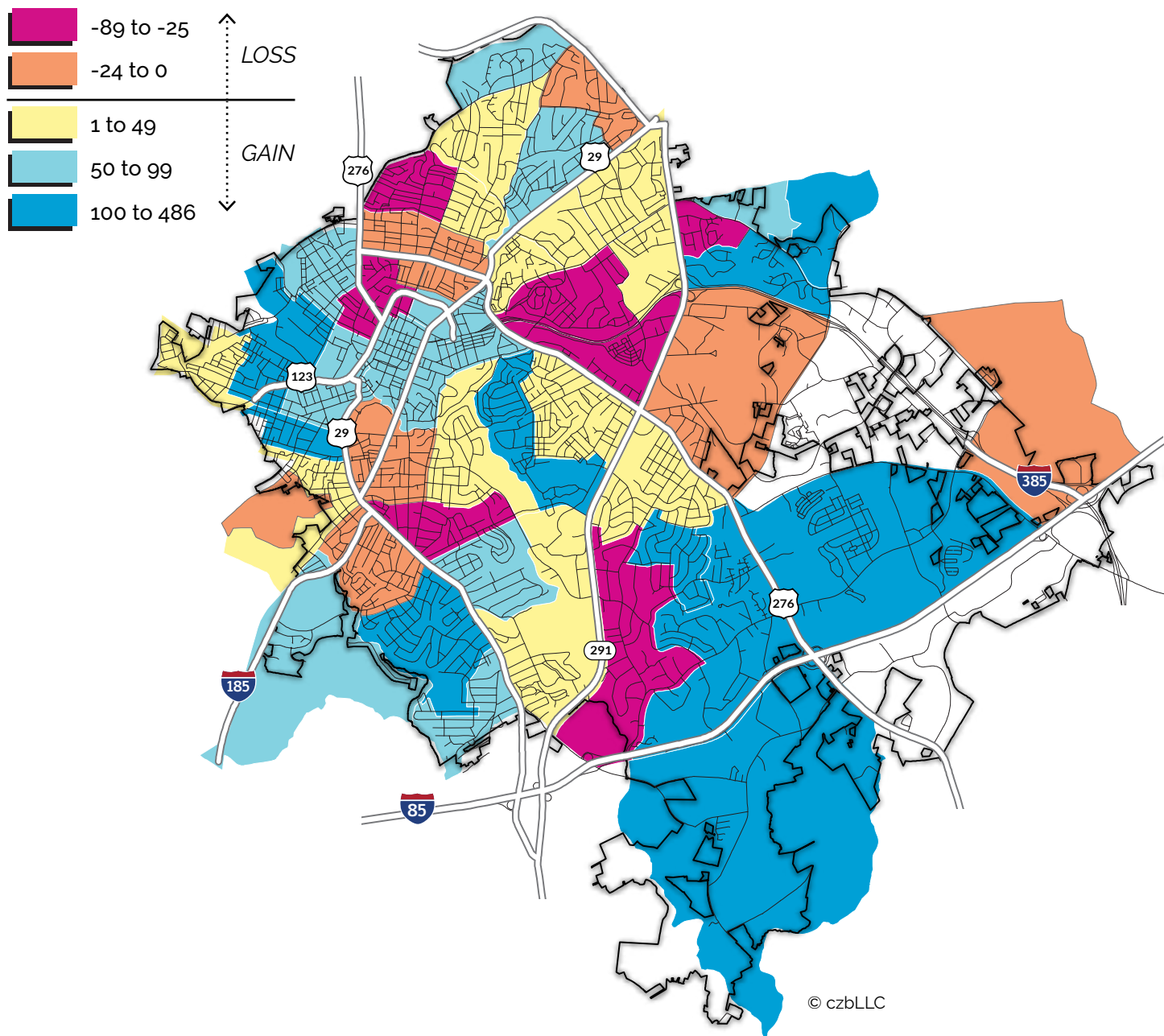
Source: U.S. Census Bureau

Household Type/Composition, 2000, 2010, 2017



Source: U.S. Census Bureau

Change in Number of Households, by Block Group, 2013-2017



Source: czb analysis of U.S. Census Bureau American Community Survey 5-year estimates for 2013 and 2017

ECONOMY

Context for
GVL2040

Growth in employment, income, and other economic indicators, since Greenville's 2009 comprehensive plan, have all shaped the GVL2040 planning process through the influence of economic growth and development on this plan's priority issues:

Open Space and the Environment: A diminishing supply of vacant land, most of which is currently zoned for development, raised concerns about the long-term environmental and quality of life costs if recent land consumption rates continue.

Affordable Housing Opportunities: Job and income growth, along with high quality of life, have spurred greater demand for housing, which has led to growth in housing prices and rents above and beyond the rate of inflation. This has raised concerns about equitable access to housing, especially for workers at the lower end of Greenville's wage scale who are critical to the functioning of the city's hospitality and service sectors.

Transportation and Mobility: Job growth, settlement patterns, and limited investment over time in alternatives to automobile commuting have all combined to produce noticeable—but not yet debilitating—levels of congestion on major corridors in the city.

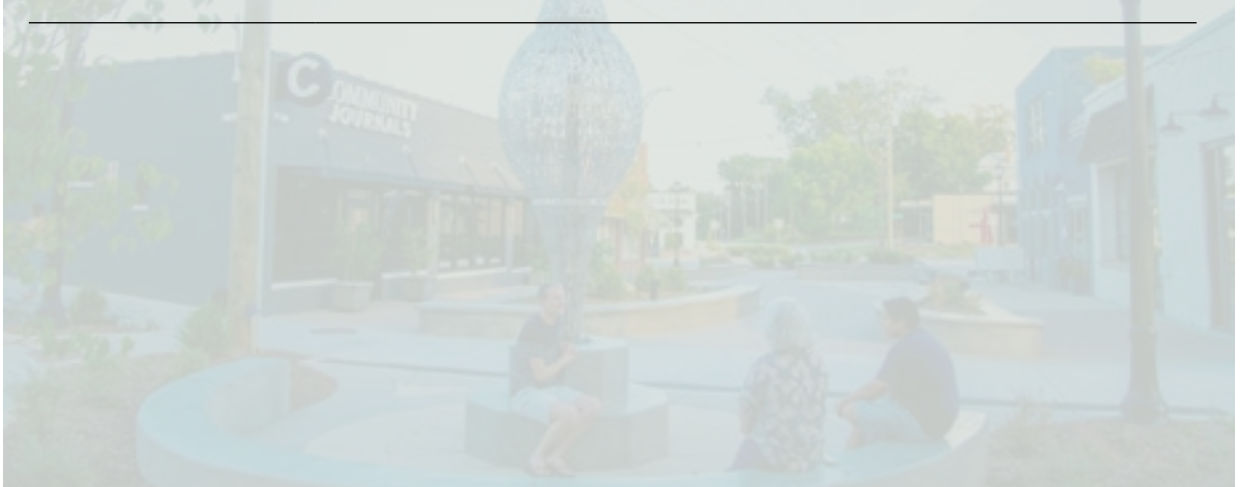
GVL2040's vision for growth, within a node and corridor framework that advances outcomes on these priority issues, is a vision to make continued economic gains both feasible and sustainable, while addressing social, fiscal, and environmental pressures associated with economic growth. Going forward, economic development planning, in Greenville, can play a supportive role to advance this framework.

Relevant Plans,
Studies, and Other
Documents

Comprehensive Economic Development Strategy (CEDS) for the Appalachian Region of South Carolina, 2018-2022 (2017)

Supplemental Data
and Information

Data related to the economy and economic growth are integrated within Part 2 of GVL2040. Additional or more detailed data to supplement Part 2 are presented on the following pages.



Unless stated otherwise, all data come the U.S. Census Bureau. Sources include the Decennial Census (2000 and 2010) and the American Community Survey 5-Year Estimates (2006-2010 and 2014-2018)

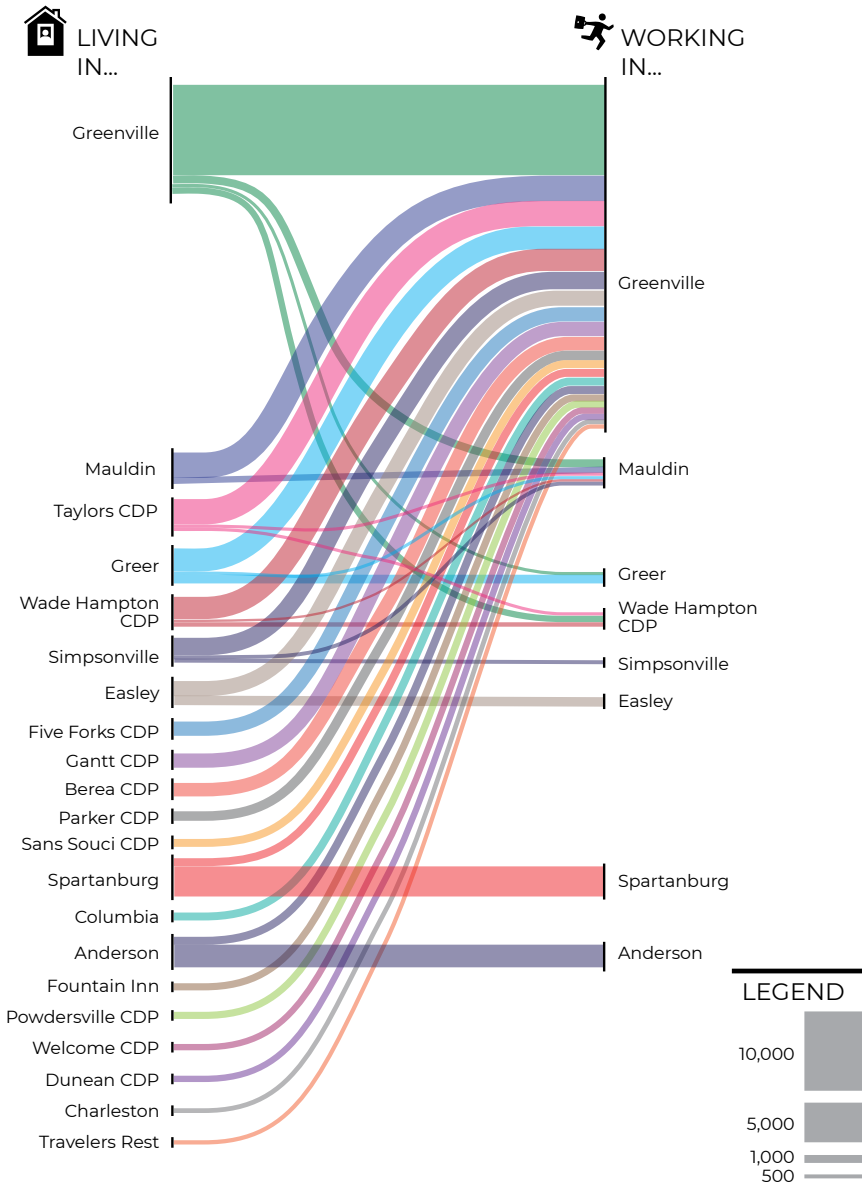
Employment by Industry Sector for City of Greenville Residents , 2000, 2010, and 2018

INDUSTRY	2000		2010		2018	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
Total Employed	28,379	100	28,652	100	35,585	100
Agriculture, forestry, fishing and hunting, and mining	124	0.4	106	0.4	103	0.3
Construction	1,524	5.4	1,484	5.2	1,262	3.5
Manufacturing	4,136	14.6	3,691	12.9	4,187	11.8
Wholesale trade	1,041	3.7	939	3.3	1,361	3.8
Retail trade	3,166	11.2	2,993	10.4	3,098	8.7
Transportation and warehousing, and utilities	802	2.8	1,058	3.7	933	2.6
Information	1,218	4.3	817	2.9	903	2.5
Finance, insurance, real estate, and rental and leasing	1,947	6.9	2,022	7.1	2,495	7.0
Professional, scientific, management, administrative, and waste management services	2,791	9.8	3,243	11.3	5,770	16.2
Educational, health and social services	6,809	24	6,954	24.3	8,760	24.6
Arts, entertainment, recreation, accommodation and food services	3,001	10.6	2,833	9.9	4,166	11.7
Other services (except public administration)	1,218	4.3	1,545	5.4	1,800	5.1
Public administration	602	2.1	967	3.4	747	2.1

Household and Family Income in City of Greenville , 2000, 2010, and 2018

	2000	2010	2018
Aggregate Household Income	\$1,268,814,800	\$1,693,538,800	\$2,532,010,400
Per Capita Income	\$23,242	\$28,994	\$38,523
Income Per Employed Resident	\$44,710	\$59,107	\$71,154
Median Household Income	\$33,144	\$40,291	\$53,571
Median Family Income	\$44,125	\$57,933	\$76,633

Selected Commuter Flows in Greenville Region, 2017



Source: czb diagraming of Longitudinal Employer-Household Dynamics data from the Center for Economic Studies, U.S. Census Bureau

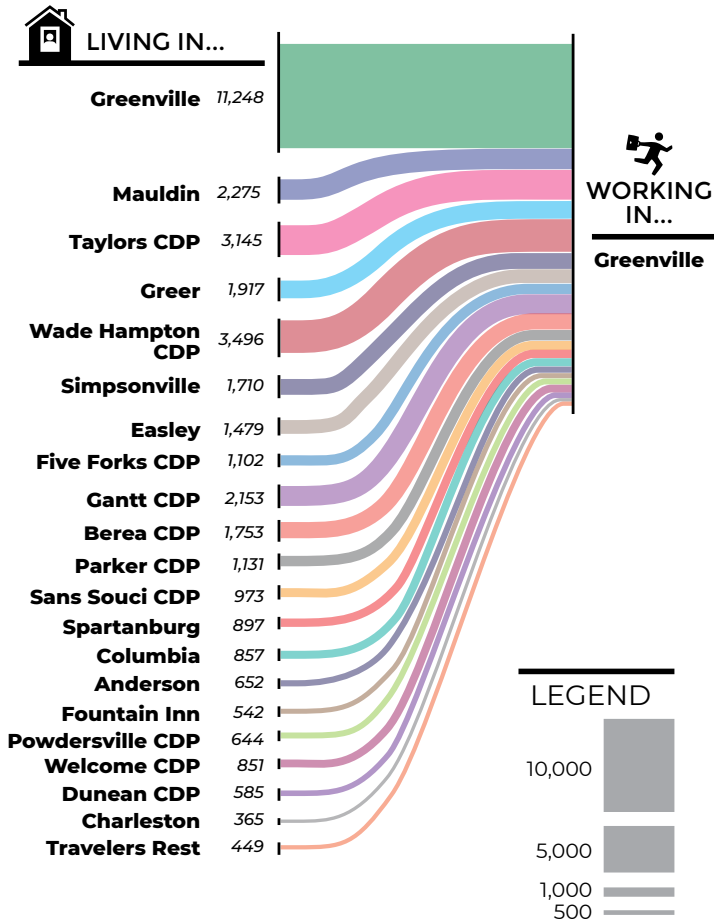
Greenville Commuting Patterns for All Jobs, 2002, 2010, and 2017

	2000	2010	2017
Total Jobs in Greenville	89,021	92,147	115,896
Greenville Residents Working in Greenville	11,248	9,133	11,345
Non-Residents Working in Greenville	77,773	83,014	104,551
Greenville Residents Working Outside Greenville	15,237	14,745	17,858

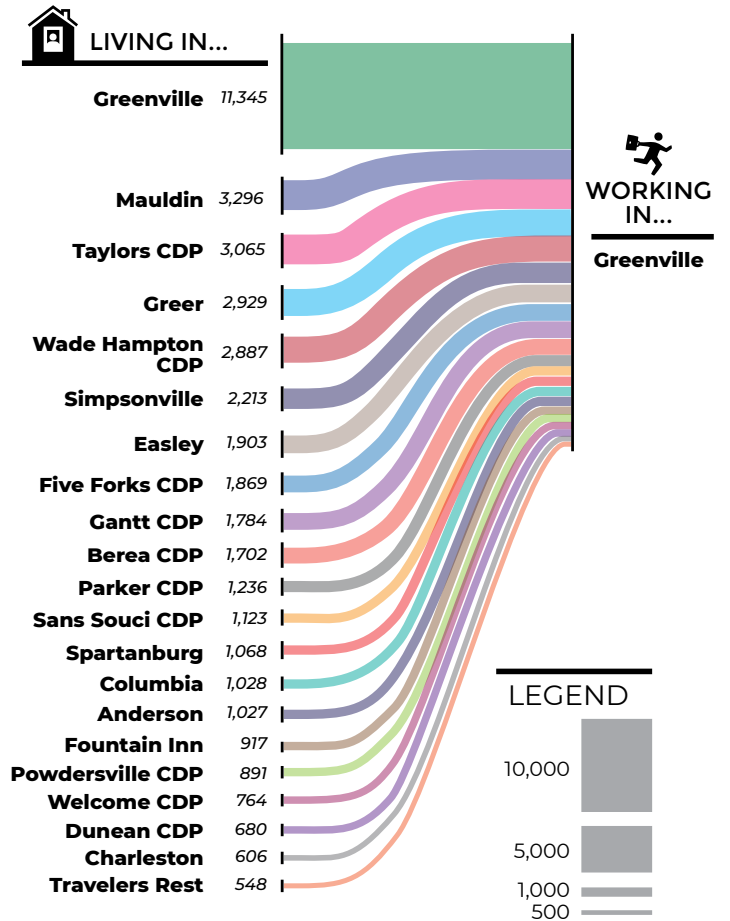
Source: Longitudinal Employer-Household Dynamics data from the Center for Economic Studies, U.S. Census Bureau

Selected Commuter Flows into City of Greenville, 2002 and 2017

2002



2017

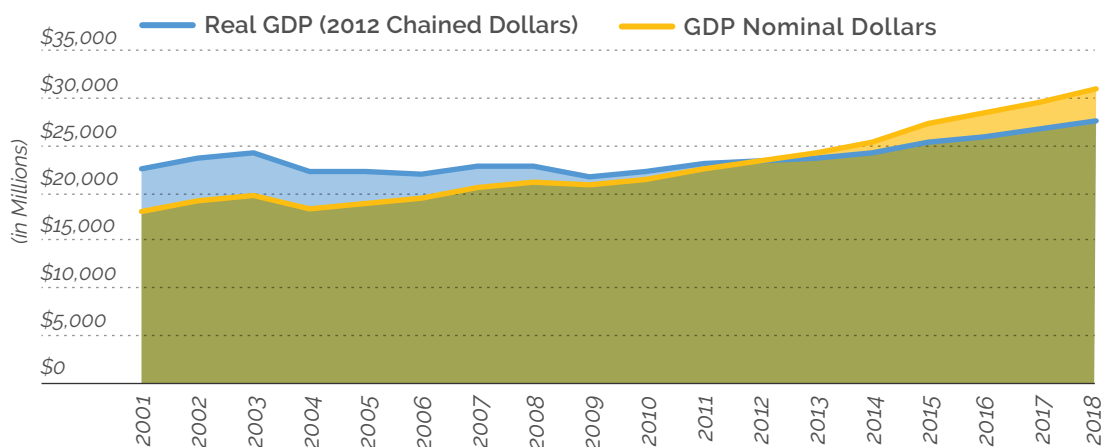


Source: czb diagraming of Longitudinal Employer-Household Dynamics data from the Center for Economic Studies, U.S. Census Bureau

Educational Attainment of Adults in City of Greenville (Ages 25+), 2000, 2010, and 2018

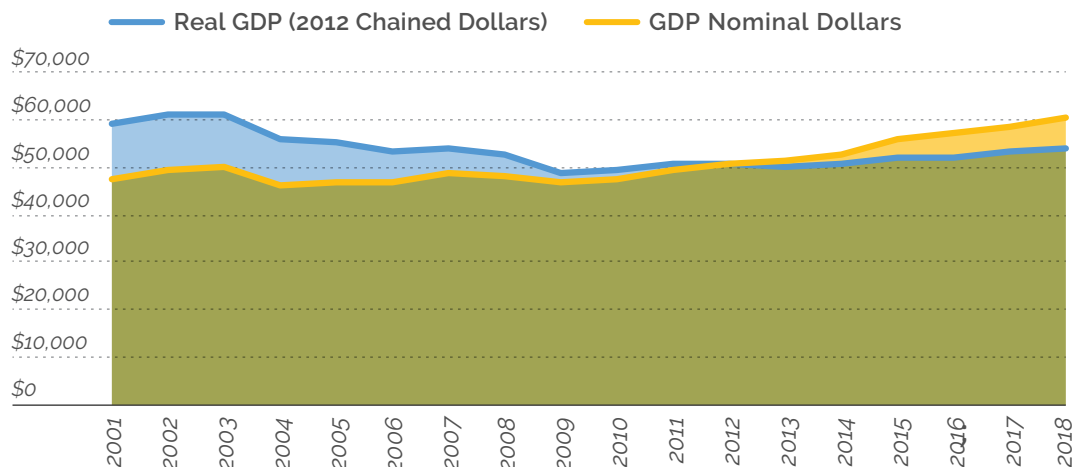
	2000	2010	2018
Percent high school graduate or higher	79.0%	83.8%	90.0%
Percent bachelor's degree or higher	34.2%	40.2%	48.3%

Gross Domestic Product, Greenville County, 2001-2018



Source: Bureau of Economic Analysis

Per Capita Gross Domestic Product, Greenville County, 2001-2018



Source: Bureau of Economic Analysis

**Labor Force and Labor Participation
in City of Greenville, 2010 and 2018**

	2010	2018
Population Age 16 and Over	47,927	54,115
In the Civilian Labor Force	31,263	37,377
Participation Rate	65.2%	69.1%

Source: U.S. Census Bureau, American Community Survey 5-year estimates

NATURAL RESOURCES

Context for GVL2040

Greenville's natural endowments have long played a significant role in its growth, from the first mills built on the Reedy River to harness the current to the more recent harnessing of the Reedy and other assets as quality of life amenities. During the GVL2040 planning process, it was recognized that these assets can continue to play such a role if they are well managed and if the consequences of high quality of life (such as higher demand to live in Greenville) are also well managed.

While the GVL2040 priority of Open Space and the Environment is the most direct reference to natural resources in the plan, the integrated nature of the three priorities means that natural resources have a bearing on a number of fronts that relate directly to the vision for 2040:

Open Space and the Environment: The GVL2040 planning process highlighted Greenville's remaining supply of vacant land—most of it zoned for development—as a prime opportunity to preserve land that protects environmental quality (water, in particular) and to use some of the preserved land to build on Greenville's inventory of recreational spaces.

Affordable Housing Opportunities: While affordable housing may seem to have little relation to natural resources, Greenville's recent ability to cultivate natural resources into quality of life assets has played a role in spurring demand for housing and boosting housing costs. Preservation of vacant land can be expected to have a similar impact. Steering growth into defined areas of higher density, as the plan recommends, is a way to realize open space preservation aims and achieve the densities that will contribute to affordable housing production.

Transportation and Mobility: GVL2040's node and corridor growth framework hinges on the emergence of multi-modal corridors that connect nodes of sufficient density. Realization of this goal has the potential to change travel habits for many Greenville residents and workers and lessen reliance on automobiles, which in turn can reduce per capita emission of gases and particulates related to transportation.

Continued planning around individual and collective assets related to natural resources (including parks) should remain as part of GVL2040 implementation to support the vision of a growing city that is also more sustainable and equitable.

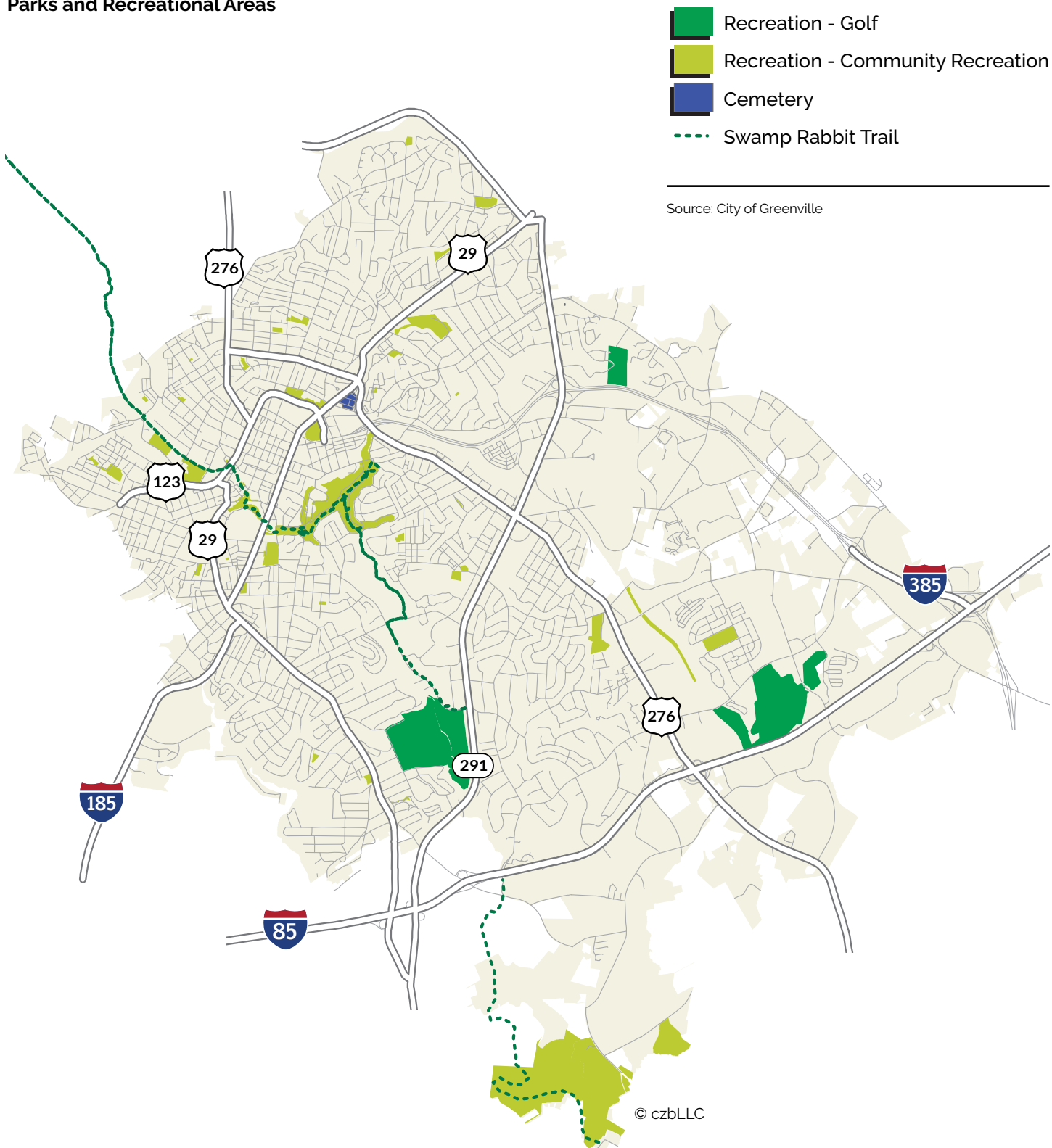
Relevant Plans, Studies, and Other Documents

Greenville Trails & Greenways Master Plan (2008)
Swamp Rabbit Trail Extension Master Plan (to be completed late 2020)
Cleveland Park Master Plan (2020)
City Park (Unity Park) Master Plan (2012)
Upstate Emissions Inventory (2014)
Natural Resources Management Plan for the Greenville Watersheds (2014)

Supplemental Data and Information

Data related to natural resources and the environment are integrated within Part 2 of GVL2040. Additional or more detailed data to supplement Part 2 are presented on the following pages.

Parks and Recreational Areas



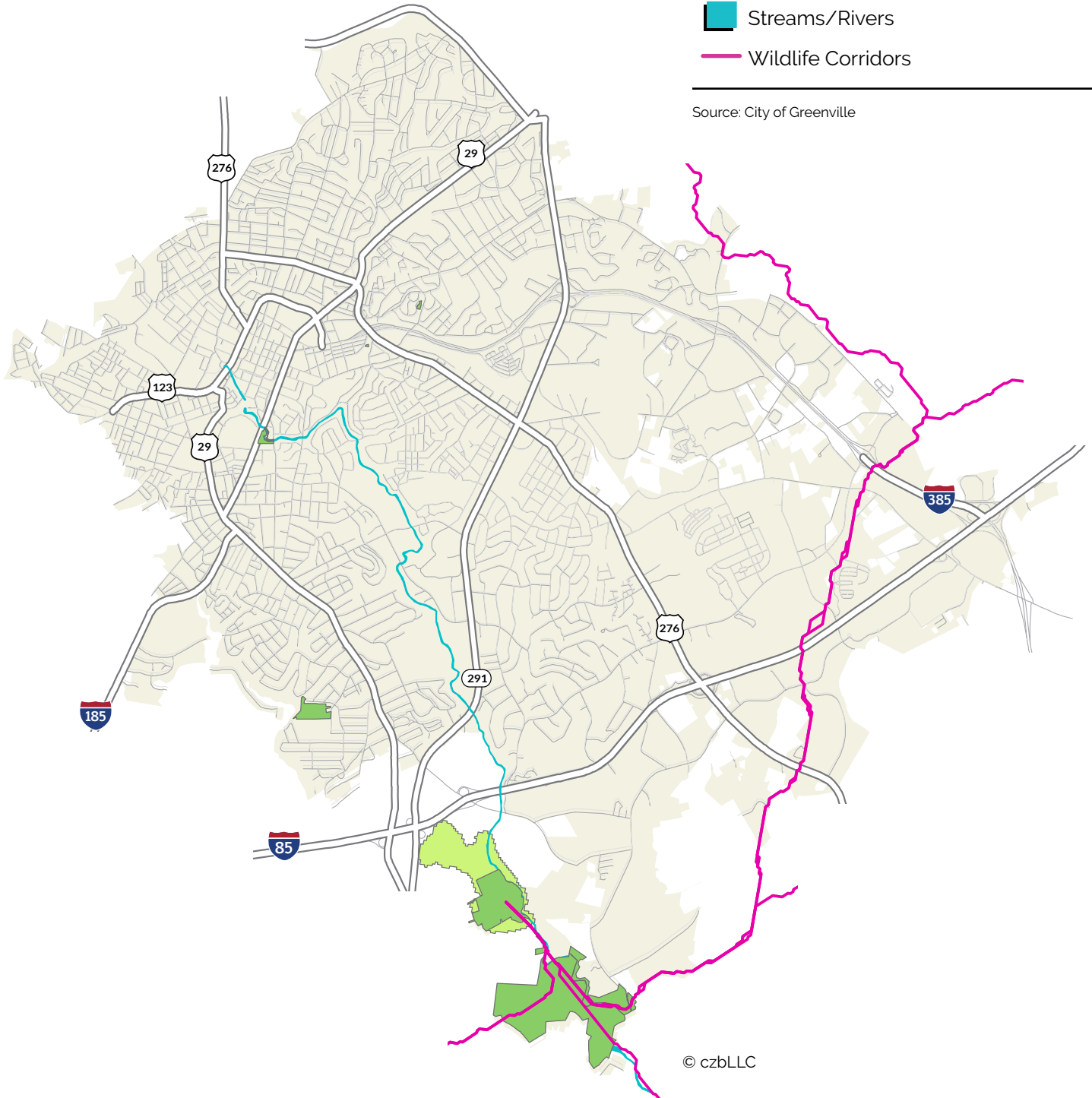
Trails by Type and Status



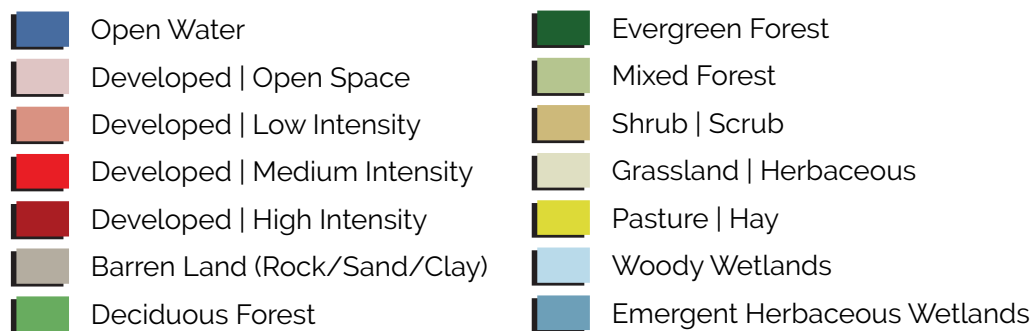
Protected Habitat

- Core Habitats
- Conservation Easements
- Streams/Rivers
- Wildlife Corridors

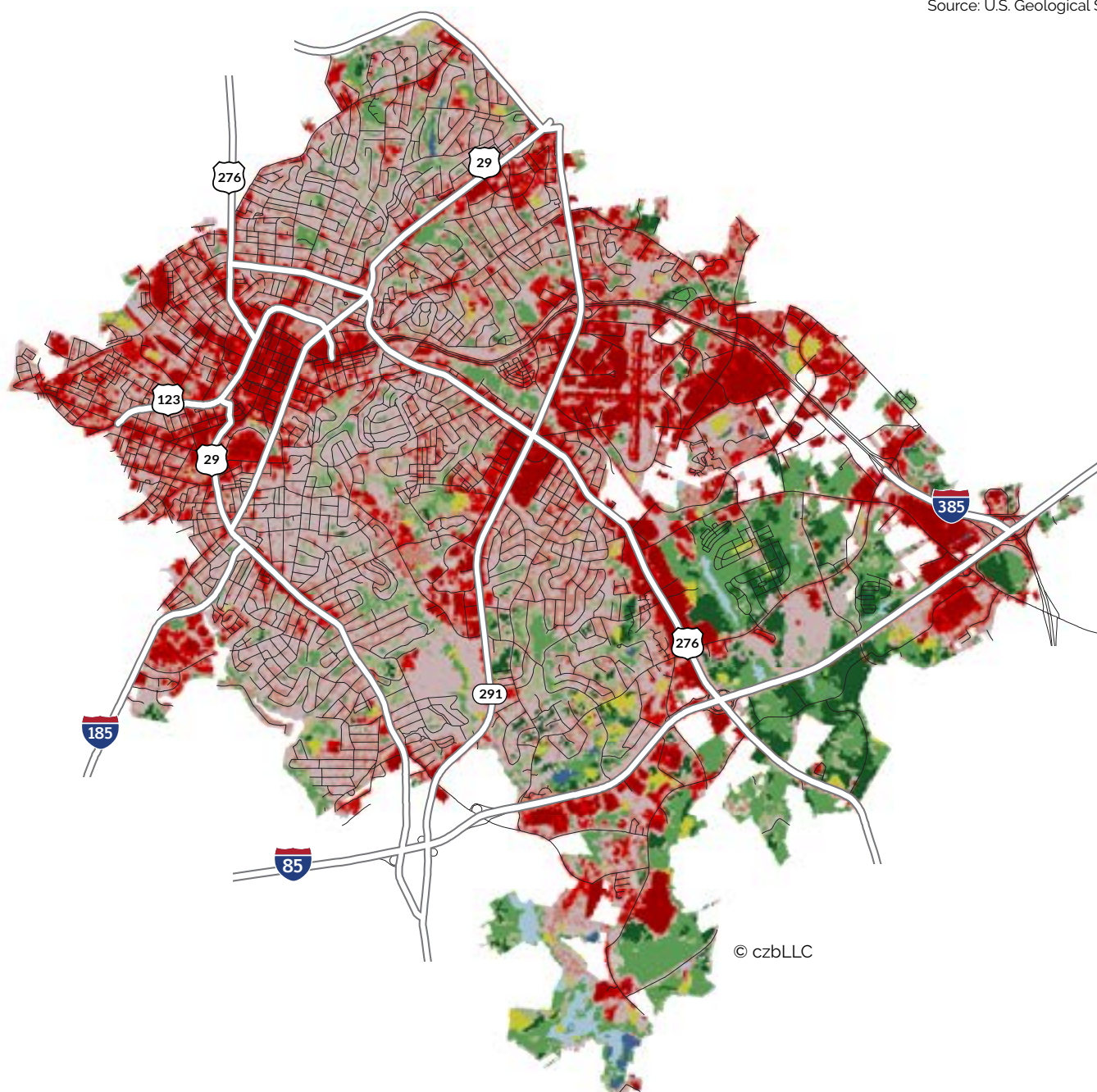
Source: City of Greenville



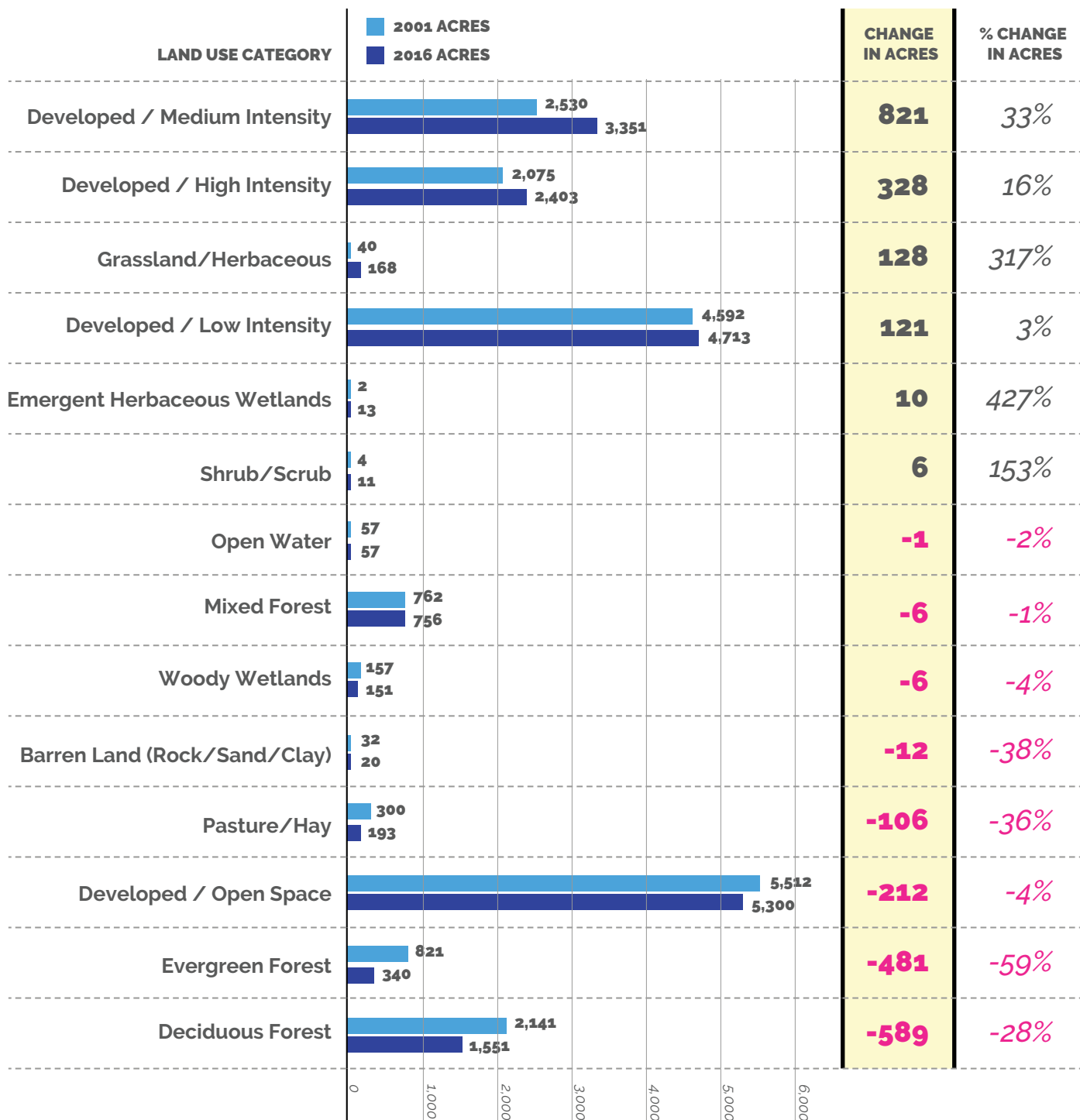
2016 Land Cover



Source: U.S. Geological Survey



Change in Land Cover 2001-2016



Source: U.S. Geological Survey

CULTURAL RESOURCES

Context for GVL2040

Cultural institutions and historic features of the built environment are important assets that have played a significant role in Greenville's ability to cultivate a high quality of life and sense of place—both of which have been factors in the city's recent growth. The vision of Greenville in 2040, described in this plan, is one where these resources are preserved and relate to the physical framework for growth in the following ways:

Historic Buildings and Districts: Greenville's inventory of historic buildings and historic districts exist largely beyond areas identified in the plan as potential nodes and corridors. Where overlap does exist, master plans for emerging nodes should seek to carefully integrate new with historic building fabric.

Within existing neighborhoods, outside of identified nodes, the plan envisions a largely preserved residential fabric with infill occurring in a sensitive manner to broaden the range of neighborhood housing options.

Downtown, Reedy River, and Adjacent Neighborhoods: GVL2040 calls for Downtown Greenville and its Reedy River landscape to continue to be Greenville crown jewels and for investments, there, to continue as envisioned in the Downtown Strategic Master Plan.

Parks and Natural Landscapes: The preservation of vacant lands in Greenville will open up opportunities to improve and enlarge the city's existing network of recreational spaces.

Relevant Plans, Studies, and Other Documents

- City of Greenville Architectural Inventory (2003)
- City of Greenville Historic Resources Survey (2018)
- National Register of Historic Places Nomination Documentation for
 - Col. Elias Earle Historic District (1982)
 - East Park Historic District (2005)
 - Hampton-Pinckney Historic District (1977/1982)
 - Pettigru Street Historic District (1982)
 - Reedy River Industrial District (1979)
 - West End Commercial Historic District (1993/1998)

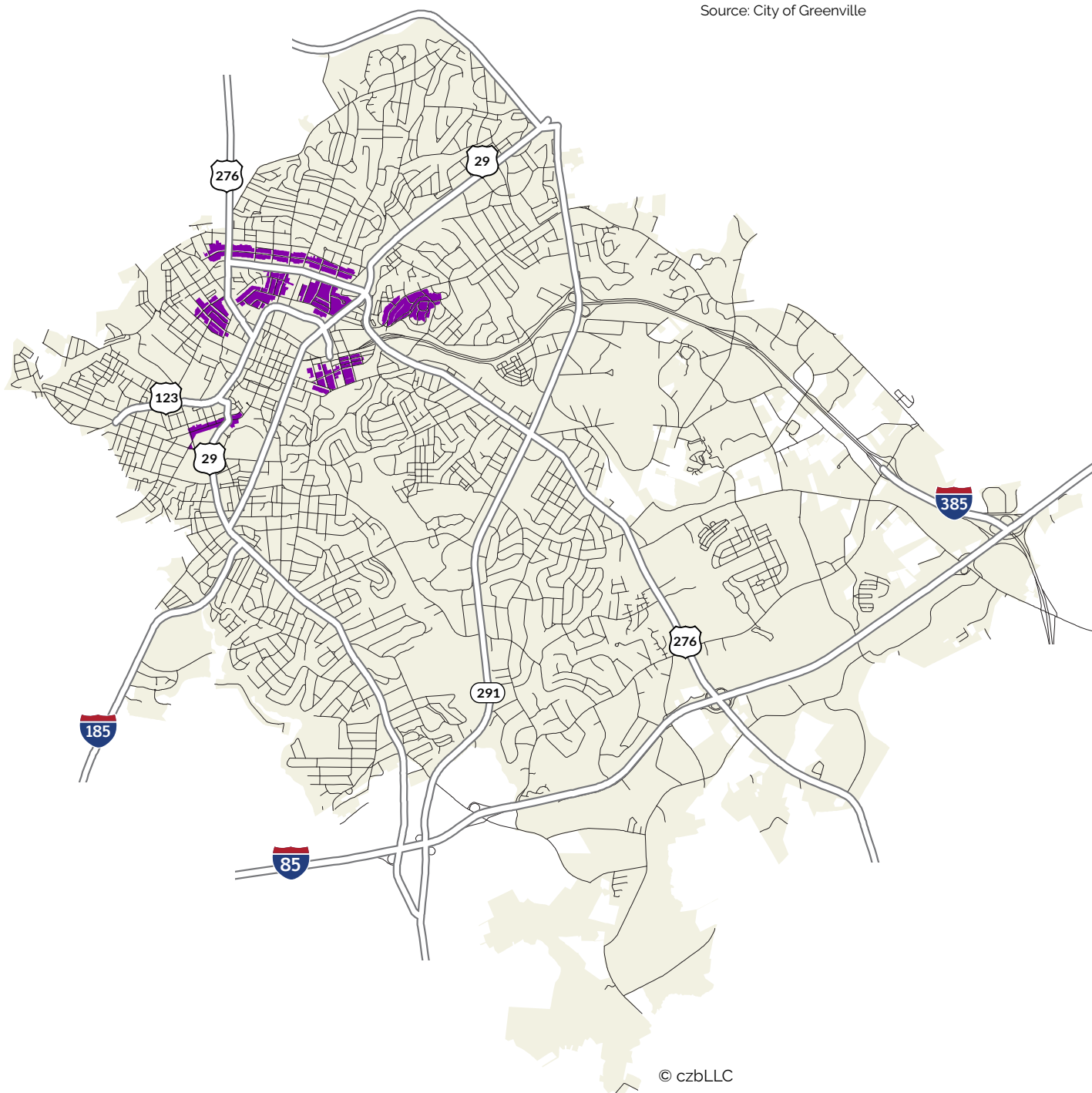
Supplemental Data and Information

The maps on the following pages present basic inventories of some cultural assets. More detail on these and other assets can be found in the relevant plans, studies, and other documents noted above.

Local Historic Preservation Designations



 Preservation Overlay Districts

Source: City of Greenville

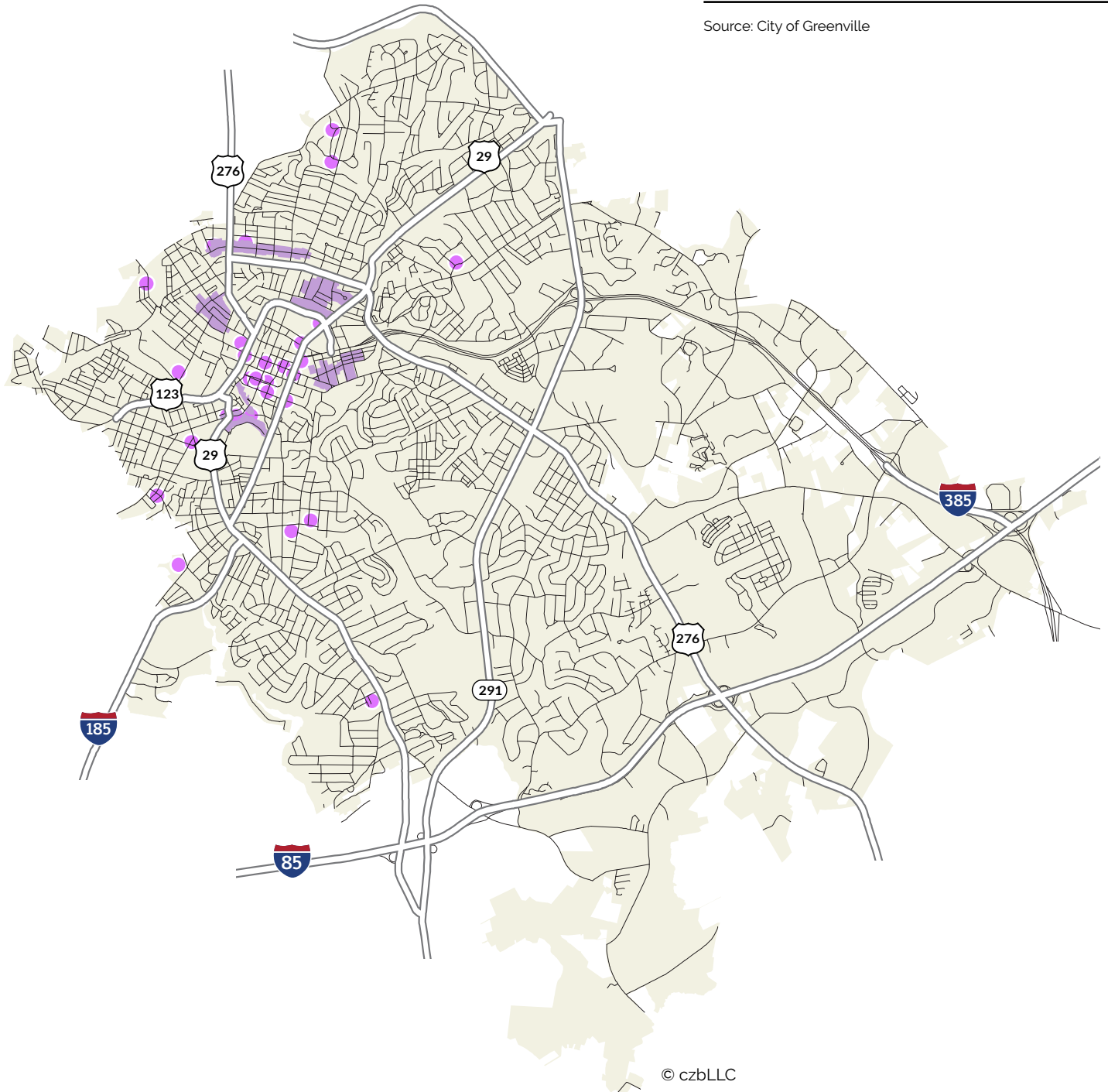


© czbLLC

National Historic Preservation Designations

-  National Historic Register Districts
-  Historic Places

Source: City of Greenville



COMMUNITY FACILITIES

Context for GVL2040

Community facilities that provide vital public services will need to be at the forefront of small area and infrastructure planning that takes place in preparation for development that adheres to GVL2040's node and corridor framework for growth. While potential node locations were chosen in part with existing infrastructure in mind—including adjacency to transportation and utility trunk lines—assessments of the capacity for systems to absorb growth around specific nodes must be part of more localized planning exercises to ensure that infrastructure investments are committed, where needed, to accommodate growth and maintain required levels of service to existing neighborhoods.

Relevant Plans, Studies, and Other Documents

Greenville Stormwater 2.0 Asset Management Program (2018)

Supplemental Data and Information

The maps on the following pages present basic inventories and descriptions of community facilities. More detailed information, along with short and long-term investment plans, can be found in documents listed above and retrieved from the agencies and City departments that manage essential infrastructure.



Utility Infrastructure

Stormwater and Sanitary Sewers

The City operates a collection system that is approximately 342 miles of sanitary sewer mains and marked a milestone in 2019 with 96% of the sanitary sewer system now located and surveyed (9,156 manholes).

Over \$11 million of capital improvement projects are planned through FY 2021/22. An annual report on the Sanitary Sewer Collection System is submitted to ReWa (Renewable Water Resources), and a CMOM (Capacity, Management, Operations, Maintenance) plan is maintained and regularly updated.

The Greenville Stormwater 2.0 Asset Management Program includes multiple tools and plans, and has involved a comprehensive look at:

- CIP project prioritization,
- comprehensive water quantity and quality modelling,
- gap analysis (Stormwater detention addresses 24-year storm, how does that ultimately affect the 100-year floodplain?)
- asset management (system inventory and condition assessment)

Wastewater Treatment

ReWa provides wastewater treatment services to the City of Greenville, Greenville County, and portions of adjacent counties. ReWa maintains a strategic plan and a capital improvement plan and was engaged in the Plan Greenville County comprehensive plan to inform ReWa's efforts to plan for and accommodate future growth.

Water

Greenville Water provides potable water service to the City of Greenville, most of central and southern Greenville County, and small parts of adjacent counties. The agency maintains a capital improvements program and actively engages in regional watershed management and planning.

Electric and Gas

Duke Energy provides electricity services to customers in the City of Greenville and Piedmont Natural Gas provides gas services.

According to the 2018 American Community Survey, 35% of occupied housing units in the City of Greenville are heated by natural gas, 62% are heated by electricity, and the remaining 3% use bottled gas, fuel oil, wood, or other fuels.

Sewer Lines, 2019

- Sewer Gravity Mains
- Sewer Force Mains
- Sewer Lateral Line

Source: City of Greenville

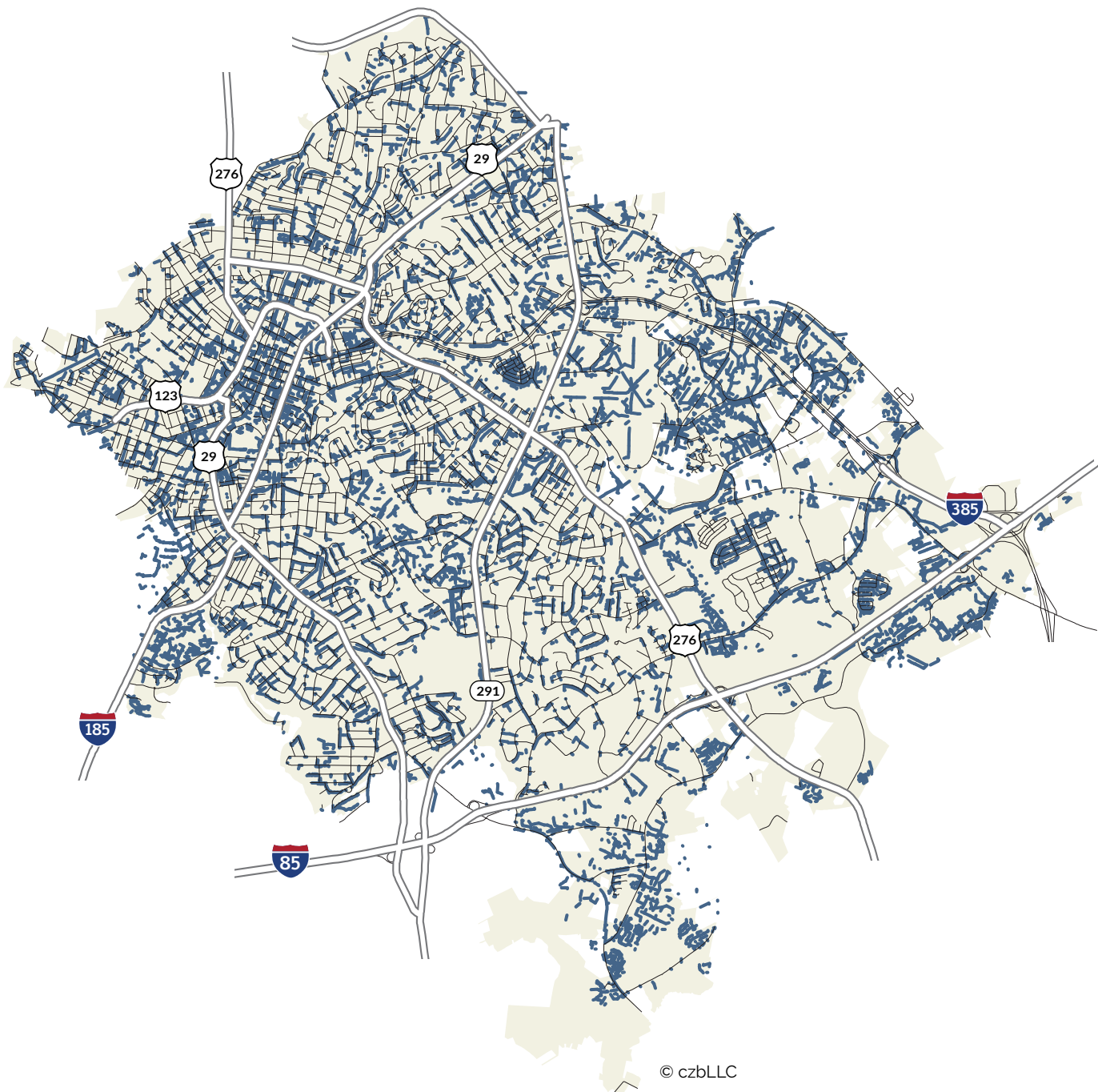


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Storm Pipes, 2019

Storm Pipes

Source: City of Greenville

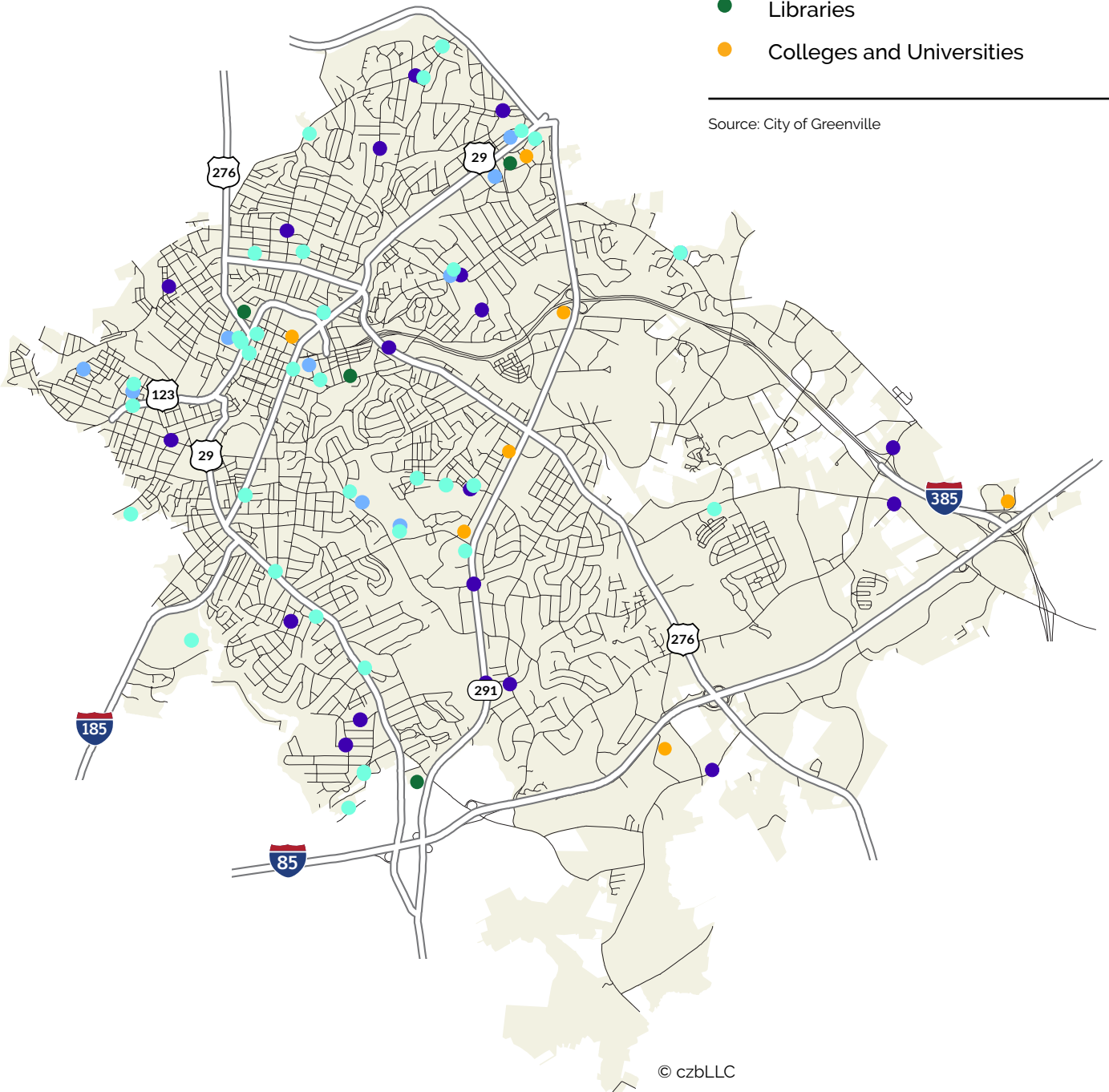


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Education Facilities

- Schools
- Private Schools
- Day Care Centers
- Libraries
- Colleges and Universities

Source: City of Greenville

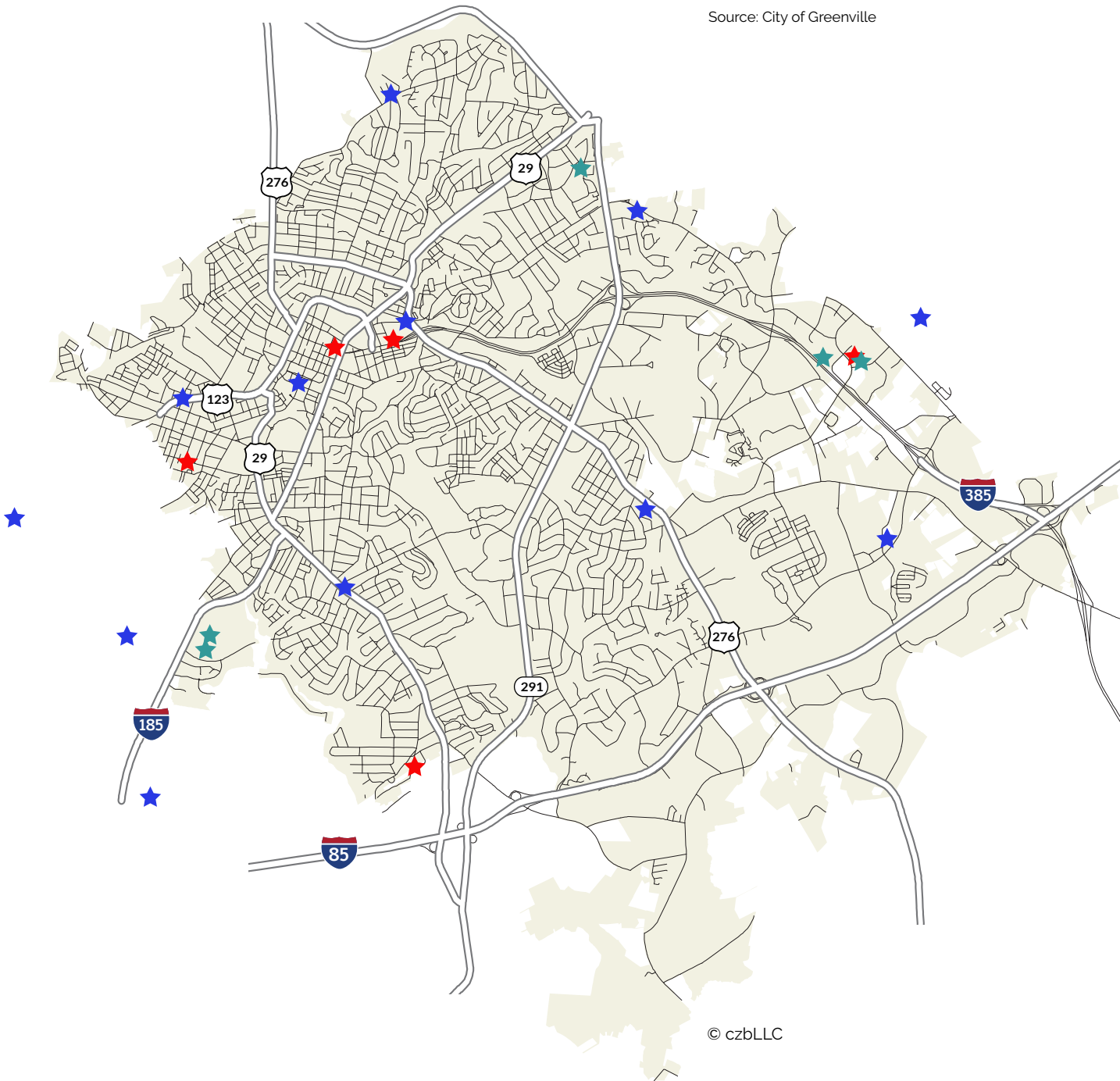


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Safety Facilities

- ★ Fire
- ★ Police
- ★ Hospitals

Source: City of Greenville



HOUSING

Context for GVL2040

Where and how new housing develops will heavily determine whether the vision of GVL2040 will be achieved. If new housing can be directed, as much as possible, into the node and corridor growth framework proposed by the plan, as well as through thoughtful and appropriate infill within existing neighborhoods, then ambitious goals for a more affordable and accessible city—with a wider variety of housing types to meet a wider range of household demands and needs—will be within reach.

In addition to the location and density of new housing as critical factors in GVL2040's implementation, the preservation and strengthening of existing neighborhoods will also play an important role in providing households with a range of options and maintaining the cultural heritage of Greenville's older neighborhoods. This means active investment in neighborhood-level planning that aligns with GVL2040, support of reinvestment in older housing stock, and the pursuit of anti-displacement strategies such as land trusts. It also includes investment in quality of life, which could include open space acquisition and improvements to contribute to the vacant land preservation goal of GVL2040.

Relevant Plans, Studies, and Other Documents

Balancing Affordability and Prosperity in Greenville (2016)

Greenville County Affordable Housing Study (2018)

Greenville Housing Fund Strategic Plan (2020)

HUD Consolidated Plans

- City of Greenville Community Development (2020-2025)
- Greenville County Redevelopment Authority (2020-2024)

Missing Middle Housing Study for Greenville City & County (2020)

Supplemental Data and Information

Data on the housing stock and housing affordability are featured in Part 2 of GVL2040. The plans and studies listed above provide more detailed information on housing affordability, while the following supplemental tables and maps provide more general data on Greenville's housing stock and recent housing investment trends.

Unless stated otherwise, all data come the U.S. Census Bureau. Sources include the Decennial Census (2000 and 2010) and the American Community Survey 5-Year Estimates (2006-2010 and 2014-2018)

Housing Units, Occupancy, and Vacancy, 2000, 2010, and 2018

	2000	2010	2018
Total Housing Units	27,295	29,249	32,620
Occupied Housing Units	24,382	25,294	28,762
Vacant Housing Units	2,913	3,955	3,858

Median Home Value and Median Gross Rent 2000, 2010, and 2018

	2000	2010	2018
Median Home Value	\$112,500	\$183,500	\$273,100
Median Gross Rent	\$526	\$667	\$937

Housing Tenure, 2000, 2010, and 2018

	2000	2010	2018
Owner-Occupied	11,453	12,257	12,283
Renter-Occupied	12,929	13,037	16,479

Number of Units by Structure Type, 2000, 2010, and 2018

	2000	2010	2018
1-unit, detached	14,764	15,043	15,330
1-unit, attached	1,032	1,337	1,697
2-4 units	3,489	3,440	3,341
5 to 9 units	2,742	2,647	3,175
10 to 19 units	2,210	3,114	3,495
20 or more units	3,020	3,278	5,333
Mobile home	110	390	249
Boat, RV, van, etc.	-	-	-

Year of Residential Unit Construction, as of 2018

Built 2014 or later	1,829
Built 2010 to 2013	1,289
Built 2000 to 2009	4,265
Built 1990 to 1999	3,696
Built 1980 to 1989	4,187
Built 1970 to 1979	3,941
Built 1960 to 1969	3,984
Built 1950 to 1959	4,119
Built 1940 to 1949	2,386
Built 1939 or earlier	2,924

Percent of Total Households Paying at Least 30% of Income Toward Housing Costs, by Income Level in 2010 and 2018

	2010	2018
Less than \$20,000	75.3%	81.9%
\$20,000 to \$34,999	50.0%	67.9%
\$35,000 to \$49,999	23.5%	37.3%
\$50,000 to \$74,999	10.2%	11.1%
\$75,000 or more	5.2%	3.4%

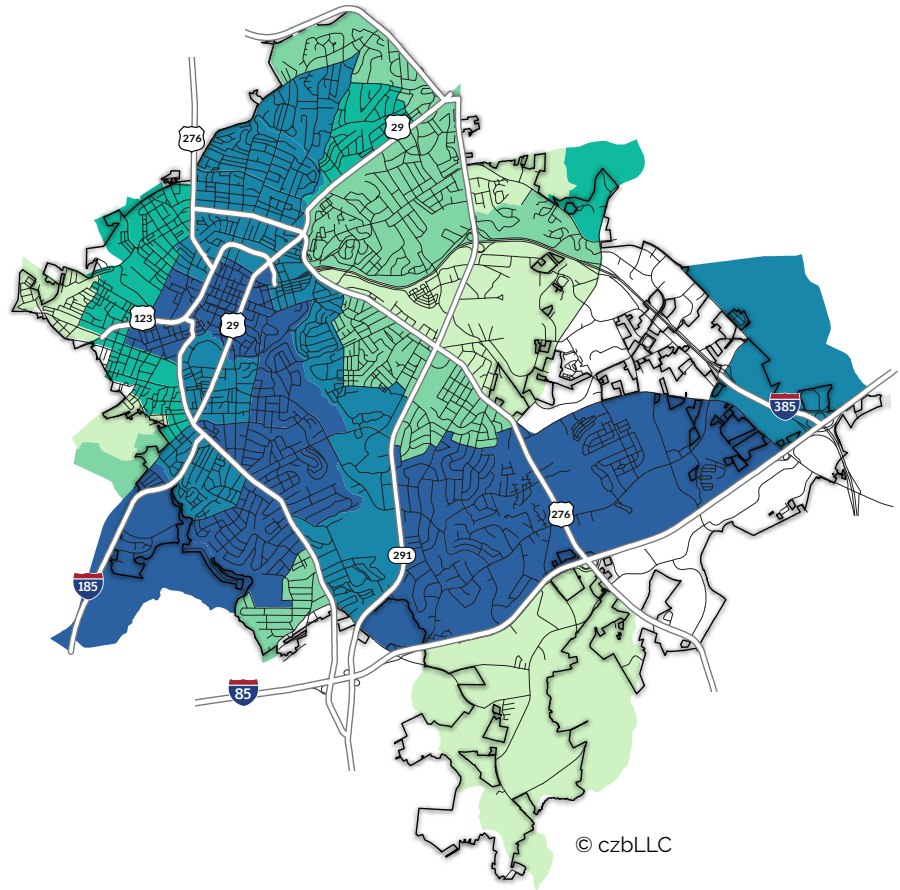
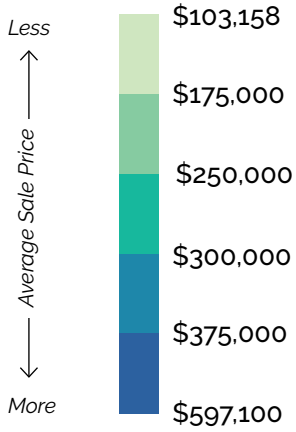
Percent of Owner-Occupied Households Paying at Least 30% of Income Toward Housing Costs, by Income Level in 2010 and 2018

	2010	2018
Less than \$20,000	60.4%	75.2%
\$20,000 to \$34,999	45.0%	44.4%
\$35,000 to \$49,999	31.5%	29.1%
\$50,000 to \$74,999	16.9%	13.9%
\$75,000 or more	6.5%	3.8%

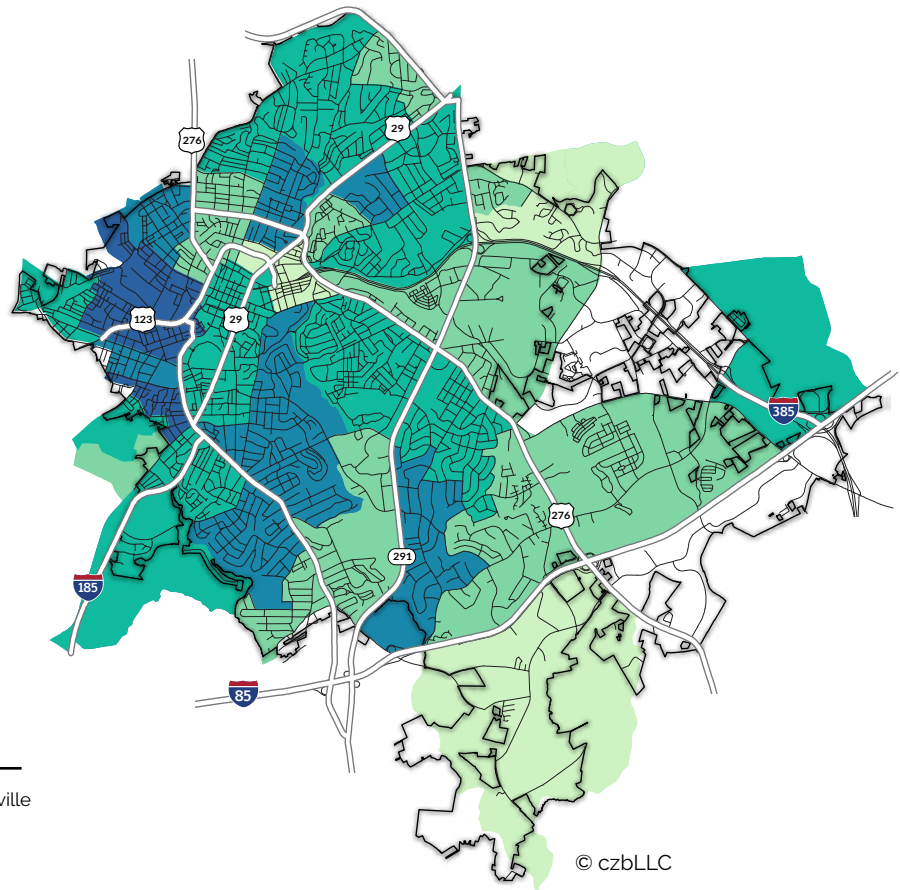
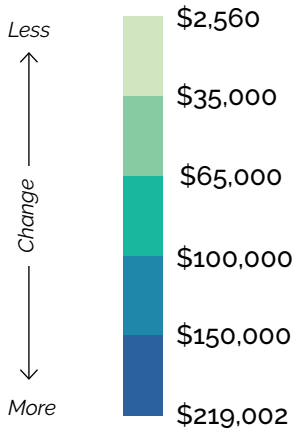
Percent of Renter-Occupied Households Paying at Least 30% of Income Toward Housing Costs, by Income Level in 2010 and 2018

	2010	2018
Less than \$20,000	80.0%	83.5%
\$20,000 to \$34,999	53.0%	75.9%
\$35,000 to \$49,999	16.4%	40.5%
\$50,000 to \$74,999	0.0%	8.9%
\$75,000 or more	0.9%	2.3%

Average Sale Price by Block Group, 2015-2019

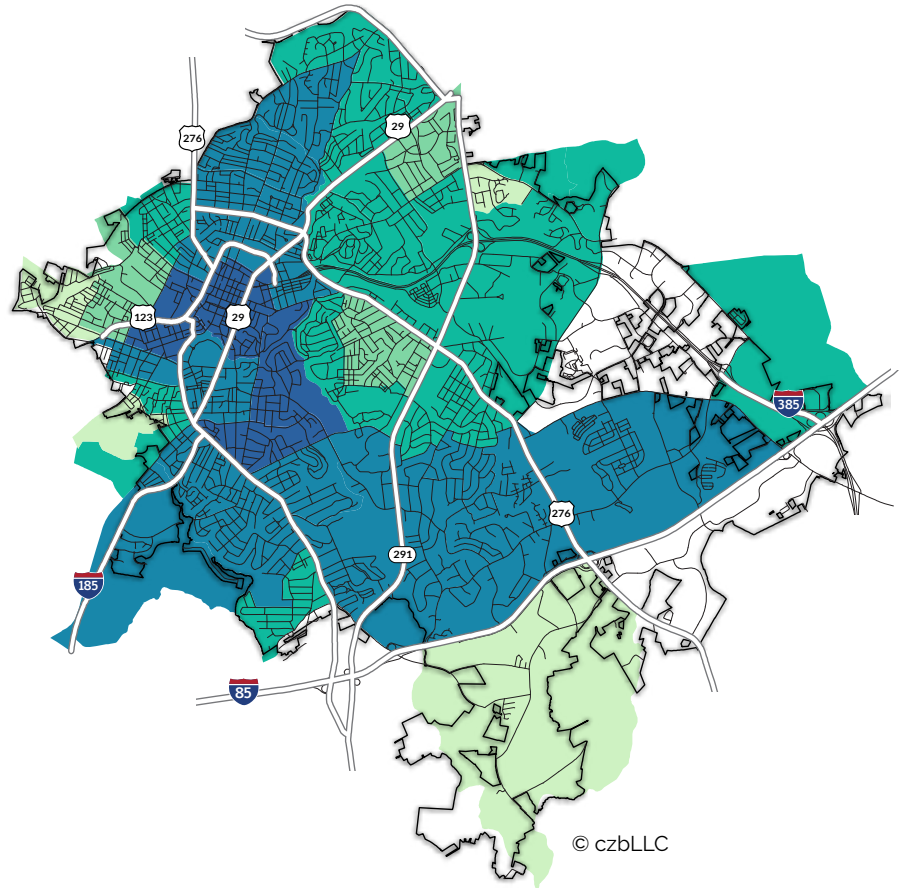
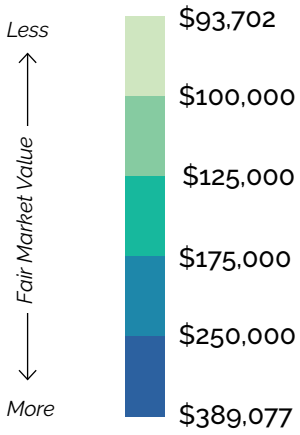


Change in Average Sale Price by Block Group, 2015-2019

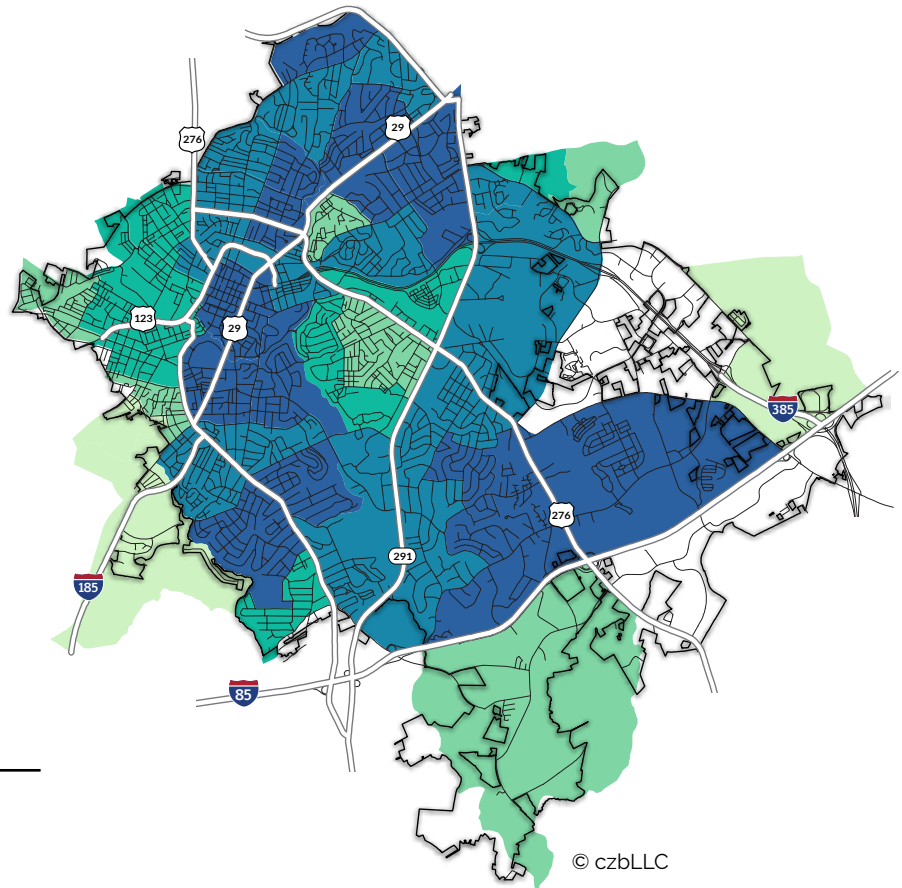
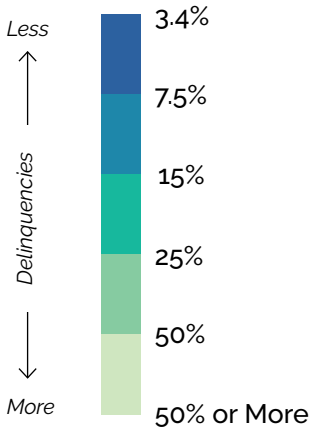


Source: czb analysis of data provided by the Greater Greenville Association of REALTORS

**Fair Market Value per 1,500 Sq Ft,
by Block Group**

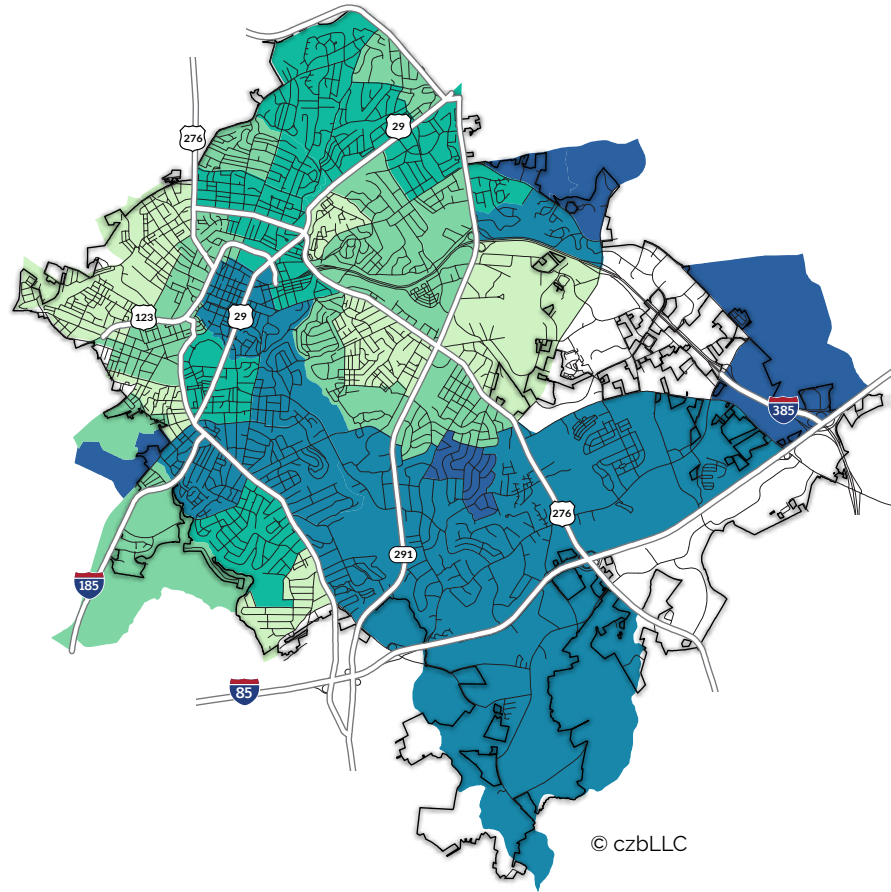
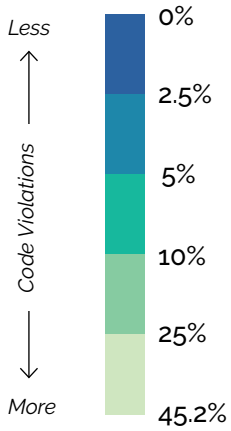


**Percent of Properties Tax
Delinquent, by Block Group,
2015-2019**

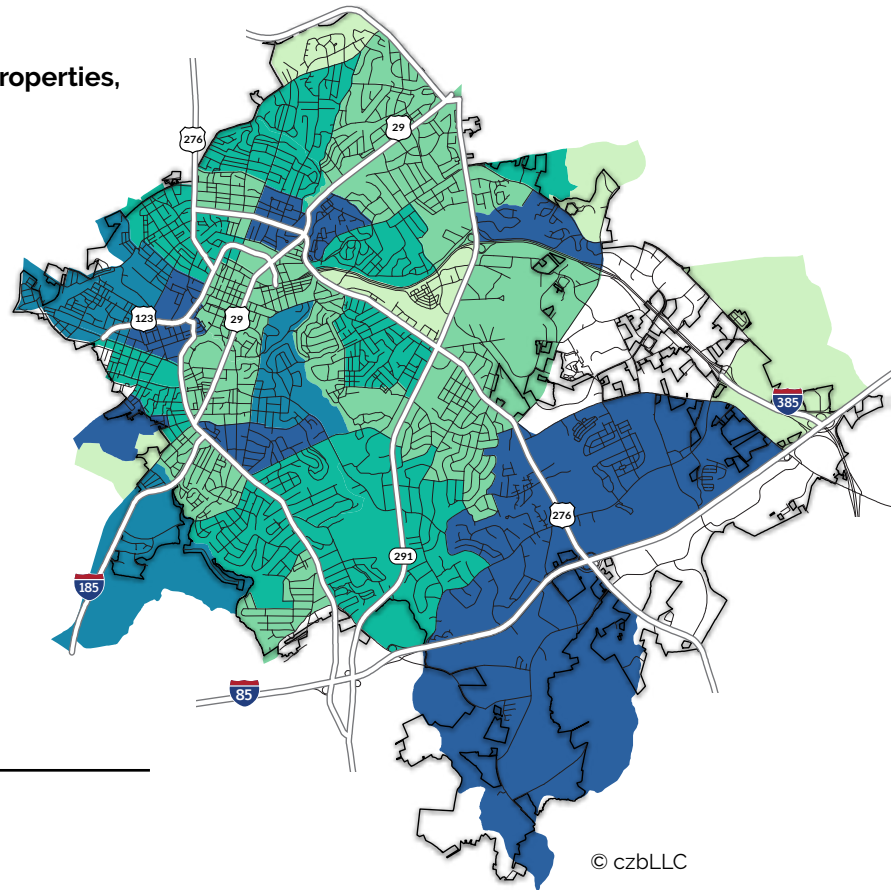
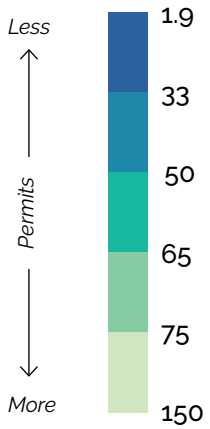


Source: City of Greenville

Percent of Properties with Code Violations, by Block Group



Permits Per 100 Residential Properties, by Block Group, 2015-2019



Source: City of Greenville

Affordable Housing and Open Space Variables for GVL 2040

The Greenville community consistently communicated strong views about affordable housing, expressing concern about rising home values and rents and the impact on very low, low, and moderate income Greenville households.¹ Following extensive discussion, the City Council-appointed GVL2040 Steering Committee determined the city should prioritize the affordable housing challenges faced by “working households”, defined as rental housing for working Greenville households that earn \$25,000 a year or less. All affordable housing calculations for GVL2040 are based on a target monthly housing payment (rent or PITI) of no more than \$700. The federal government defines affordable housing as housing (either rent or mortgage payment²) that does not exceed 30% of a household’s monthly gross income. Private underwriting, for buyers, generally requires a borrower to meet both a 28% and a 45% front and back ratio.³

To determine how to close projected affordability gaps, many inputs that shape price were considered, each across a high-low spectrum.

Range of Anticipated Construction and Development Expenses

Costs Per Square Foot

- Prevailing wages and material costs as published by the Bureau of Labor Statistics and RS Means, respectively. The low costs per square foot (SF) for all rental units was \$75; the high was \$275.

Unit Size

- While the barrier for entry into the homeowner market was considered, the Steering Committee emphasized that the greater priority is to ensure that a sufficient supply of rental housing be consistently developed in the city, and that any new rental housing be developed inclusively—that is, in a mixed-income manner. This preference was applied to a range of unit sizes and configurations from 700 SF (smallest possible affordable unit) to 2,000 SF (largest possible market-rate unit).

Configurations and Project Size

- These construction costs were then applied to a range of building configurations from two-story garden-style apartments to four-, five-, and six-story missing middle configurations, and then to taller apartment buildings, with multiple variations to produce a range of leasable area results.
- For each of these potential results, a range of additional variables were then factored in: unit size, bed/bath configurations, number of floors, gross leasable area, and percentage of total area that was leasable versus common.
- Additional costs such as building exterior finish, parking, and landscaping were considered and generated an extensive low-high range of potential outcomes.

Market/Affordable Ratios

- Each variation was tested by applying a range of inclusive goals, using 1% increments from 5% affordable (5% affordable and 95% market-rate) to 20% affordable.

Land Costs

- Land costs were then figured in, ranging from an estimated low of \$75,000/acre to \$400,000.⁴

Codes

- Various potential zoning requirements were considered, namely floor to area as well as lot coverage ratio requirements.⁵

Development Financing

- Altogether, these inputs generated a range of **anticipated total development costs** that would presumably require financing. A wide spectrum of financing terms was then applied to these resulting ranges. Generally, it was assumed no credible project of significant size could obtain debt financing greater than 75% of anticipated post appraised value. Conservative underwriting criteria was applied to all credible projects with a bias that **all units in all projects had to be able to convert to market conditions through at least the first 10 years of operation.**⁶

¹ Here defined as the combination of more than 6,000 opinions conveyed by feedback/responses to several online surveys conducted between June, 2019 and May, 2020, plus views expressed in 12 meetings by a City Council-appointed GVL2040 Steering Committee consisting of over 40 residents and business stakeholders selected from an applicant pool of more than 200, plus views expressed by residents who attended three public open houses.

² Mortgage payment here equals the monthly cost to amortize all house debt plus the escrowed monthly costs of sufficient property insurance and property taxes, commonly referred to as PITI. Every \$1 per hour in wages (full-time) translates into \$57.77 per month in rent purchasing capacity, of which \$26 is required for proper maintenance, operations, and reserves. Every \$100,000 in purchase price for a buyer requires an annual income of between \$19,301 and \$20,380 to qualify for a mortgage at current rates. Break even points for rental property operations and turn key developers of owner-occupied housing mean new housing, renter or owner occupied, far exceeds what many can afford.

³ Front ratio = PITI < .28 gross monthly income. Back ratio = PITI + all revolving debt payments < .45 gross monthly income.

⁴ Land was considered in the context of a variety of densities, from a low of five units per acre to 125. High land cost markets such as London, Tokyo, NYC, the SF Bay Area, and Los Angeles were analyzed to determine the impact of land at various densities and heights as a percentage of total development expense, and these ratios were analyzed in the context of costly but still moderate land costs in markets such as Charleston, the Research Triangle, Asheville, and Charlottesville.

⁵ Floor area ratio is the ratio of a building’s total floor area to the size of the piece of land upon which it is built. It is often used as one of the regulations in city planning along with the building-to-land ratio. Though the floor area ratio calculates the size of the building relative to the lot, the lot coverage takes into account the size of all buildings and structures. The lot coverage ratio includes structures such as garages, swimming pools, and sheds—including nonconforming buildings.

⁶ Regional cap rates were applied, equity was priced between 6–20% over a range of period lengths, debt was calculated at between 3–6%, occupancy was calculated between 4–9%, DCSR was between 105–120%.

Consideration of Land Value in the Context of Scarcity

Removal of various percentages of remaining developable land—through either purchase or downzoning (assumed to require compensation equal to the maximum present potential value under present code), and applying the same (constant) growth projections for the city over time and in relation to the county—it is expected that the potential value of remaining land will increase, as will the justification for redevelopment. Consequently, total development costs also rise. All else being equal, the fewer the number of developable acres in play, the greater the cost to acquire what remains. Provided, however, the resulting product (mixed-income) has competitively marketable amenities and is thus able to arguably compete for the middle and upper middle-income renters needed to carry the project, anticipated resulting margins outpace those differences under certain conditions. The result is a Pareto Optimized “sweet spot” whereby certain combinations of height and density, with certain inclusionary percentages, can make economic sense to the private sector. At certain heights and densities, a greater margin will exist than at others. To withhold these heights and densities as negotiable, *not by-right entitlement* benefits, and to remove sizable volumes of developable land from the inventory, the City of Greenville would put itself into the position where it—the City—can trade resulting future potential for some amount of affordability. This is not a situation that is presently possible and constitutes a workaround to cope with the limitations of South Carolina’s prohibition against inclusionary zoning.

- At certain heights and densities, and certain inclusionary percentages, and certain cost structures, it is fully expected that market rents, adjusted upwards by eventual owners a mere 2-5%, will both be unobjectionable to the consumer in a strong and desirable market, like the City of Greenville, and be sufficient to offset a significant portion of the per unit housing subsidy needed to render a portion of a given project affordable to households with incomes of \$25,000 per year.
- If sufficient land is rendered undevelopable—assumed in these calculations to be between 30-40% of remaining open space - the value of resulting parcels, all else being equal, is expected to rise sufficient to render density and height meaningful variables in the affordability equation. Conversely, if less than 30% of the remaining land is neither conserved nor in some way de-entitled, no amount of density and height seems likely to be a meaningful factor to address affordability. Greenville, while more expensive in 2020 than in years past, is, on average, a strong but not a red-hot market. Land value per acre would have to rise substantially to render density as an impactful variable.

Summary

On average, the most that a \$25,000 per year household can afford in **capitalized rental housing value** is about \$50,000.⁸ \$25,000, in annual income, translates to a maximum affordable rent of \$687. While \$687 per month can afford a

\$145,000 mortgage at 3.92% and thus theoretically be enough to purchase a \$153,000 home, such a home would require a \$7,600 downpayment plus closing costs and a FICO >720. Because of the unlikelihood of this and because the community stressed a rental housing goal, the focus of GVL2040 was to figure out how to make affordable rental housing possible. After accounting for vacancy, operating costs, capital reserves, taxes, and development debt, it was determined that, in reality, the lowest cost a seasoned developer could put a new unit into service and thereafter have it properly operated by a seasoned manager, would be about \$150,000, and the most a low-income renter could afford of that would be about \$50,000. Hence the resultant \$100,000/unit gap.

To achieve a **minimum** keep-up affordability goal of at least 10% of all new permitted units, 2,000 affordable units must be created; \$300 million in total, or about \$15 million a year for 20 years. It is estimated that wages, of low-income households, will be able to retire about \$5 million of this. This leaves a \$10 million annual gap to close. The combination of greater density and height resulting from greater margins, even after factoring in higher land acquisition expenses, can be expected to raise an additional \$7.5 million annually through marginally higher rents on the market-rate side. **This leaves a final \$2.5 million per year to be secured, the responsibility for which this plan allocated to the City of Greenville, thereby making this plan's aggregate municipal responsibility for housing subsidy to be \$50 million over 20 years.**⁹

None of the above is deemed possible without a significantly reduced citywide development footprint. To make the whole equation work, the City is also obligated to obtain/purchase development rights or otherwise conserve about 50 acres a year. This may cost upwards of \$5 million annually, if not more, dependent upon location. Failure to remove land at this rate would be to fail to induce high enough values on the balance, which would be to fail to make density and height sufficiently meaningful variables in a resulting affordability equation. In effect, the land acquisition/open space preservation part of GVL 2040 **potentially** serves three purposes that are not easily separable (because they are not just interconnected but interdependent):

1. The first is the greater greening of Greenville. This renders the city durably competitive in the region, consistently able to compete for its share of households seeking a high quality of life.
2. The second is the **improvement of the city's fiscal position**, obtained by the advent of the higher tax revenue/SF consequence of mixed-income, medium-density (missing middle) product.
3. The third is the **higher profitability of resulting node development** at key densities and heights, thus enabling development of future rental property in a mixed-income manner.

The reason the land acquisition/open space preservation part of GVL2040 **potentially** serves these purposes is because it depends on regional demand and on fidelity to the principles in GVL2040 being articulated in the City's future zoning code.

⁸ 60-70% LTV calculations were used to account for adequate reserves, operations and maintenance, and debt coverage.

⁹ These are figures based on an assumed 100% build-out at 100% straight line projected growth. Lower growth would yield lower demand which would nullify these expectations.

VARIABLES	UNIT	LOW	PARETO OPTIMUM	HIGH
Unit Density	du/a	5	26	125
Building Height	stories	2	5.50	20
Floor to Area Ratio	%	100	1.83	700
Percent Affordable Inclusive	%	8	10	20
Unit Size (Market)	SF	900	1,300	2,000
Unit Configuration (Market)	BR/BA	2/1.5	2/2	2/2.5
Unit Size (Affordable)	SF	700	825	900
Unit Configuration (Affordable)	BR/BA	2	2/1.5	2/1.5
Construction Costs (Market)	\$/SF	100	175	250
Construction Costs (Affordable)	\$/SF	75	140	150
Lot Coverage Ratio	%	20	30	80
Common Area Ratio	%	5	12	15
Parking	spaces/unit	0.25	1.75	2
Vacancy Rate	%	4	5	9
Operations/Gross Effective Income	%	20	24	30
Reserves/Gross Effective Income	%	15	21	30
Debt Coverage Ratio	%	105	115	120
Borrowing Terms (Debt)	%	3	6	10
Debt Period	Years	15	30	30
Equity Rates	%	6	8	20
Equity Terms	Years	5	10	15
Capitalization Rate	%	3	5	11
Land Costs	\$/Acre	75,000	100,000	400,000

ASSUMPTIONS

Acres in Nodes	772
Acres Outside of Nodes	1,228
IRR	Not calculated

RESULTING BREAK EVEN CALCULATIONS

Market Units (Rent/mo)	1,840	1,853	1,911
Consequent Affordable Units (Rent/mo)	694	914	973

LAND USE

Context for
GVL2040

How land is currently used and how it should be used to help Greenville realize its vision for the future is at the heart of GVL2040. The primary message of the plan is that historical growth and land use patterns in Greenville—particularly suburban-style forms that have predominated beyond downtown for more than half a century—are driving what many residents see as challenges to overcome.

GVL2040 recognizes, for example, that Greenville's supply of vacant land has been steadily dwindling and that opportunities to preserve land and create new open space amenities are diminishing year by year. The plan also recognizes that consumption of land by low-density development has contributed to growth in traffic volumes and congestion, and that low densities are largely incompatible with inclusionary housing goals. Therefore, vacant land acquisition and management is a central part of GVL2040's vision—accomplishing the goal of open space preservation while stimulating the densities needed to realize affordable housing and mobility goals.

Part 4 of GVL2040 describes the updating of Greenville's land management regulations as a key implementation step—one that will require sophisticated calibration of new zones to enable the node and corridor framework for growth as well as a system of zoning-based incentives for inclusionary housing to overcome South Carolina's prohibition of inclusionary zoning.

As with any comprehensive plan, GVL2040 does not guide development at the parcel level—rather it presents the framework for small area plans, corridor plans, and neighborhood plans to apply at a localized scale.

Relevant Plans,
Studies, and Other
Documents

Greenville City Code, Chapter 19—Land Management
Strategic Downtown Master Plan (2019)
South Downtown Master Plan (to be completed late 2020)
Swamp Rabbit Trail Extension Master Plan (to be completed late 2020)
All current plans for Greenville's Special Emphasis neighborhoods

Supplemental Data
and Information

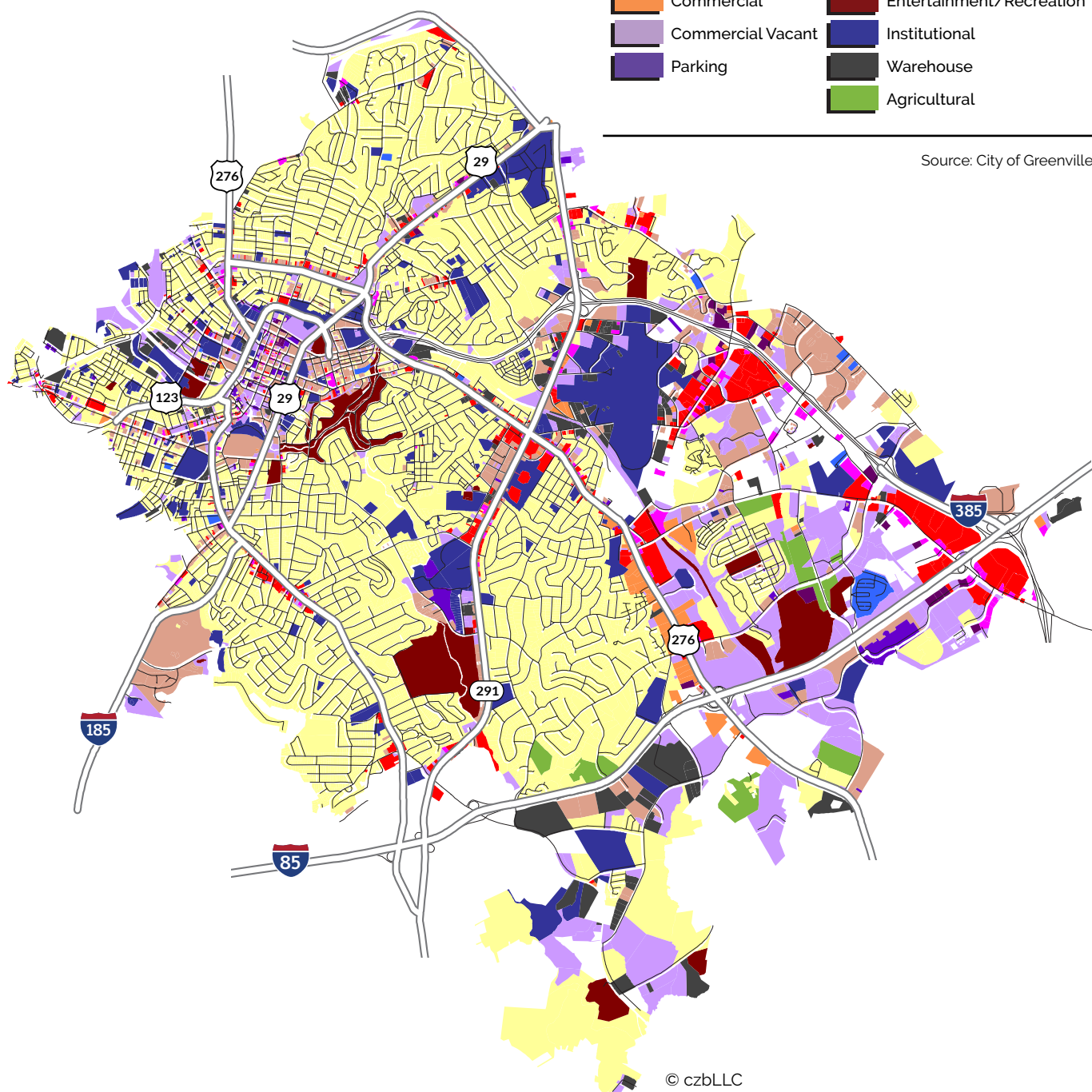
Data relating to land use are included in Parts 2, 3, and 4 of GVL2040. Supplemental maps and data are presented on the following pages.

Existing Land Use, 2016

Land Use Summary

	Residential		Office
	Medical		Retail
	Hotel/Motel		Dining
	Commercial		Entertainment/Recreation
	Commercial Vacant		Institutional
	Parking		Warehouse
			Agricultural

Source: City of Greenville



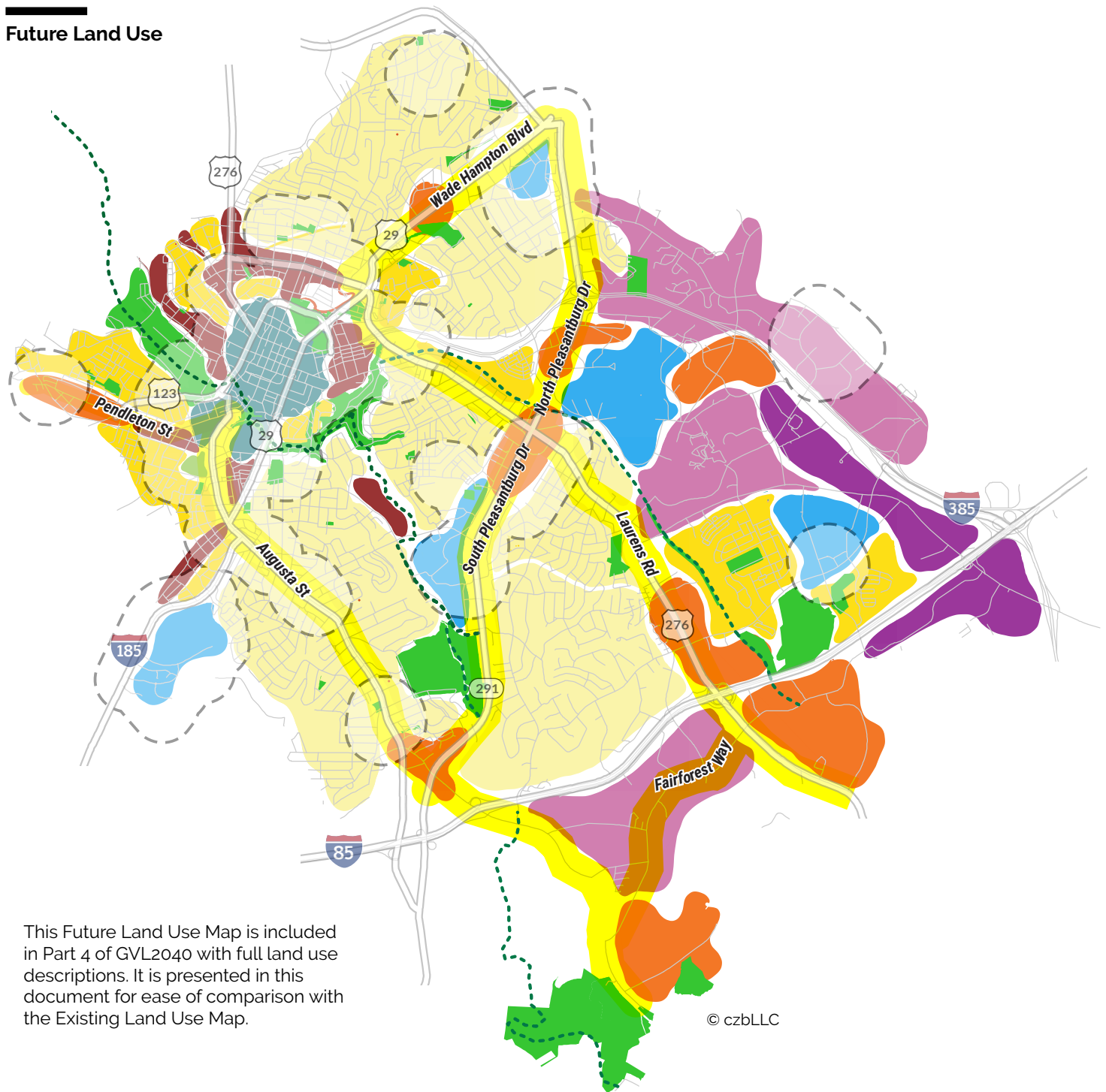
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Existing Land Use Acreage

Land Use Categories	Acreage	% of Total Acreage
Residential	8,228	52.0%
Medical	82	0.5%
Hotel/Motel	73	0.5%
Commercial	219	1.4%
Commercial Vacant	1,970	12.4%
Parking	117	0.7%
Office	1,225	7.7%
Retail	776	4.9%
Food/Dining	170	1.1%
Entertainment/Recreation	638	4.0%
Institutional	1,563	9.9%
Warehouse	571	3.6%
Agricultural	205	1.3%
Total	15,836	100%

Source: City of Greenville

Future Land Use



This Future Land Use Map is included in Part 4 of GVL2040 with full land use descriptions. It is presented in this document for ease of comparison with the Existing Land Use Map.

Legend

- | | | |
|------------------------|------------------------|--|
| Urban Residential | Urban Node Mixed-use | Areas Suitable for Missing Middle Housing (5 minute / 1/4 mile walkshed) |
| Sub-urban Residential | Corridor Mixed-use | Swamp Rabbit Trail |
| Neighborhood Mixed-use | Campus - Institutional | |
| Community Mixed-use | Center City | |
| Regional Mixed-use | Parks - Green Space | |

TRANSPORTATION

Context for
GVL2040

As one of the priority issues throughout the GVL2040 planning process, transportation plays a critical role in realizing Greenville's vision for 2040—a vision for a city that grows in a way that enhances mobility for all residents rather than a manner that diminishes quality of life through congestion and gridlock. Doing so will mean a focus on corridors with a range of appealing transportation options that connect highly walkable node with other nodes, Downtown Greenville, and existing neighborhoods.

Achieving the transportation goals of GVL2040 is highly dependent on the node and corridor framework or growth. But transportation goals also depend heavily on progress toward the other goals of GVL2040, and vice versa:

Historic Buildings and Districts: Greenville's inventory of historic buildings and historic districts exist largely beyond areas identified in the plan as potential nodes and corridors. Where overlap does exist, master plans for emerging nodes should seek to carefully integrate new with historic building fabric. Within existing neighborhoods outside of identified nodes, the plan envisions a largely preserved residential fabric with infill occurring in a sensitive manner to broaden the range of neighborhood housing options.

Downtown, Reedy River, and Adjacent Neighborhoods: GVL2040 calls for Downtown Greenville and its Reedy River landscape to continue to be Greenville crown jewels and for investments there to continue as envisioned in the Downtown Strategic Master Plan.

Parks and Natural Landscapes: The preservation of vacant lands in Greenville will open up opportunities to improve and enlarge the city's existing network of recreational spaces.

Transportation infrastructure and services are already a heavily planned element of Greenville's physical environment, with regular plan updates required to maintain funding from federal and state sources for road and transit projects. Going forward, GVL2040 should influence these planning efforts and investment decisions—guided by small area and corridor plans that will shape how nodes are located, grow, and function. Identifying local funding conduits to support capital projects related to transportation infrastructure, as well as covering long-term maintenance and operating costs, will be an important part of detailed planning efforts that follow in the wake of GVL2040's adoption.

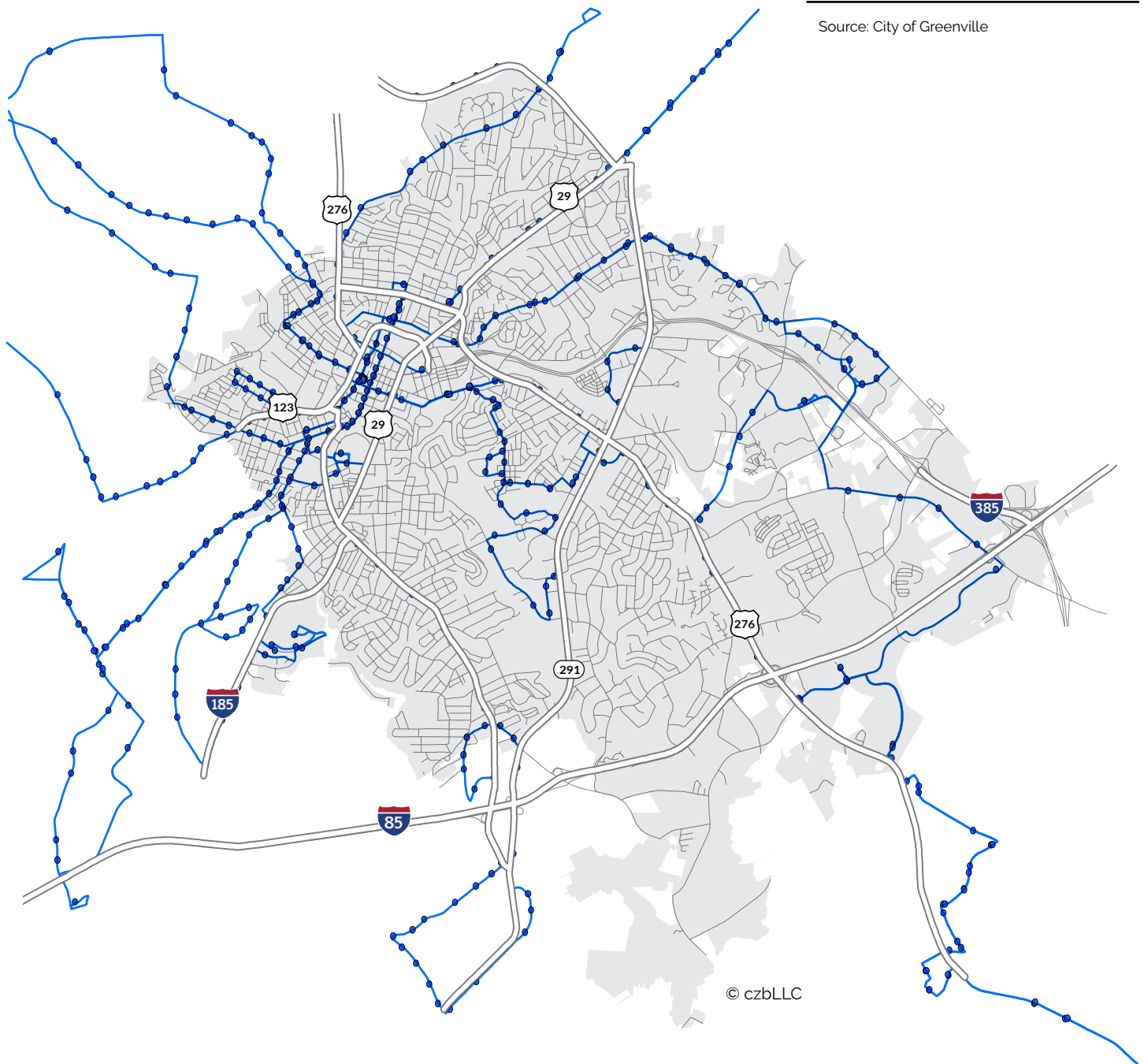
Relevant
Plans, Studies,
and Other
Documents

GPATS Horizon 2040 Long-Range Transportation Plan (2018)
 GPATS FY2021-2026 Transportation Improvement Program (2020)
 Greenville Bicycle Master Plan (2011)
 Greenlink 2020-2024 Transit Development Plan (2018)
 Downtown Transportation Master Plan (2020)
 GPATS Title VI Plan (2020)
 City of Greenville Intersection Safety Analysis (2015)
 Connections for Sustainability—Citywide Transit Feasibility Analysis (2013)

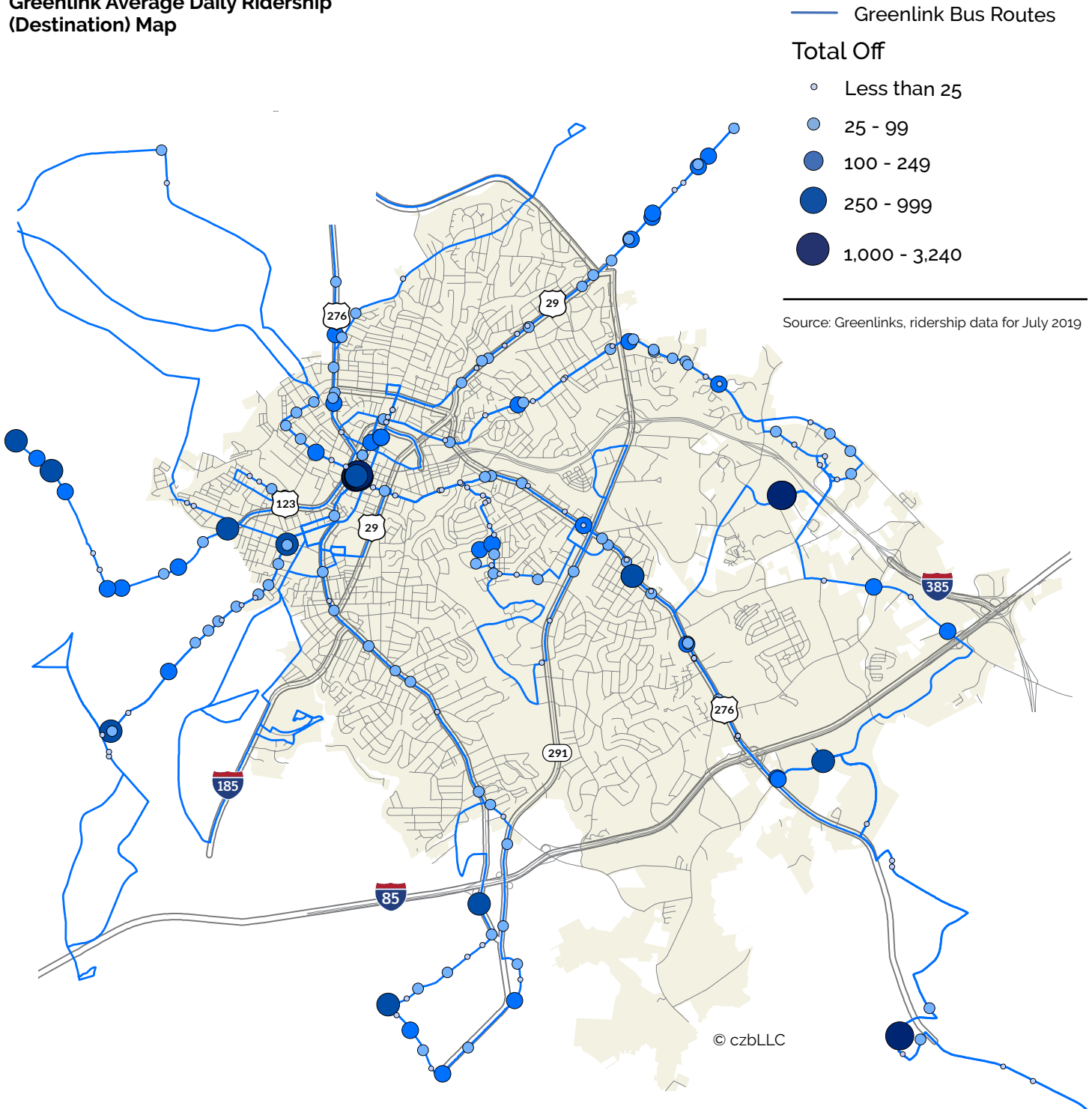
Supplemental
Data and
Information

Data relating to the transportation and mobility are featured in Part 2 of GVL2040. Supplemental maps and data are presented on the following pages, with more detailed information available from the relevant documents listed above.

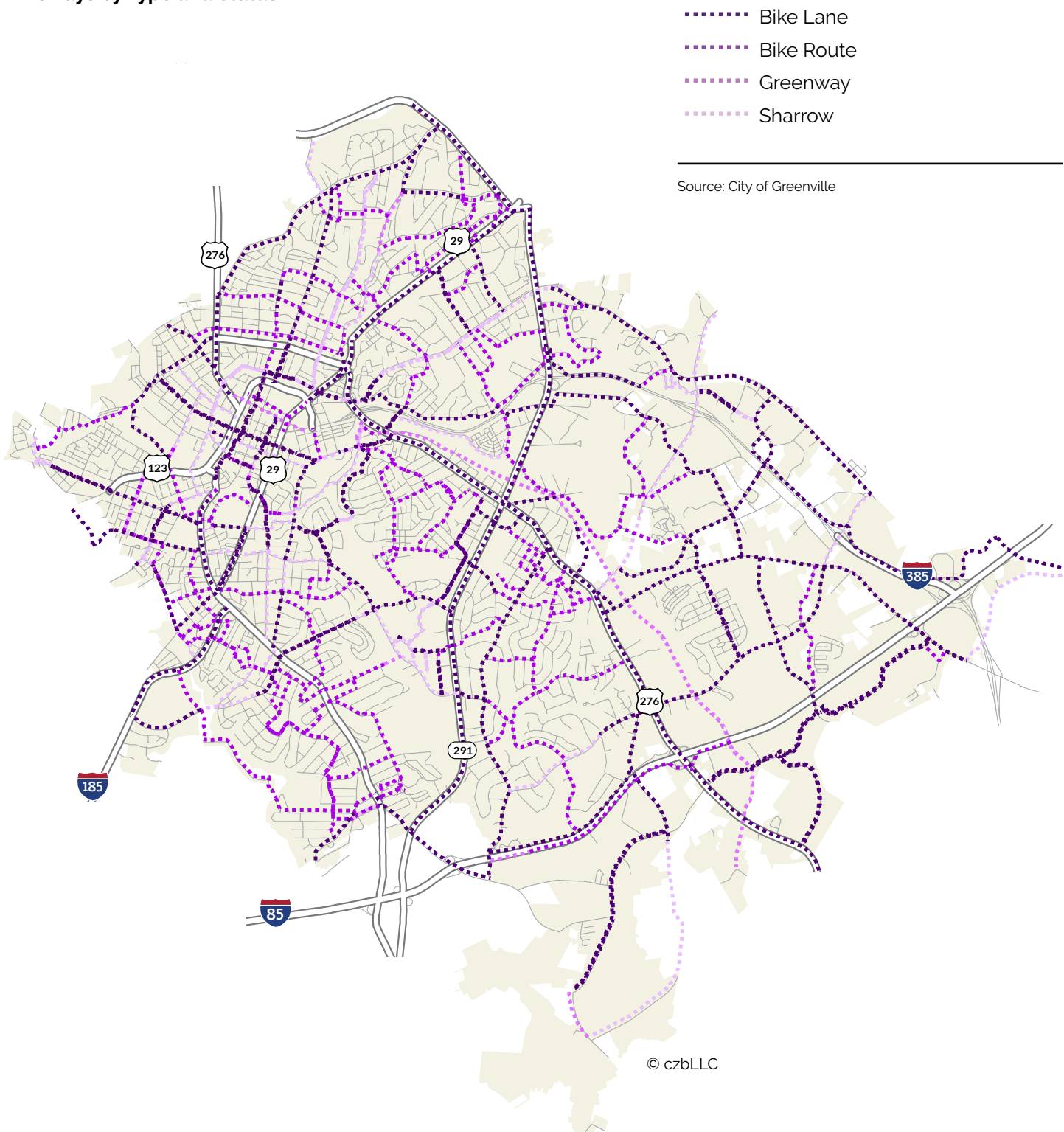
Greenlink Bus Stops and Routes



Greenlink Average Daily Ridership (Destination) Map



Bikeways by Type and Status



Bikeways and Sidewalks

- Bikeways
- Public Sidewalks

Source: City of Greenville



PRIORITY INVESTMENTS

Context for GVL2040

GVL2040 outlines priority investments that will be needed—along with land management regulatory changes—to realize goals around the plan's three priorities. These include investments in vacant land acquisition and management, subsidies to cover affordable housing cost gaps, and investments in transit service and multi-modal infrastructure.

Turning the node and corridor framework for growth into a reality will also require investments beyond those specifically outlined in this plan. Namely, these are investments in basic community infrastructure capacity that must precede or occur in tandem with new development that occurs at emerging nodes and along emerging corridors—sewer, water, schools, roads, and public safety among them. The GVL2040 planning process identified “potential” nodes based in part on the presence of utility and transportation trunk lines, but final selection of nodes, small area plans for those nodes and their surroundings, and identification of exact infrastructure needs will be ongoing work during the implementation process and require coordination between all City departments and service-providing agencies.

Relevant Plans, Studies, and Other Documents

Greenville County Schools Long Range Facilities Plan and Capital Improvement Program (2018)

GPATS Horizon 2040 Long Range Transportation Plan (2018)

Greenville Stormwater 2.0 Asset Management Program (2018)

Greenville Water Capital Improvement Plan (2016-2020)

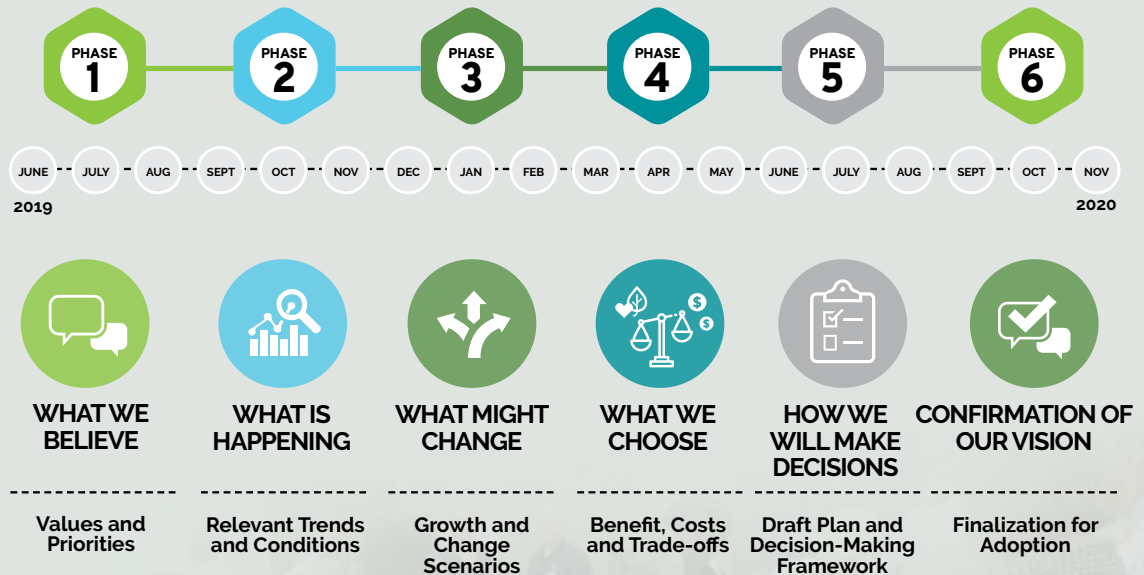


PUBLIC ENGAGEMENT

Context for GVL2040

Public engagement for the development of GVL2040 involved multiple sources of input working in tandem during a six-phase planning process to methodically identify the core values, priorities, and preferred growth scenario that serve as primary components of the plan. Through a broadly representative steering committee, open house events, and online surveys—supplemented frequently by conversations with community stakeholders—the vision for 2040 came into focus and was cross-validated by the different engagement platforms.

Timeline



Steering Committee

GVL2040's 42-member steering committee was formed in early 2019 from an applicant base of 226 residents. Starting in June 2019, committee members met periodically with czb and Ingalls Planning & Design, the City's GVL2040 consultants, to shape the plan. These meetings included:

June 11, 2019	Conversation about motivating issues; presentation of preliminary hunches; assignment for committee members to talk with small groups of peers about a hypothetical economic development project
August 6, 2019	Activity to identify core values; debrief of small group conversations about a hypothetical economic development project <ul style="list-style-type: none"> • <i>The hypothetical economic development project was a proposal by a major technology company to locate in Greenville, create 1,000 high-paying jobs, and produce a range of benefits and costs to the community. Steering Committee members conducted 18 separate conversations with 175 participants in the community to discuss the scenario and why residents might choose to accept or reject the company's proposal. Overall, 63% of those who participated in the conversations said "yes" to the offer and 37% said "no."</i>
September 10, 2019	Baselines and trends from data analysis presented; draft core value statement distributed for review
November 12, 2019	Review of emerging priority topics (environment, affordable housing, and transportation) and refined analysis of these topics; activity to identify desired outcomes around these priority topics; assignment to apply draft values and principles to real-world projects
December 10, 2019	Activity to rank outcomes, considerations, and principles attached to each of the three emerging priorities in order to inform the development of future growth scenarios
February 11, 2020	Presentation and discussion of three future growth scenarios to determine growth preferences, including initial concepts for a node and corridor framework for growth
March 10, 2020	Growth allocation activity based on preferred growth scenario from February; wooden blocks used to identify goals for affordable housing volume and distribution, open space preservation volumes, and potential nodes to connect by high-quality transit service; validation of node and corridor growth framework as preferred path
May 19, 2020	Discussion of COVID-19 implications for GVL2040; review and discussion of cost/benefit analysis for preferred growth scenario for each of the three priority issues; committee voting on specific goals for the priority issues
June 15, 2020	Presentation of 'Plan Preview' drawing together plan components to date; review and validation of refined goals to apply to each priority issue
August 11, 2020	Preparation for distribution of draft plan document
September 8, 2020	Discussion of feedback from committee review of first draft; identification of needs for adoption process (timing and materials)

Open Houses

Four open house events were held during the development of GVL2040. Each event featured “stations” with information and interactive features to complement steering committee discussions and questions being posed in online surveys. These events included:

August 7, 2019 at Springfield Baptist Church	109 attendees	Identification of core values and priority issues
November 13, 2019 at East North Street Academy	57 attendees	Indication of “what progress means to me” on emerging priority issues
February 12, 2020 at David Hellams Community Center	63 attendees	Preference voting on three growth scenarios for 2040
June 2020 Virtual Open House and Online Survey	45 attendees to live video meeting	Open Q&A discussion based on material presented about the node and corridor framework for growth and specific goals around priority issues

Online Surveys

Three online surveys, and one survey linked to a virtual open house, were conducted during GVL2040. The questions included with these surveys were designed to complement discussions occurring with the steering committee and at open houses, and to test ideas emerging from the GVL2040 process. The surveys, results of which were archived on the City’s project website (GVL2040.com), included:

July 2019	3,207 respondents	Topics surveyed: Identification of core values and priority issues
November-December 2019	1,725 respondents	Topics surveyed: Emerging priority issues—the environment, affordable housing, and transportation
May 2020	1,467 respondents	Topics surveyed: Node/corridor growth framework, including ranking of potential nodes and corridors to gauge ‘where and how Greenville should grow’
June 2020 Virtual Open House and Online Survey	26 participants on open house survey	Topics surveyed: Proposed urban form and density for the node and corridor growth framework, specific goals for priority issues, and cost/benefit analysis

GVL2040

Comprehensive Plan for
Greenville, SC



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