

GREENVILLE WEST SIDE

COMPREHENSIVE PLAN

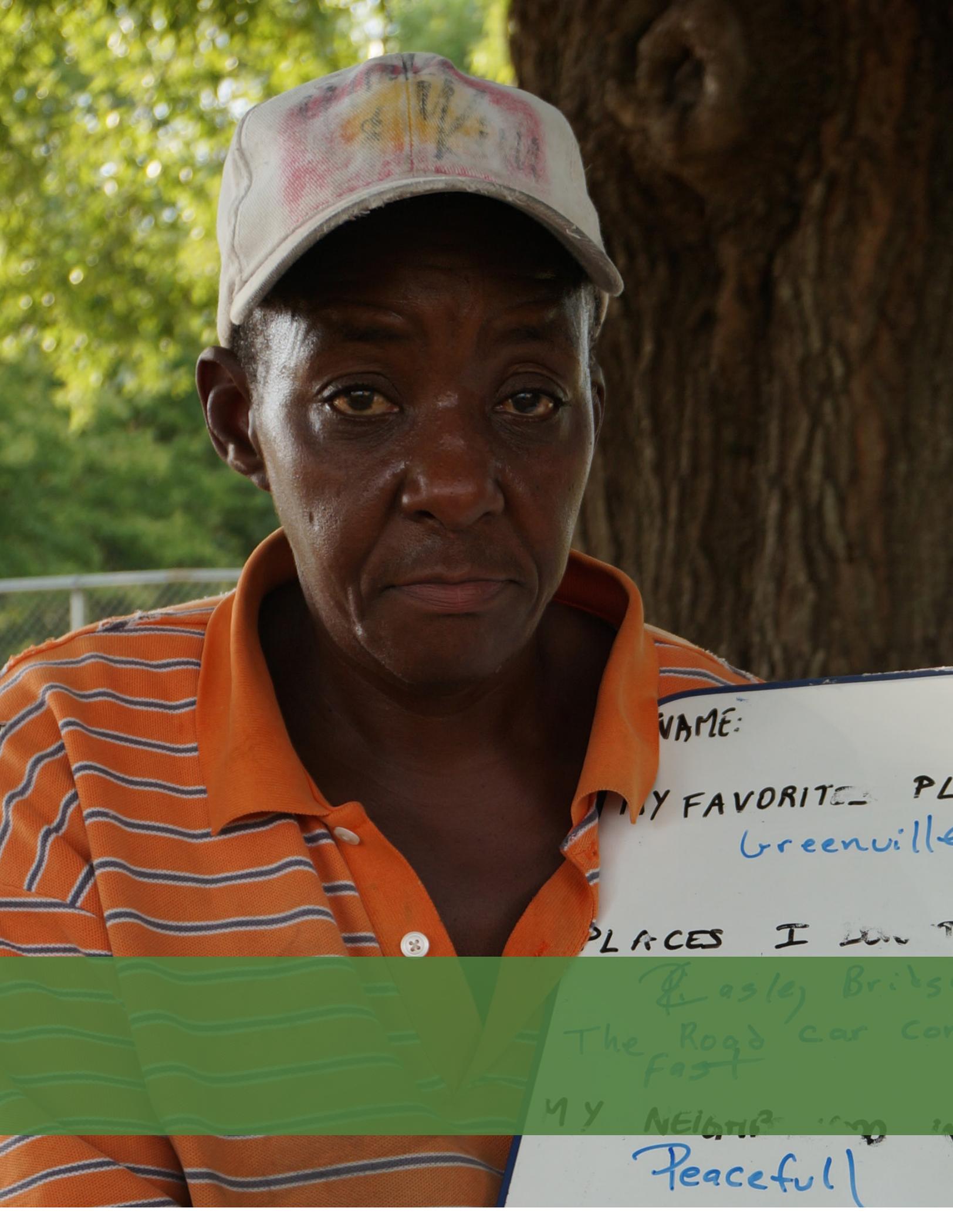


February 19, 2014

City of Greenville, South Carolina



Chapter 10: Development Strategies



NAME:

MY FAVORITE PLACE

Greenville

PLACES I LOVE

Leasley Bridge

The Road car cor
Fast

MY NEIGHBORS

Peaceful



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10.1: Overview

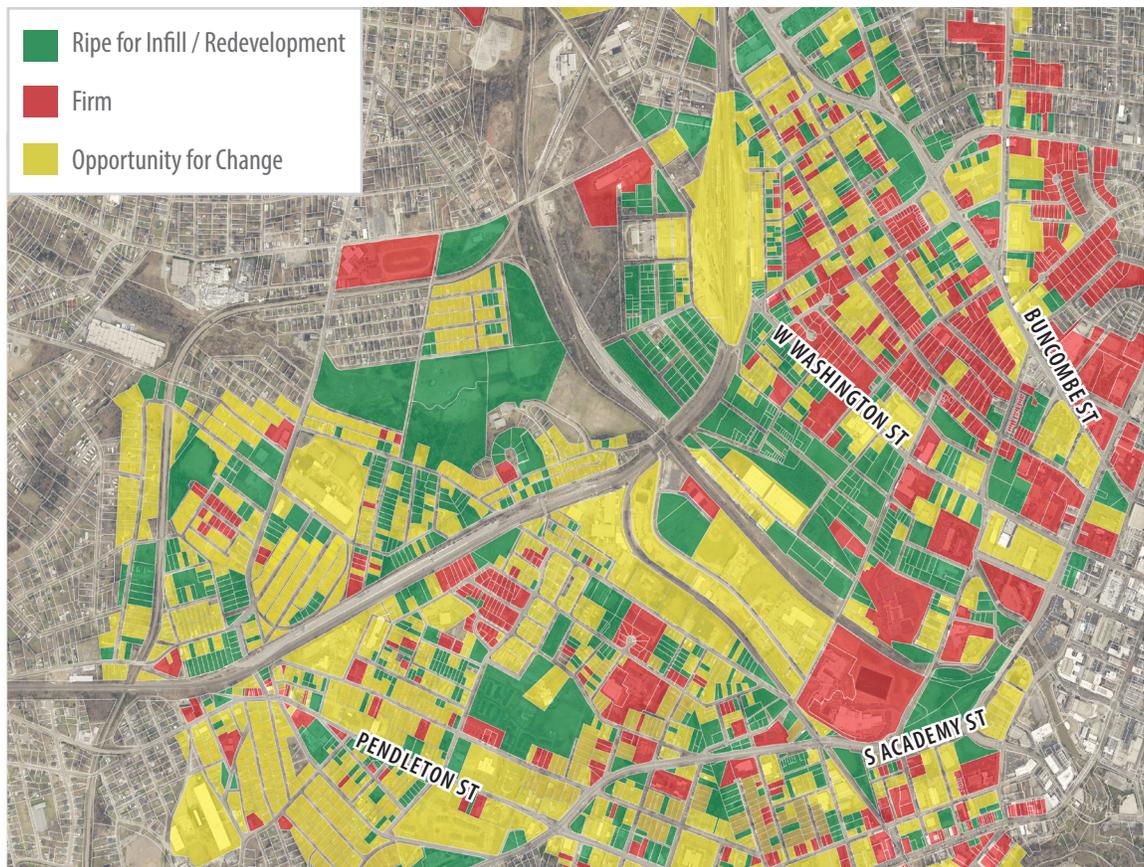
Given the size of the West Side and the scope of this plan, the strategy focuses on key development areas, rather than making recommendations for each individual property. These specific strategies include the major catalyst sites that are expected to drive development over the next several decades.

As part of the initial analysis, the design team completed a Ripe/Firm evaluation of the properties within the study area. The “ripe” areas for (re)development included vacant, blighted, and under-utilized properties. The “firm” areas served as potential anchor sites. Areas with opportunities for change, such as commercial or residential rehabilitation, were also identified. This survey was constantly evaluated during the design and public input process, and served as a guide for the proposed development strategies.

The team analyzed the existing neighborhood structure based on the traditional

neighborhood unit: an area that can be covered in a five minute walk from center to edge, typically a quarter of a mile. Planners often refer to this as the “pedestrian shed”—the distance the average American will walk for an amenity. Before automobiles, most neighborhoods were developed on this model. The civic and commercial uses were placed at the center of the neighborhood, with a diversity of housing types radiating from the center out. This analysis revealed approximately nine pedestrian sheds in the West Side. Neighborhood centers included areas that were historically neighborhood centers and areas that are emerging as new neighborhood centers/nodes.

Combining the existing neighborhood units with the Ripe/Firm Analysis helped the design team establish major development opportunities areas on which to focus conceptual planning efforts for redevelopment strategies. Additionally, smaller infill residential opportunities also were identified



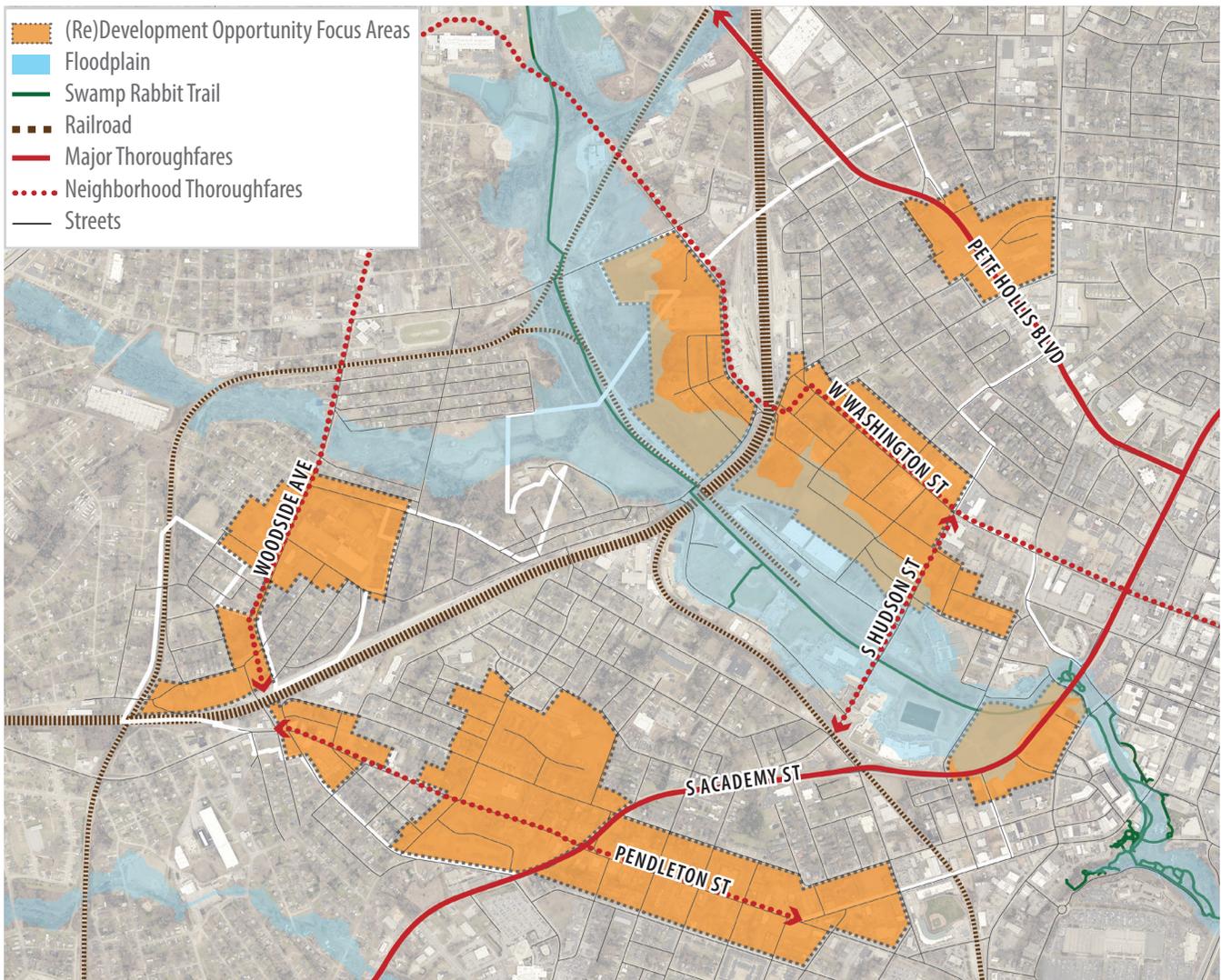
Ripe/Firm Analysis of the West Side

and addressed through an application of the housing typologies developed in the City-wide Housing Strategy (§10.11.2).

The illustrative plans in this chapter show development opportunities, but are not intended to prescribe specific development outcomes on privately-owned property. Instead, they illustrate realistic growth scenarios that measure the type and amount of development that properties can accommodate, taking the rest of the recommendations of this plan into consideration.



Neighborhood Unit Analysis



Major Development Opportunities Analysis: This diagram highlights the areas within the West Side where the development and redevelopment strategies in this chapter focus.



Saint Andrew's and Pendleton Street Baptist block: The plan proposes replacing existing surface lot with a shared parking deck wrapped with neighborhood commercial and apartments.

Pendleton Street East of South Academy Street	
Single Family	14
Apartments	42
Duplex	9
Multifamily Manor	54
Senior Housing	84
Total Housing Units	203
Development Cost	\$26,083,200
Retail Commercial	71,700 sf
Deck Parking	952 spaces
Development Cost	\$12,189,000
Total Development Cost	\$38,272,200

10.2: Pendleton Street Area – East of South Academy Street

With some redesign to better accommodate pedestrians and cyclists (\$7.2.3), the section of Pendleton Street east of South Academy has the potential to become a thriving mixed-use corridor, channeling the vibrancy of the West End commercial district to the west, as well as supporting the continued revitalization of the adjacent West End residential neighborhood. The plan illustrates three key redevelopment areas: the area around the Saint Andrews and Pendleton Street Baptist churches, the Calhoun Street/Memminger block and the area along South Academy Street near Perry Avenue. Also, smaller infill opportunities are shown along South Academy Street and within the West End neighborhood.

10.2.1: Saint Andrew's/Pendleton Street Baptist block

Two prominent churches, Saint Andrew's Episcopal Church and Pendleton Street Baptist Church, frame a large surface parking lot along Pendleton Street near the intersection of South Main Street. Walking along this section of South Main Street, this parking lot is an unfriendly barrier to pedestrians, especially at night. The plan illustrates a new parking garage replacing the surface lot lined with buildings that engage the street,



Pocket Neighborhood: Example of a local pocket neighborhood on Echols Street in Southernside.

with commercial space facing South Main Street and residential units facing Rhett Street. The garage would provide more than adequate parking for both churches, as well as support new development and visitors to the nearby baseball stadium and the West End commercial district.

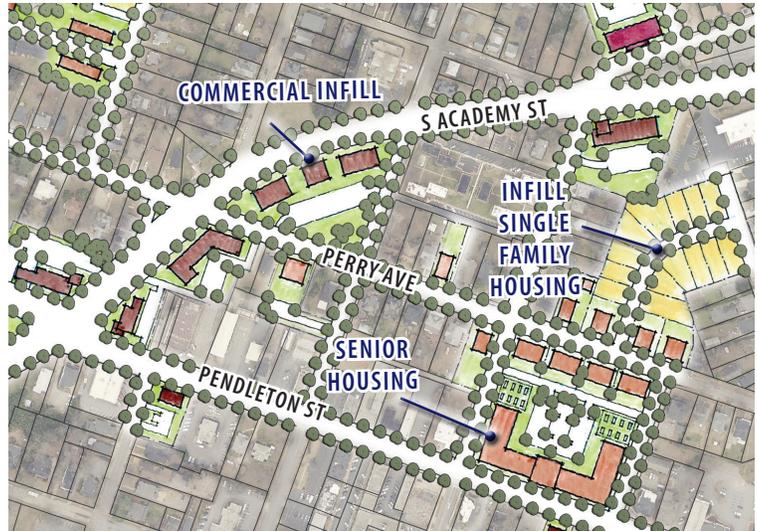
Across Perry Avenue from the proposed senior housing development, the under-utilized land located between Ware Street and Perry Avenue could support 14 additional single-family homes facing a new residential lane that echoes the block structure created by South Academy Street.

10.2.2: Calhoun Street/Memminger Street block

A few blocks west and on the north side of Pendleton Street, between Memminger Street and Calhoun Street, the Department of Employment block is shown redeveloped for new senior housing. This site is close to the civic and cultural opportunities of downtown, as well as along the local bus route on Pendleton Street. The recommended site design addresses the street and continues the urban development pattern, while also



Saint Andrew's and Pendleton Street Baptist Block (10.2.1): Shops line a parking deck built on the current surface parking lot between the churches.



Saint Andrew's and Pendleton Street Baptist Block (10.2.1): Senior housing and single-family infill increase residential options in the area.



Illustrative Plan of South Academy and Pendleton Streets

reserving quiet interior green spaces for repose. On the south side of Pendleton Street, there are several opportunities for small-scale neighborhood commercial development and facade rehabilitation projects that continue the existing character of the historic buildings.

10.2.3: South Academy Street

Facing South Academy Street, just north of Perry Avenue, the plan proposes a pocket neighborhood with a community green space. With this site's proximity to social service agencies, such as Project Host, the Salvation Army Ray & Joan Kroc Corps Community Center (Kroc Center) and local churches, this development could potentially serve as an ideal location for housing with supportive services using the "Housing First" model (§9.6.2).

10.2.4: Calhoun Street North of South Academy Street

The plan shows a new civic building, possibly a new family life building for Israel Metropolitan Christian Methodist Episcopal (CME) Church, facing Calhoun Street at Ware Street, just north of South Academy Street. On the east side of Israel Metropolitan CME Church, the plan proposes new multi-family housing constructed on the vacant land between Calhoun Street and Gower Street. This higher density housing would then transition to duplexes and single-family housing infill along Birnie Street, keeping in character with the existing houses.



Israel CME Church on Calhoun: this empty lot next to the church could hold future multi-family and single family housing

10.3: Pendleton Street Area – West of South Academy Street

As improvements are continued along Pendleton Street west of South Academy Street (§7.2.3), the connection between downtown and the Village of West Greenville, as well as between surrounding neighborhoods, will be strengthened. The plan focuses on three major redevelopment sites within this area: the Kash & Karry Block, Westview Apartments and the adjacent Industrial site along Easley Bridge Road; and Brookhaven Apartments. Smaller infill opportunities are shown within the neighborhood areas to the south and north of Pendleton Street.

Two key sites are the Brookhaven and Westview apartments, both owned by the Greenville Housing Authority. As the Housing Authority continues to move toward a private development model, the plan recommends redevelopment of these sites using the HOPE VI template of creating high-quality mixed-income housing that is integrated into the fabric of the neighborhood.

10.3.1: Kash & Karry block

Currently, the property at the corner of Queen Street and Pendleton Street has two small strip retail centers and a large self-service car wash. The main anchor of the site is the Kash & Karry store, located within the newer of the two centers, which left a vacancy in the older center when it relocated next door. Both



Department of Employment site: this site could fit senior housing within close walking distance to services

the structures and the site are significantly underutilized and poorly maintained. The United House of Prayer for All People is located to the east of the commercial properties. This large church is surrounded by a well-kept lawn that is separated from the street and the neighborhood to the north by a large wrought iron fence.

The plan recommends the commercial properties be redeveloped for a neighborhood mixed-used center that would include a new commercial structure for a strong retail user. The plan illustrates Elmer Street being extended south to Pendleton Street to reduce the block size to a more walkable scale and strengthen the connection into the West Greenville neighborhood. Additionally, in conjunction with removing the wrought iron fence, this extension creates a new corner that provides a more prominent, and civic, frontage for the church.

Infill townhouses and small-lot single-family detached homes line the remainder of the block, providing 26 new housing units. Additional households along this portion of Pendleton Street also would provide a safer environment by keeping the street active 24 hours and preventing commercial-only stretches of the corridor that turn dark after business hours.

Pendleton Street West of South Academy Street	
Single Family	88
Apartments	254
Duplex	17
Multifamily Manor	34
Townhomes	136
Cottage Bungalow	8
Carriage House	39
Lofts	39
Total Housing Units	615
Development Cost	\$98,992,800
Retail Commercial	27,850 sf
Deck Parking	695 spaces
Development Cost	\$4,734,500
Total Development Cost	\$103,727,300



Kash & Karry Block (10.3.1): The site is shown with neighborhood commercial infill, Elmer Street continuing through to Pendleton Street, as well as townhouse and small lot single family housing.



Facade Improvements: There are many shop fronts on Pendleton Street (example shown here) that could be improved by infilling buildings and adding elements like a trellis, outdoor seating and street trees



Rendering showing Pendleton Street in its existing conditions looking over the corner yard of United House of Prayer for All People



Rendering showing Pendleton Street, Phase 1: Elmer Street is extended through to Pendleton and neighborhood commercial and street trees line the streets. The iron fence is taken down and the corner becomes a civic anchor.



Rendering showing Pendleton Street, Phase 2: Infill housing adds to the street and Elmer Street is extended across Pendleton Street

10.3.2: Westview Apartments and industrial site along Easley Bridge Road

The Westview Apartments are townhouse-style buildings sited on a large property on the south side of Pendleton Street near Easley Bridge Road. The property is owned and managed by the Greenville Housing Authority. These buildings are of lower quality construction, and their useful life is nearing an end. The property sits adjacent to a large brownfield site at the fork of Traction Street and Easley Bridge Road that contains old abandoned industrial buildings.

This plan presents two options for redevelopment of the Westview and Brookhaven properties, both of which introduce a contextual block structure that is more sensitive to the neighborhood pattern. Connections would tie into Burdette Street to the west, and St. Francis Drive and Mauldin Street to the southeast. The plan also would realign Traction Street where it meets Easley Bridge Road to create a continuous frontage along Easley Bridge Road and eliminate a geometry that is difficult to develop. This design intervention assumes the remediation of the brownfield property.

Option A

Option A proposes a variety of housing types on the property, with the highest density concentrated in apartment buildings that line Easley Bridge Road. These apartments transition to smaller apartment buildings, duplexes, and single-family detached homes toward the north and west where the property fronts Textile Avenue. This modulation of building density allows the site to accommodate more than 400 new housing units.

Additionally, this plan shows a long-range recommendation for extending Elmer Street across Pendleton Street. This would strengthen the connection between the new residential development and the West Greenville neighborhood, as well as created blocks along Pendleton Street for redevelopment to support a new neighborhood center.

Option B

Option B focuses on higher density within the interior of the site, adding more apartments and yielding 163 more housing units than Option A. Limited redevelopment is proposed along Pendleton Street.



Westview existing conditions



Westview Apartments, Option A (10.3.2)



Westview Apartments, Option B (10.3.2)



Brookhaven Apartments, Option A, infill strategy (10.3.3)



Brookhaven Apartments, Option B, redevelopment strategy (10.3.3)

	Existing	Option A	Option B
Westview	73	400	563
Brookhaven	36	77	83
Total Units	109	477	646

10.3.3: Brookhaven Apartments

Brookhaven Apartments are located in the middle of the West Greenville neighborhood. The property is owned and managed by the Greenville Housing Authority. The existing two-story townhouse-style apartments are in good condition, but the siting does not match the pattern in the surrounding blocks. The apartment complex includes a large amount of open space. Additionally, although the complex is part of a large property that includes most of the West Greenville Park, including portions of the West Greenville Community Center, it is separated from the park, as well as the rest of the neighborhood, by a wrought iron fence. The “super block” design of the entire property creates an unsafe and unfriendly environment for the neighborhood. The plan illustrates two options for redevelopment of this site. Both seek to create more cohesive neighborhood structure, to strengthen connections between residents and the park amenities, and to provide a safer environment in the park. Recommendations for improvements to the mobility and park infrastructure are provided in more detail in §8.2.1.

Option A

Option A illustrates infill development in the large amount of open space on the property and assumes that the existing townhomes would be rehabilitated. Extending Luther Street, to connect Manning Street and Queen Street, completes the block structure that currently ends in cul-de-sacs. New townhouse apartment buildings would be added to face the street and define this block structure. This option would accommodate nine additional apartment buildings and a short row of single-family houses along Manning Street, which would more than double the number of units on the property to 77 units.

Option B

Option B illustrates a full redevelopment of the site creating a development pattern that would blend into the surrounding neighborhood. Using the same general block structure as Option A, Option B suggests small single-family lots that reflect the same

size and character as those on the streets that wrap the site, including Perry Avenue, Doe Street, Queen Street, and Manning Street. Additionally, this option would integrate other housing types, including a few mansion-style quadruplexes and a cottage court around a common green facing Luther Street. This redevelopment plan would yield a total of 83 housing units,

10.4: Village of West Greenville

The newly-branded Village of West Greenville is an emergent artist district and destination. At its core is a well-preserved historic district that once served as the commercial center for the mill villages of West Greenville. Today, many of these buildings are being restored for new art studios and entertainment venues. Infrastructure and transit improvements are recommended in Chapter 7, including streetscaping, the addition of a speed table

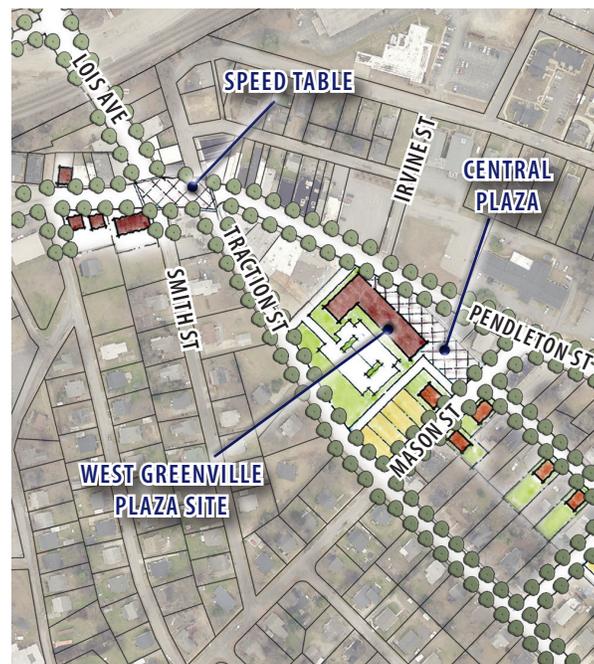
to slow traffic, an enhanced pedestrian environment (§7.2.3), the addition of a trolley circulator route §7.5.2), and creation of a central plaza (§8.3.3). The development strategies for this area focus on the redevelopment of the West Greenville Plaza site. (Parking in the Village is addressed in §10.11.3.)

The West Greenville Plaza is composed of obsolete strip shopping center located at the eastern gateway of the Village. The buildings form an L-shape set far back from the street, with most of the site composed primarily of surface parking. Given its location and size, this site represents a significant redevelopment opportunity.

The plan illustrates redevelopment that includes a new two-story building on Pendleton Street that reflects the area’s historic architectural vernacular. This building would front the new central plaza proposed in §8.3.3.



Lois Avenue and Pendleton Street



Illustrative Plan of the Village of West Greenville (10.4)



West Greenville Plaza

The History of Woodside Mill

John T. Woodside founded the mill in 1902. The Woodside Cotton Mill Village Historic District has industrial and architectural significance as a good example of an early twentieth century urban South Carolina textile mill village. The district includes 375 buildings and sites (280 which are historically contributing) just west of the city limits of Greenville. The village is still largely intact despite modernizations made to individual buildings by a succession of mill and home owners. The spatial integrity of the village has been maintained. The mill and community exist in the same relationship as it has for more than eighty years. The massive cotton mill rises above a village of modest cottages built for the mill workers. Transportation arteries have also survived without major change. A historic garden/greenway provides an additional visual element. The mill is a brick, four-story textile mill designed by J.E. Sirrine and built between 1902 and 1912. In addition to the cotton mill, the village contains 343 surviving mill houses, one cotton waste house, one mill office building, one recreation building, two churches, one baseball park, and one pasture/common garden area. Woodside Avenue, a broad, oak-lined street, forms the village's central boulevard. The mill, the village churches, and some supervisory housing front along the avenue. The curving side streets in the village are lined with neat rows of mill houses and large oaks. Listed in the National Register April 30, 1987.

Source: Excerpt from the National Register: <http://www.nationalregister.sc.gov/greenville/S10817723036/>



An example of a mill owner's house.



Broke back style mill worker's house.

10.5: Woodside Mill Neighborhood

Although portions of the surrounding mill neighborhoods have been annexed into the City of Greenville, the Woodside Cotton Mill Village Historic District is located just outside of the City of Greenville's municipal borders. This area has been listed on the National Register of Historic Properties since 1987, although the mill has remained vacant for many years.

The rehabilitation of the large mill building would be a significant driver of revitalization for the neighborhood and surrounding area. Given the building's scale, it is anticipated that rehabilitation will necessitate multiple uses. The plan focuses on the restored mill building as a significant destination and proposes only a few complementary neighborhood commercial opportunities outside of the mill building. Additionally, the plan anticipates that with this redevelopment and the continued growth of the Legacy Charter School located less than a half-mile up the street, Woodside Avenue will become a more heavily-traveled thoroughfare. (See the proposed future design of Woodside Avenue in §7.2.4).

This plan proposes a small commercial node at the intersection of Woodside Avenue and East Main Street that would renew the historic village pattern of the mill as a neighborhood center for the surrounding homes.

Additionally, the plan envisions a variety of infill housing opportunities spurred by the mill's redevelopment. Surface parking lots along East Main Street facing the mill would be rebuilt as townhouses or a similar mid- to high-density housing type, emphasizing the historic main street of the mill village. Parking lots to serve the mill are shown behind the mill, rather than along a prominent street.

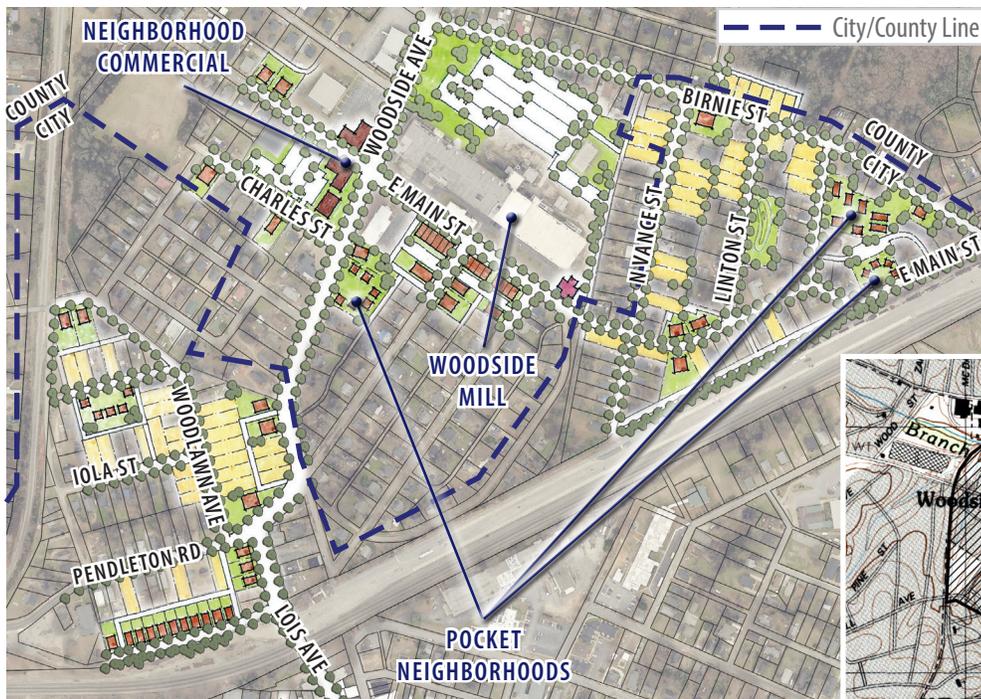
As shown in the plan, there are a few opportunities for pocket neighborhoods with cottage housing along Birnie Street, East Main Street, and Woodside Avenue. A passive green space and rain garden on Linton Street would provide a small public park within the blocks east of the mill.

The plan recommends residential infill development on vacant lots and underutilized properties, as well as a strong focus on rehabilitation of the existing mill houses. The plan envisions single-family houses that echo the historic mill housing vernacular filling in the quiet neighborhood blocks like Vance and Linton Streets. The plan also shows residential infill around Woodlawn Avenue and Pendleton Road, a few blocks southeast of the mill building. This location is very convenient to both Woodside Mill and the Village of West Greenville, just on the other side of the Lois Avenue underpass, and could become a very desirable area. Extending Liberty Street adjacent to the railroad line would allow the southern half of the block behind Faith Tabernacle Baptist Church to support a line of new single-family houses.

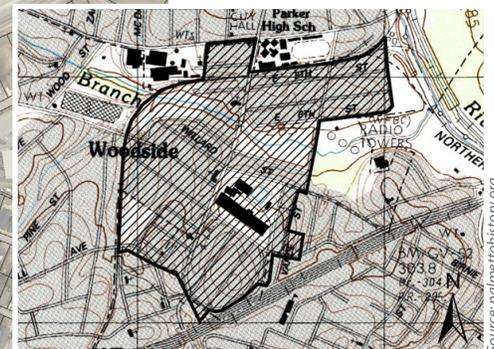


Woodside Mill

Woodside Mill Neighborhood	
Single Family	56
Duplex	50
Townhomes	14
Cottage/Bungalow	23
Four Packs	8
Total Housing Units	151
Development Cost	\$31,544,200
Parking Spaces	443 spaces
Total Development Cost	\$31,544,200



Illustrative Plan of Woodside Mill Neighborhood (10.5)



Woodside Cotton Mill Village Historic District

10.6: Mayberry Street Area

The properties to the south of Mayberry Street include Greenville Water and a variety of other industrial and warehouse uses. The development strategies for this area focus on redeveloping Mayberry Street as a vibrant neighborhood fronting a new City Park. Additionally, new civic and residential uses are recommended in the area along Calhoun Street between Birnie Street and South Academy Street.

Mayberry Street Area	
Townhomes	48
Apartments	262
Total Housing Units	310
Development Cost	\$39,045,400
Flex Commercial/Industrial	90,000 sf
Surface Parking	258 spaces
Deck Parking	400 spaces
Development Cost	\$11,700,000
Total Development Cost	\$50,745,400

10.6.1: Mayberry Street

The plan proposes the relocation of the Greenville Water facility, and the reuse of existing structures to create an eclectic mixed-use warehouse district with restaurants and breweries. This would entail redeveloping the Greenville Water building into a restaurant or other type of entertainment destination, possibly through a public-private partnership. The plan also proposes townhouse and multi-family housing developments fronting the park. This siting is very desirable from a market perspective, and is a good way to support natural surveillance of the park, by having people nearby at all times of day.

At the potential park entrance, proposed as a pedestrian extension of Leach Street, the plan proposes two buildings that could serve as institutional, educational, or commercial facilities. This also may be an attractive site for outdoor dining across from the amphitheater.



Mayberry Street Area (10.6.1): The Greenville Water building in the inset photo could be redeveloped into a restaurant or another kind of entertainment destination supported by the new housing nearby.

These higher-intensity uses would potentially draw a more diverse group of users to the area, contributing another layer of vibrancy at the gateway to the park.

10.7: West Washington and South Hudson Street Corridors

In order to support the viability of the proposed bus rapid transit (BRT) line on West Washington Street (\$7.5.3), the density of development along the corridor should increase significantly. More people living and working in close proximity to the BRT line means more potential riders. A mix of multi-family housing, neighborhood-serving commercial development, and institutional anchors will both support high-quality transit service, and form a new urban neighborhood where residents can rely less on personal automobiles to meet their daily needs.

While it is critical to build density adjacent to BRT stations to capitalize on the City’s investment, the plan recognizes the single

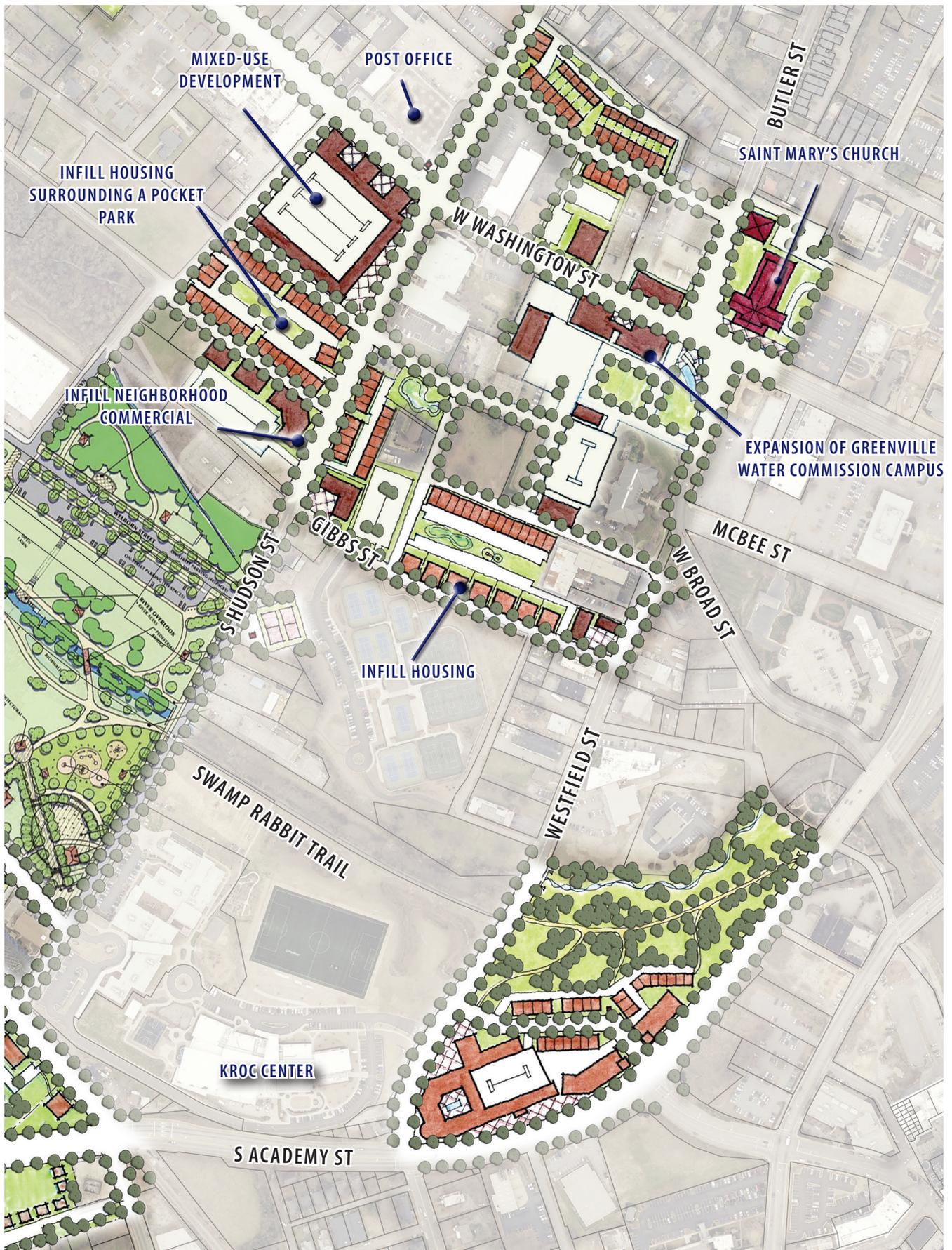
West Washington Street and South Hudson Street	
Apartments	210
Total Housing Units	210
Development Cost	\$23,205,000
Commercial/Office	60,500 sf
Civic	21,600 sf
Surface Parking	119 spaces
Deck Parking	480 spaces
Development Cost	\$11,299,500
Total Development Cost	\$34,504,500



West Washington Street and South Hudson Street: Existing conditions



Proposed Transit-Oriented Development at West Washington Street and South Hudson Street



West Washington Street and South Hudson Street Corridor (10.7.1): This plan shows various infill development pieces

family residential neighborhood near the West Washington corridor by tapering density to transition naturally from low-rise buildings to townhouses to single-family detached homes. Development strategies focus on supporting urban development along West Washington Street developing South Hudson Street as a residential corridor, and supporting the Amtrak Station Area as a High-Tech Urban Living Node.

10.7.1: West Washington Street block at South Hudson Street and Broad Street

The area along West Washington Street near the intersection of South Hudson is dominated by obsolete buildings, limited street activity, and vacant or underutilized land. The plan illustrates a new five-story mixed-use building on the southwest corner of the intersection of South Hudson Street that would add ground-floor commercial space, enliven West Washington Street, and provide 210 upper-story housing units. By designing the building to line the block with a series of outdoor plaza spaces, and locating a surface parking lot on the interior, the building would provide a vibrant corner anchor.

Across the street, the old Post Office building could be reused to better serve the neighborhood center, with the first floor renovated for independent market stalls or small neighborhood retail, and the upper floor used for small business office spaces. The Post Office function could be maintained in a more limited capacity. East on West Washington Street, the plan takes advantage of current surface parking lots to accommodate new neighborhood commercial buildings that form a more continuous, urban streetscape.

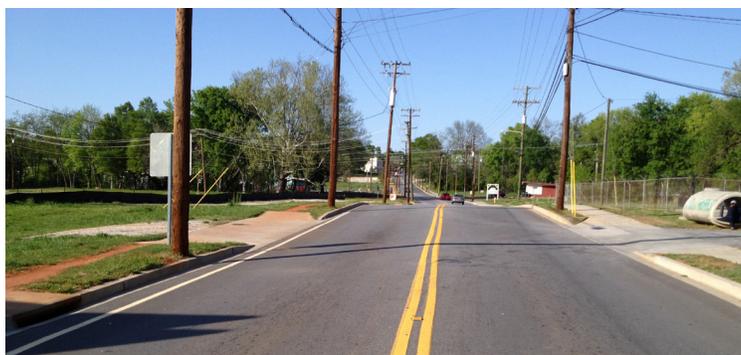
At the intersection of West Washington Street and Broad Street/Butler Avenue, the plan illustrates two institutional campuses based on conversations with representatives of the Greenville Water Commission and St. Mary’s Catholic Church.

On the southwest side of the intersection, the plan shows an expansion of the Greenville Water Commission’s campus to accommodate additional office and service uses for the utility



South Hudson Street: Existing conditions

South Hudson Street Corridor	
Townhomes	96
Multifamily Manor	42
Apartments	3
Total Housing Units	141
Development Cost	\$25,343,300
Commercial	57,500 SF
Surface Parking	185 spaces
Development Cost	\$9,775,000
Total Development Cost	\$35,209,300



South Hudson Street: View looking north



Local Example of Creative Reuse: BikeStreet USA reused an industrial building next to the Swamp Rabbit Trail in the floodplain



Local Example of Creative Reuse: Swamp Rabbit Crossfit inhabits an industrial building next to the Swamp Rabbit Trail in the floodplain



TTR Bikes: Relocated to South Hudson Street in Southernside in 2008

company. The plan shows a new building, constructed along West Washington Street, with a water feature that serves as the gateway into the campus. The campus is supported by a parking garage built in the rear of the Commission's existing building along Broad Street. New buildings would be constructed to line the parking garage and frame Hyde Street (to the south) and a civic green (to the north)

On the northeast corner of the intersection is a site owned by St. Mary's Catholic Church. The plan shows a new 1,200 seat cathedral to accommodate the church's large congregation.

As designs for these two significant investments are finalized, buildings should be oriented to address West Washington Street and Broad/Butler Streets, rather than turning inward, so as to contribute positively to the corridors' characters.

10.7.2: South Hudson Street

South Hudson Street is one of the few connecting north-south neighborhood streets in the West Side. Currently, with the exception of the Kroc Center facilities and a few small retail shops, most of the property along South Hudson Street is vacant. This plan anticipates a more prominent role for South Hudson Street in the near future, building on the success of recently developed facilities such as the Swamp Rabbit Trail, A.J. Whittenberg Elementary School, and the Kroc Center, as well as the proposed BRT station along Washington Street and the development of the potential City Park on Mayberry Street.

Taking advantage of all of these amenities, the plan illustrates medium-density residential development and a few small commercial opportunities along South Hudson Street. New townhouse developments and small (six-unit) apartments are shown along the cross streets of Asbury Street, Oscar Street, and Gibbs Street to create a lower-intensity urban character. On the west side of South Hudson Street, the plan recommends a few neighborhood commercial buildings (directly to the north of the substation) that serve as a buffer for the residential area and a link between the proposed retail environments on

West Washington Street and Mayberry Street. This mix of uses would also increase the level of activity along the street, keeping eyes on the park for natural surveillance. Creative reuse of existing structures would help to revive a distinct character along the corridor.

There is an additional multifamily housing opportunity off of Westfield Street and South Academy Street, on the east side of the Kroc Center. This more urban configuration would build on the energy of West End and begin to channel higher-density urban development deeper into the West Side.

West Washington Street Tech Hub	
Townhomes	7
Multifamily Manor	15
Duplex	6
Apartments	36
Total Housing Units	64
Development Cost	\$8,432,100
Flex Office/Commercial	28,000 sf
Transportation Center	7,500 sf
Surface Parking	67 spaces
Development Cost	\$4,867,500
Total Development Cost	\$13,290,600

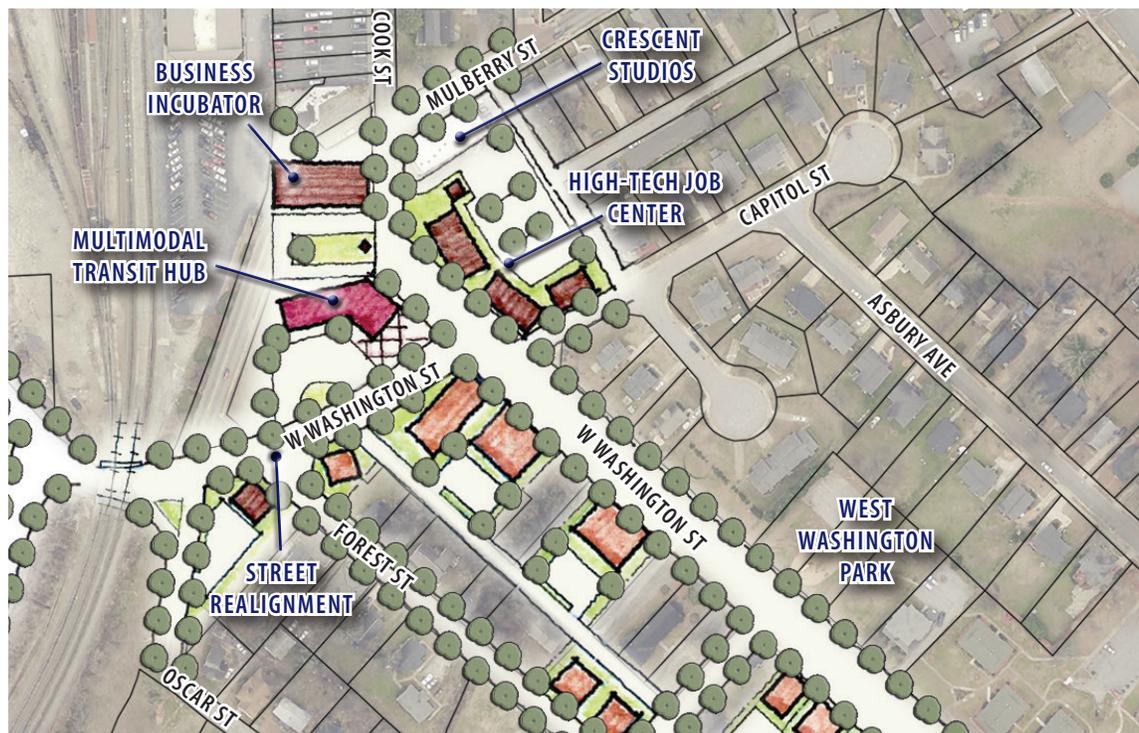
10.7.3: West Washington Street block at Amtrak Station

Building on the success of the co-work model in the Crescent Studios at the intersection of West Washington Street and Mulberry Street, this plan proposes the development of a high-tech job center and business incubator space around the existing Amtrak Station.

The plan illustrates a new civic building and public plaza in front of the Amtrak Station, which would also be utilized as a BRT station/



Example of a passenger center in Spartanburg, SC



Amtrak Station Area (10.7.3): This plan shows a redeveloped area around a new Amtrak/multimodal station surrounded by a public plaza with infill neighborhood commercial. West Washington Street is realigned to create a safer railroad underpass.



Crescent Studios: Co-working space across from the Amtrak station

multimodal transit hub, anchoring the West Washington Street corridor. Turnaround space for the buses may be provided on-site or by using Forest Street. The redevelopment of the current low-slung train station into a multimodal transit hub would provide a gateway to regional destinations and support new high-tech office buildings clustered around the existing Crescent Studios.

The plan also illustrates a realigned West Washington Street approach to the railroad underpass to the southwest (\$7.4.2), which improves the redevelopment potential of surrounding properties. The plan shows new multi-family housing constructed along West Washington Street to provide more opportunities for urban living. A combination of small apartment buildings (six or twelve units each) and park-under townhouses would diversify housing opportunities in the corridor without overwhelming the surrounding single-family homes.

10.8: Newtown

Mountain View Baptist Church was once the center of the thriving neighborhood of Newtown. Today, though the church still serves a strong congregation, there are few residences left in this area. Developed in collaboration with church leaders during the Design Workshop, the plan envisions a revitalized Newtown community, anchored by a new church building and supported by the Legacy Charter Elementary School.

The plan shows the neighborhood's potential at full build-out, but recognizes that this area would develop in several phases over an extended period of time. The first phase would include the new church building, rebuilt on the same site at the west end of Temple Street, fronting a new central green. A new three-story senior housing development, on the north side of Temple Street, would accommodate both senior congregation members and the aging population within the West Side. As designed, the plan provides 65 assisted living apartments (in the main building) and 20 independent living units. The



Example of a living wall: Tube train station in London, England.

plan recognizes the minimal need for parking in the senior housing development, and anticipates on-street parking and 250 spaces located behind the church would serve this facility.

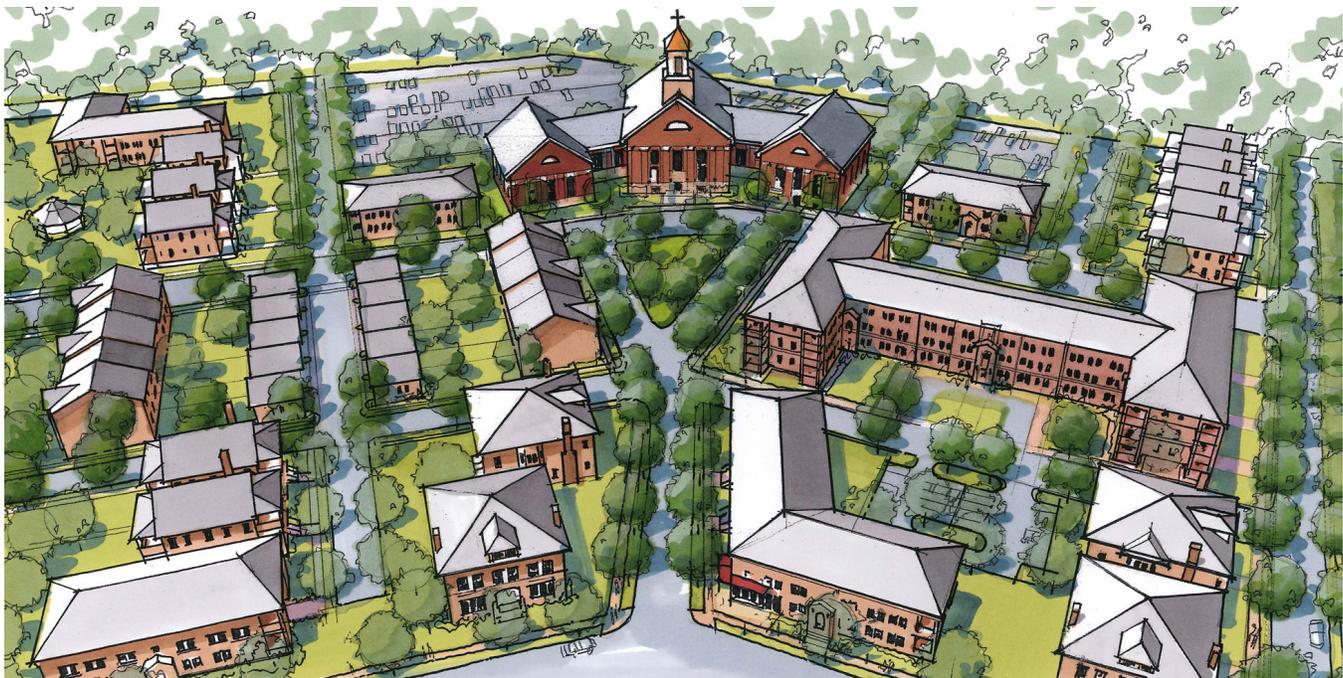
New townhouses and small apartment buildings, would complete a residential core around the new church building, with about 20 additional housing units. Two of these apartment buildings, flanking either side of the new church, would be suitable locations to develop new supportive housing based on the Housing First model (§9.6.2). The plan also envisions a small corner store at the corner of Temple and West Washington Streets, which would allow residents to walk to meet basic shopping needs.

Later phases would extend the existing street network in the area to accommodate attached and detached single family developments. Currently, Elmore Street functions as an alley, but the plan proposes transforming the right-of-way into a neighborhood street with houses fronting it. The overall pattern of housing development uses small-lots and attached housing, served by rear alleys, to create a compact, walkable neighborhood. Since the

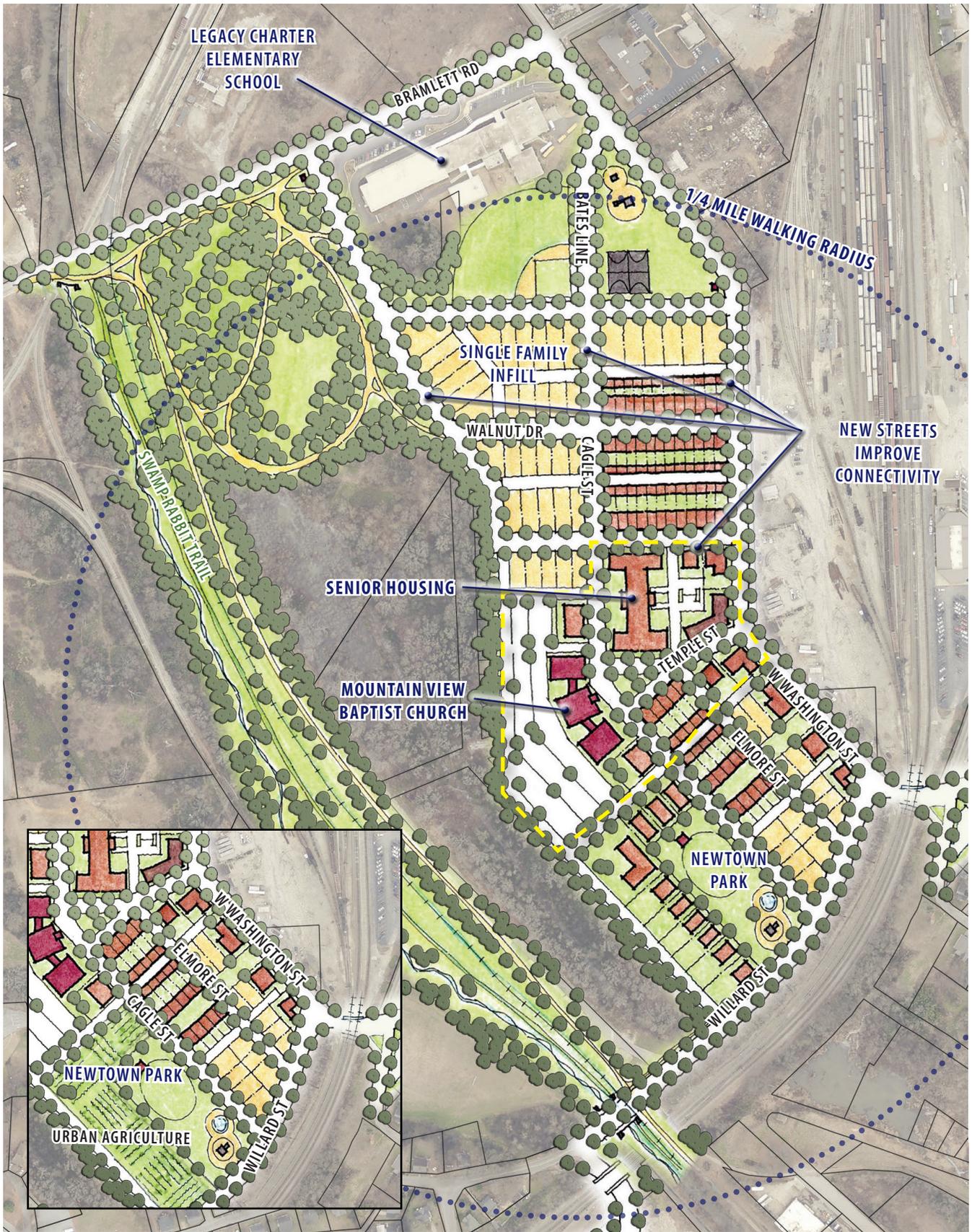
Newtown		
	Version 1 (With housing around Newtown Park)	Version 2 (No housing around Newtown Park)
Single Family	53	53
Townhomes	51	51
Multifamily Manor	55	33
Apartments (Housing First)	20	20
Senior Housing	85	85
Total Housing Units	264	242
Development Cost	\$42,961,300	-
Commercial	4,800 sf	4,800 sf
Civic	144,000 sf	144,000 sf
Surface Parking	260 spaces	260 spaces
Development Cost	\$25,296,000	-
Total Development Cost	\$68,257,300	-



Mountain View Baptist Church: existing conditions



Newtown: Rendering of Mountain View Baptist Church with neighborhood infill on a connected street grid



Newtown Illustrative Plan (10.8): The plan above shows infill housing. The inset option includes an urban agriculture site around Newtown Park.



Newtown: Rendering of Mountain View Baptist Church looking down Cagle Street

property around Newtown Park is located in the floodplain, the plan shows an alternative strategy for that area if drainage issues cannot be resolved, using the property for urban agriculture activities.

Long-term recommendations include relocation of the Greater Greenville Service Facility on the north side of Walnut Drive, and alignment of Cagle Street and Bates Line to complete the neighborhood block structure and connect the residential area directly with the Legacy Charter Elementary School and provide additional recreational and urban farming facilities.

At full build-out, the neighborhood would accommodate a total of 264 households; 58 of these units would be located outside the current municipal limits of Greenville.



Mulberry-Pinckney infill homes

10.9: Pete Hollis Boulevard and Mulberry Street

The intersection of Pete Hollis Boulevard and Mulberry Street offers some of the most exciting redevelopment opportunities in the West Side. The development strategies illustrated in this plan seek to capitalize on the modifications recommended for Pete Hollis Boulevard (§7.2.2) to create a commercial node that is easily accessible from surrounding neighborhoods and for regional shoppers.

As owner of the former Green Plaza site at the northwest corner of the intersection, the City of Greenville has a significant opportunity to contribute to the vibrancy of Pete Hollis Boulevard with the creation of a new mixed-use hub. The plan proposes a mixed-use redevelopment of the property as a catalyst

project. Three new neighborhood commercial buildings are shown facing the intersection, with new multi-family manor-housing facing Fludd Street. In conjunction with improvements to the intersection to provide pedestrian refuge spaces and protected crossings, new neighborhood commercial development on the other three corners will benefit from both the through-traffic and residents who live nearby. The larger property on the south side of Stone Avenue also provides an opportunity for vertical mixed-use, with office space on a second floor over new commercial development.

The plan also proposes extending Fludd Street to connect to Pete Hollis Boulevard. This will improve access to Pinckney-Fludd Park and repair a small portion of the block structure that was fragmented by the construction of



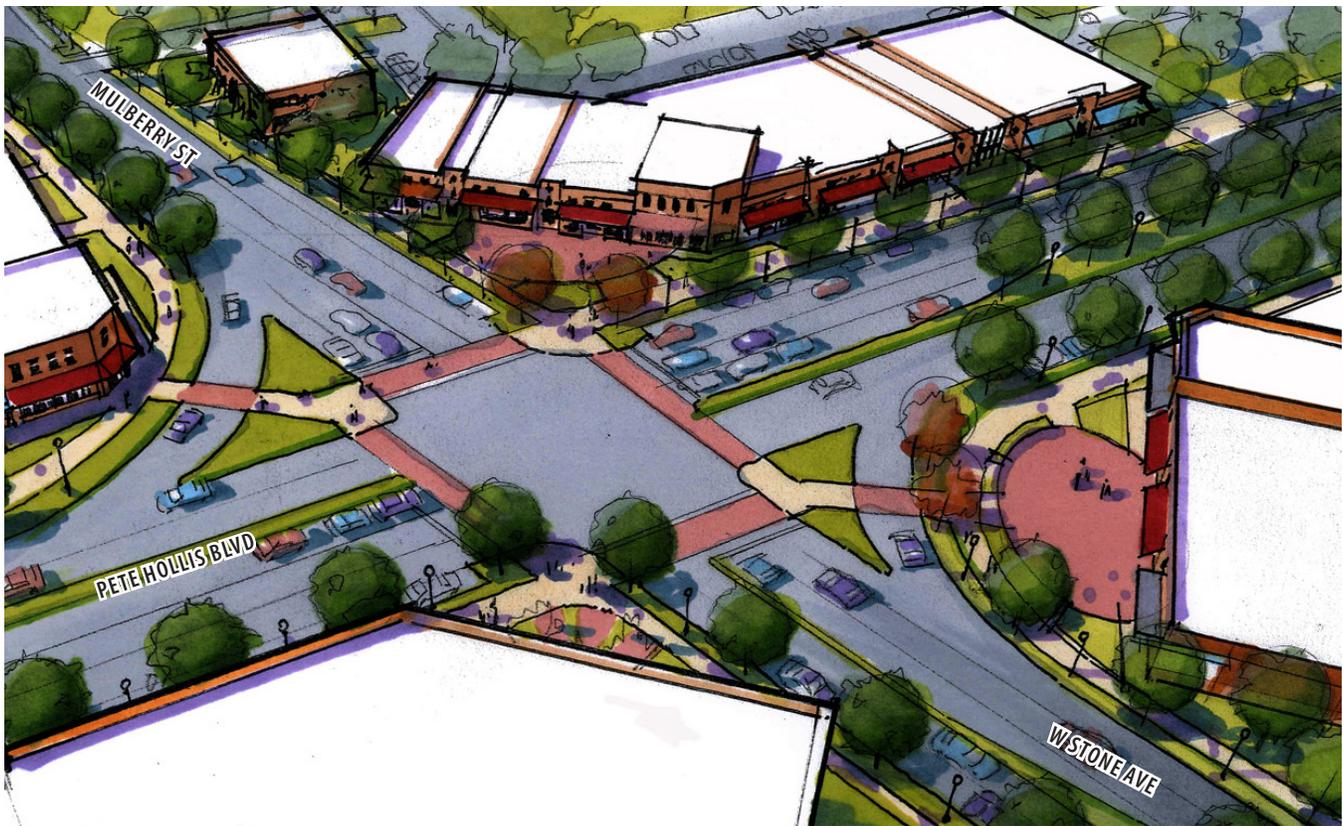
Green Plaza on Pete Hollis Boulevard and Mulberry Street (10.9) : This development shows a new mixed-use hub, with neighborhood commercial and multi-family manor housing, a pocket park, and Fludd Street connecting through to Pete Hollis Boulevard.

Pete Hollis Boulevard. On the other side of the block, a new pocket neighborhood facing Mulberry Street would continue the small infill housing pattern of Mulberry-Pinckney and the new homes to the northwest. Between Keat Avenue and Pete Hollis Boulevard, the plan shows the new dialysis clinic, with the addition of a decorative screening wall to shield the single-family residential along Keat Avenue.



Green Plaza on Pete Hollis Boulevard in existing conditions.

West Washington Street and Mulberry Street	
Single Family	6
Duplex	6
Cottage/Bungalow	7
Total Housing Units	19
Development Cost	\$3,666,000
Office	21,000 sf
Commercial	82,700 sf
Development Cost	\$17,629,000
Total Development Cost	\$21,295,000



Conceptual Illustration of Green Plaza redevelopment, view looking west

10.10: Total Potential Development

Cumulatively, total build-out of the major redevelopment sites illustrated in this plan supports 2,100 additional housing units (excluding replacement of deteriorated existing units), almost 183,000 net new square feet of retail commercial space, and over 225,000 square feet of additional office space on the West Side. Broadly speaking, these opportunities exceed market projections for the next 20 years by about 300 percent (§2.1.4 and Appendix). In other words, there is more land than demand.

This apparent discrepancy is a reflection of two major factors. First, the West Side has a great deal of land ready for (re)development. Second, the growth projections for the next 20 years, while consistent with state and regional projections, are insufficient to absorb all of the land opportunities on the West Side.

This is actually a welcome prospect for the West Side and the operations of the market. It means the West Side is well positioned to be a robust participant in the continued growth of Greenville, as well as the metro area. Additionally, the substantial amount

of land gives developers, property owners, and investors ample flexibility in responding to inevitably changing market demands. This will allow growth to occur without over inflating land values. Without abundant site opportunities to choose from, market forces could drive up property values too rapidly, discourage development, and raise prices so high that the West Side would no longer serve a wide diversity of households and shoppers.

Moreover, the surplus of available land allows the plan to identify priority areas into which housing and commercial development should be directed. Market forces alone might accomplish much the same effect, such as new growth extending from well-established areas. But incentive mechanisms might be implemented to encourage growth over the next 20 years in selected parts of the West Side, without explicitly prohibiting development in other areas.

Build-out Potential Over the Next 20 years	
Additional Housing Units	2,100
Retail Commercial Space (Net sf)	183,000
Additional Office Space (sf)	225,000

TOTAL POTENTIAL DEVELOPMENT								
Geographic Area	Section	Single Family	Cottage/Bungalow	Carriage House	Town-house	Duplex	Multi-family Manor	Apartments
Pendleton St - East of South Academy St	10.2	14	9	-	-	-	54	42
Pendleton St - West of South Academy St	10.3-10.4	88	17	8	39	136	34	254
Woodside Mill	10.5	56	23	-	14	50	8	-
Mayberry Street	10.6	-	-	-	48	-	-	262
West Washington St & South Hudson St	10.7	-	-	-	-	-	-	210
South Hudson St Corridor	10.7	-	-	-	96	-	42	3
West Washington St & Mulberry St	10.7	-	-	-	7	6	15	36
Newtown	10.8	53	-	-	51	-	55	20
Pete Hollis Blvd & Mulberry St	10.9	6	7	-	-	6	-	-



Private Investment Strategy: The development strategies recommended in this plan (Chapter 10) are summarized with numbers that correspond to chapter sections

Senior Housing	Lofts	Commercial	Office	Civic	Surface Parking Spaces	Deck Parking Spaces	Total Investment
84	-	71,700 sf	-	-	-	952	\$38,272,200
-	39	27,850 sf	-	-	695	-	\$103,727,300
-	-	-	-	-	443	-	\$31,544,200
-	-	90,000 sf	-	-	258	400	\$50,745,400
-	-	60,500 sf	-	21,600 sf	119	480	\$34,504,500
-	-	57,500 sf	-	-	185	-	\$35,209,300
-	-	28,000 sf	-	7,500 sf Transit Center	67	-	\$13,290,600
85	-	4,800 sf	-	144,000 sf	260	-	\$68,257,300
-	-	21,000 sf	82,700 sf	-	-	-	\$21,295,000

BRIDGING THE FINANCING GAP: POTENTIAL FEDERAL AND STATE REAL ESTATE DEVELOPMENT ASSISTANCE PROGRAMS

Low Income Housing Tax Credits (LIHTC)

The LIHTC program provides a dollar-for-dollar federal tax credit for affordable rental housing projects. It allows an investor to take a federal tax credit equal to 30 or 70 percent of the cost incurred. Development capital is raised by “syndicating” the credit to an investor.

New Markets Tax Credits (NMTC)

The NMTC Program’s goal is to spur business development and revitalization in low-income communities. Federal income tax credits are made available to investors for equity investments in certified Community Development Entities, which, in turn, invest in low-income communities. The credit equals 39 percent of the investment paid out over seven years.

Property Tax Abatement

Manufacturers (investing \$50,000 or more) and distribution or corporate headquarters facilities (investing \$50,000 or more and creating 75 new jobs in Year 1) in South Carolina are entitled to a five-year property tax abatement from county operating taxes. This abatement usually represents an offset of up to 20 to 50 percent of the total millage (excluding school portion).

Textile Revitalization Credit

The South Carolina Textile Revitalization Credit program provides tax breaks for improvements, renovations, or redevelopment of old textile mills. Eligible properties may qualify for one of two tax credits. First, is a credit against state income taxes or license taxes equal to 25 percent of expenses. Second, is a credit against real property taxes equal to 25 percent of expenses, up to 75 percent of property taxes for a period of eight years.

Retail Facilities Revitalization Act

South Carolina offers tax credits that encourage businesses to renovate, improve, and redevelop abandoned retail facility sites. A company that improves, renovates, or redevelops an eligible site may be eligible for one of two tax credits. First, is a credit against income taxes or license taxes equal to 10 percent of expenses, taken in equal installments over eight years. The credit is limited to 50% of income or license tax liability. Second, is a credit against real property taxes equal to 25 percent of expenses. This credit can offset up to 75 percent of property taxes for a period of up to eight years.

In light of these projections, recommendations for implementation priorities include:

- Position the West Side to capture its historic share of population growth rather than over-anticipating additional growth
- Focus higher-density forms of housing along the major corridors: South Academy Street, Pendleton Street, Woodside Avenue, West Washington Street, and Pete Hollis Boulevard
- Focus regional shopping destinations, most specifically along Pete Hollis Boulevard, as well as areas for small retail businesses serving the surrounding neighborhoods
- Position most new office space near downtown in order to share a similar business environment, with some smaller space co-located in retail shopping concentrations along the arterial corridors to accommodate personal service office occupants such as physicians, dentists, and realtors
- Allow for small industrial types of users, such as warehouse and high-tech operations

10.11: Development Regulations

The City of Greenville’s roles in supporting development strategies recommended in §10.2-10.9 are largely to complete the capital investments in infrastructure that make redevelopment economically viable, and revise the regulatory framework to guide projects that fit the vision espoused by this plan.

Land development in the West Side is currently regulated by more than ten different use-based zoning districts in the Land Management Ordinance (LMO). In order to support the implementation of this plan, changes should be made to the current development regulations that align City requirements with the recommended development outcomes. The action items in this section suggest both short- and long-term changes to the regulatory framework.

10.11.1: Facilitate financing through National Register designations

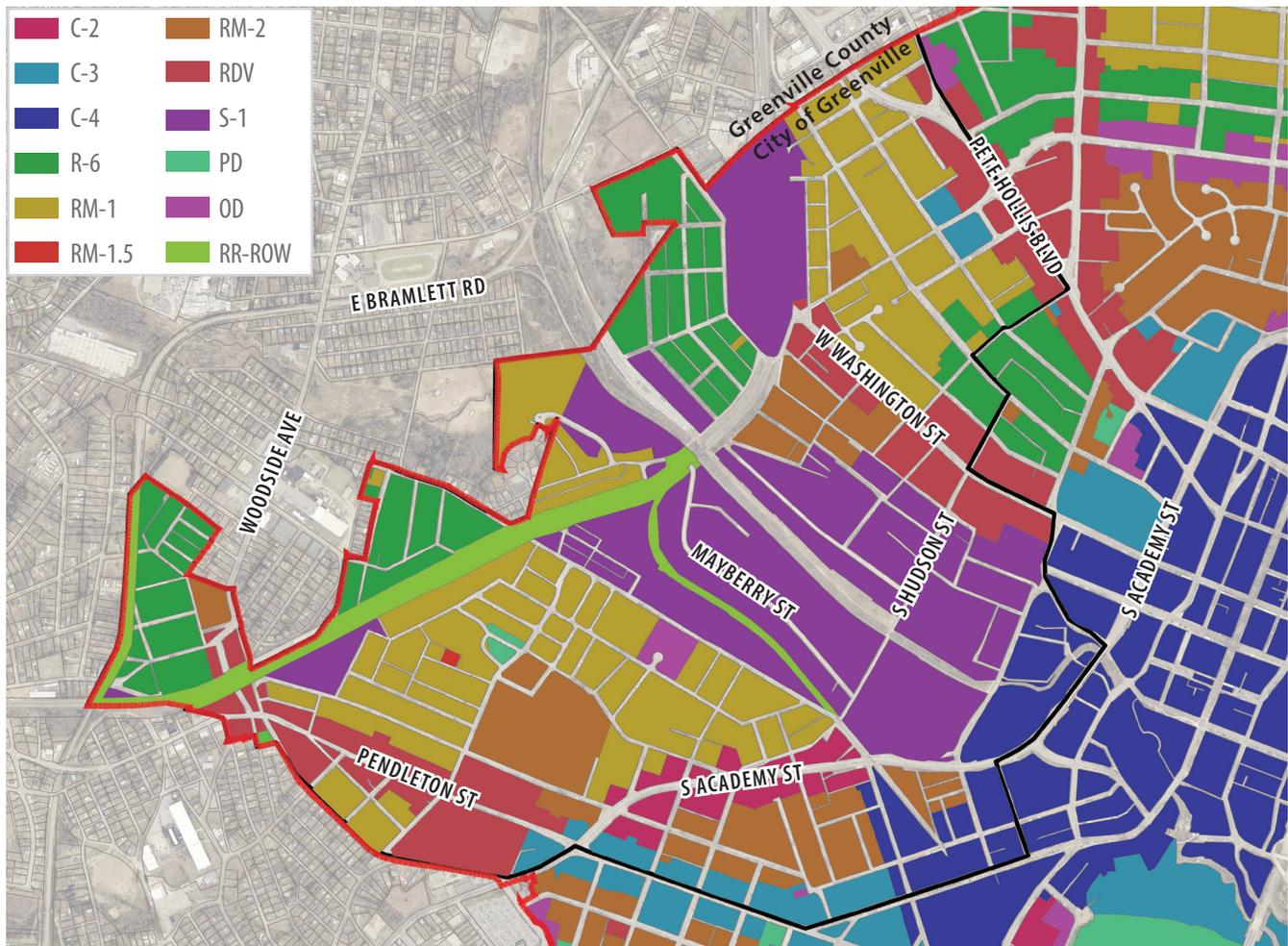
Responsible Agent(s): *City of Greenville*

Action Type: *Programs & Policy*

Funding Level: *\$*

Time Frame: *Year 1-5*

While there are three areas around the West Side that are already listed in the National Register of Historic Places (Hampton-Pinckney Historic District, the West End Commercial Historic District, and Woodside Cotton Mill Village Historic District), a few other areas may be eligible for this designation. These include the areas around Hampton Street and Frank Street in Southernside; Ware Street and McCall Street in the West End; Perry Avenue in West Greenville; and the Village of West Greenville.



Zoning Map: Current city zoning district designations in the West Side

Designation on the National Register, either as an individual property or as a contributing property within a district, may enable the use of several tax credit programs for preservation and restoration.¹

Key Recommendations:

- Coordinate with property owners, local historians and the South Carolina State Historic Preservation Office (SCHPO) in Columbia, South Carolina to identify potential districts and determine eligibility for National Register designation.
- Initial focus areas may include around Hampton Street and Frank Street in Southernside; Ware Street and McCall Street in the West End; Perry Avenue in West Greenville; and Village of West Greenville.
- Initiate designation process through SCHPO for areas determined appropriate based on eligibility and property owner interest.

¹ South Carolina State Historic Preservation Office, Tax Incentives <http://shpo.sc.gov/programs/tax/Pages/default.aspx>



Infill Housing: Examples of local projects

10.11.2: Use infill design guidelines to regulate new housing

Responsible Agent(s): **City of Greenville**

Action Type: **Programs & Policy**

Funding Level: **\$**

Time Frame: **Year 1-5**

A set of Infill Design Guidelines were developed as part of the City-Wide Housing Strategy, which specifies appropriate housing types, building siting, and transitional design. After identifying vacant lots within the West Side, the housing typology palette was applied to these small opportunity lots based on size of property and site context. Combined with the development strategies for larger focus areas detailed in §10.2-10.9, this smaller-scale infill strategy presents a range of development opportunities within the West Side.

Generally, the plan recommends the construction of small- and medium-lot single family houses within the interior of single-family residential neighborhoods. On larger sites, the plan recognizes opportunities to create pocket neighborhoods: a group



Infill Design Guidelines from the City-Wide Housing Strategy

The Infill Design Guidelines that were developed as Appendix D of the City-Wide Housing Strategy are organized by seven key principles that address a full range of urban design concerns, from neighborhood patterns and siting to architectural details:

- **History and Character:** Echo local historical styles in new housing.
- **Massing and Composition:** Use forms and rooflines that are similar to the surrounding neighborhood.
- **History of Materials and Colors:** Select building materials that fit the historical context.
- **Transition of Scale:** Allow medium-density structures, such as townhouses, to buffer single-family housing from higher-density corridors.
- **Relationship to Street:** Maintain a consistent street frontage to enhance the pedestrian environment.
- **Neighborhood Nodes/Corners:** Develop neighborhood activity centers that function as natural gathering spaces within residential neighborhoods.
- **Community and Regional Patterns:** Preserve the existing street grid—and repair it when possible—to encourage a walkable block structure.

Granny flats/accessory units in the back of lots or above garages could be introduced as a simple method to add housing diversity and density.

Townhomes /duplexes could be introduced to the vacant lots respecting the existing setback and housing character while increasing housing diversity and density.

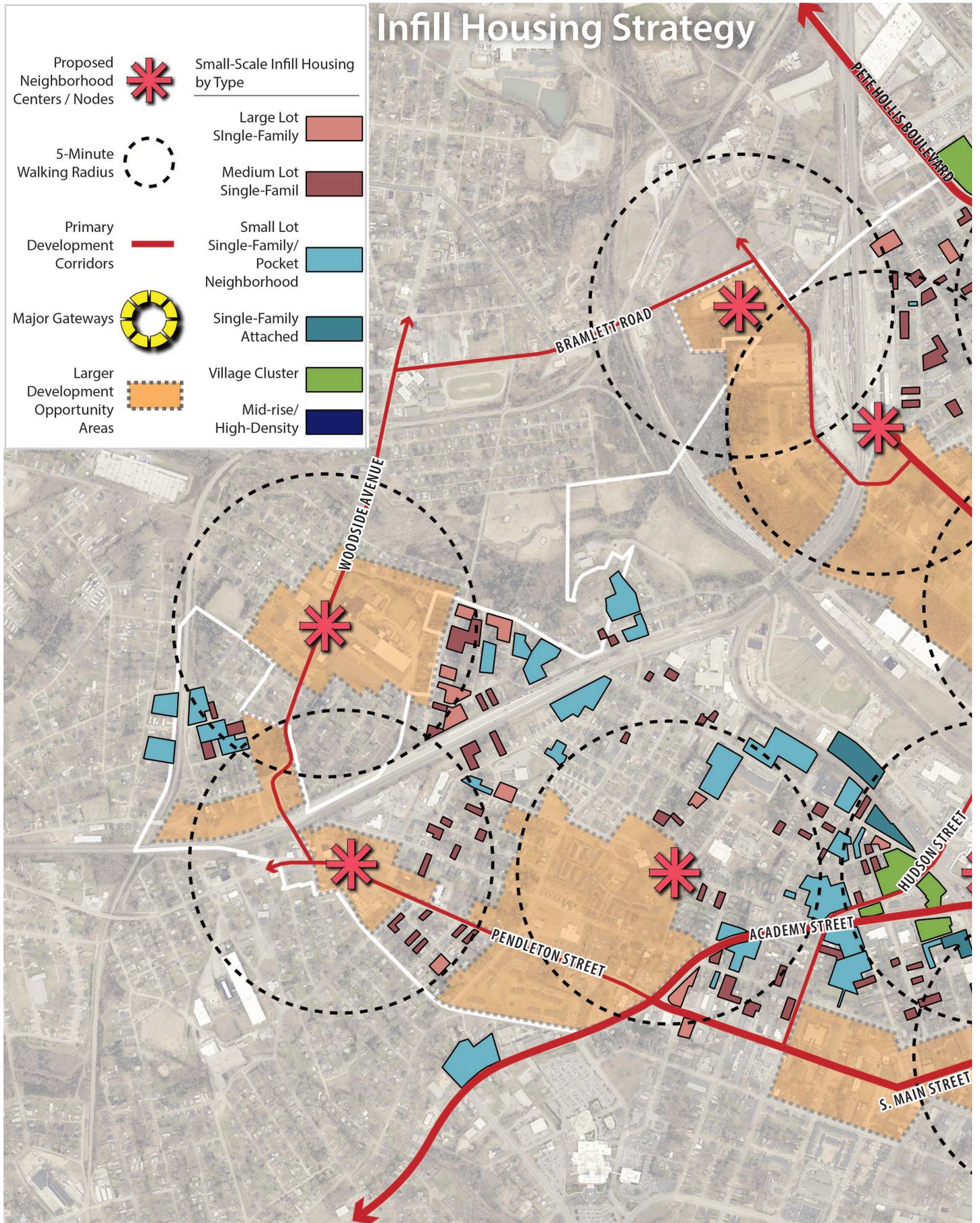


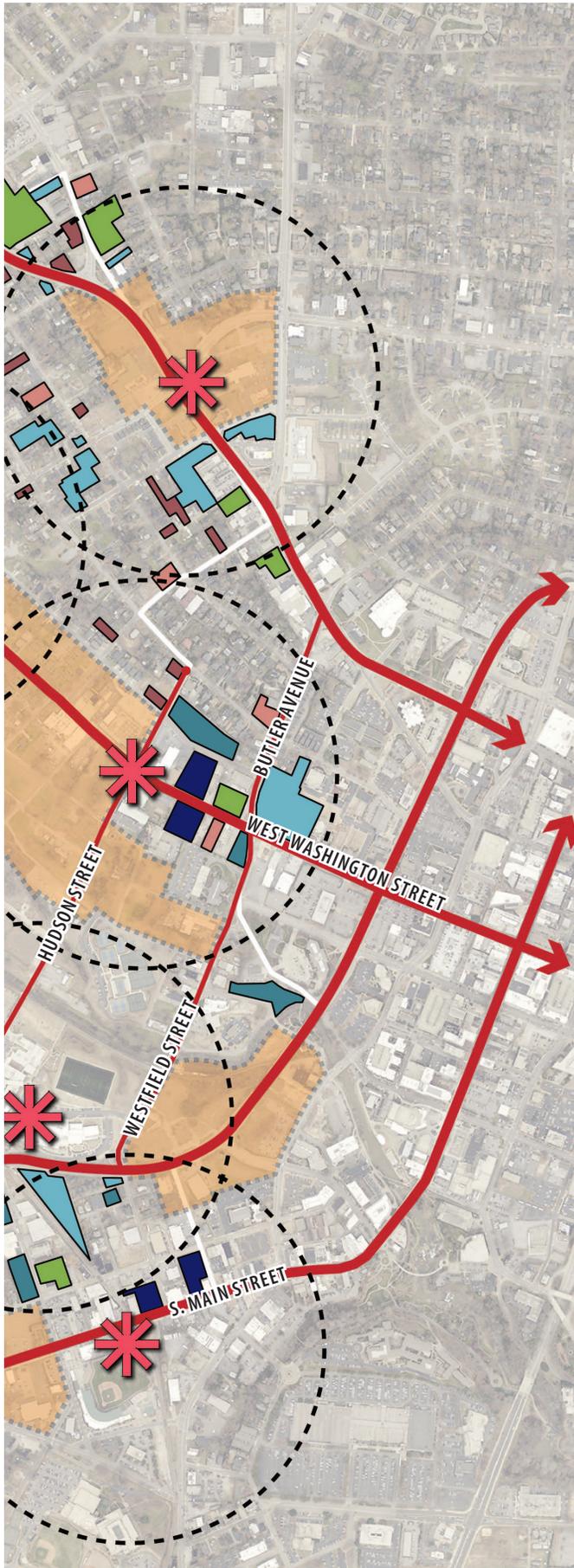
Small "blocks" of townhomes/rowhouses (3-4 dwelling units) could be incorporated onto larger lots or multiple lots still respecting the neighborhood character and scale.

Multi-family "mansion style" buildings could be introduced to corner lots or larger vacant parcels where available. Lot consolidation would increase housing diversity, density, property values and flexibility with parking. "Mansion" style buildings appear from the street to be a larger home while accommodating 4-8 multi-family dwelling units.

Source: City-Wide Housing Strategy, Appendix D

Infill within a Neighborhood Context: The image above illustrates how a wide range of housing types can be designed to enhance the character of an existing neighborhood.





City-Wide Housing Strategy Infill Housing Types



URBAN MANOR



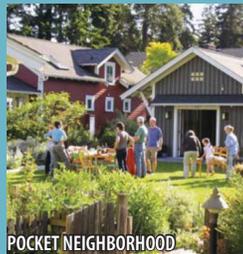
LARGE-LOT SINGLE FAMILY HOUSE



STACKED FLATS



MEDIUM-LOT SINGLE FAMILY HOUSE



POCKET NEIGHBORHOOD



LARGE-LOT SINGLE FAMILY HOUSE



SINGLE-FAMILY ATTACHED HOUSING



SINGLE-FAMILY ATTACHED HOUSING



VILLAGE CLUSTER



NEIGHBORHOOD MIXED-USE



MID-RISE MULTIFAMILY HOUSING



MID-RISE MULTIFAMILY HOUSING

Source: all photographs from the City-wide Housing Strategy

of cottage houses clustered around a common green space that complements the surrounding residences.

Higher-density building forms such as village clusters, mid-rise, and higher-density multifamily buildings are concentrated on larger sites along major corridors.

In addition to the housing types, the Infill Design Guidelines provide a set of discretionary guidelines that can be used to evaluate development applications and ensure that new development contributes to the neighborhood character.



West Washington Street between Nassau Street and Lloyd Street: Older development on West Washington Street meets the curb (above), while more recent development is set back from the street (below)



10.11.3: Revise the Redevelopment district

Responsible Agent(s): **City of Greenville**

Action Type: **Programs & Policy**

Funding Level: **\$**

Time Frame: **Year 1-5**

This plan envisions new mixed-use development along several major corridors, with higher-intensity nodes on West Washington Street, at Pete Hollis Boulevard/ Mulberry Street, and in the Village of West Greenville. These areas are all currently zoned Redevelopment district (RDV); a few revisions to the RDV standards would provide more development flexibility, support increased residential density, and create more walkable urban neighborhoods in general.

The recommended revisions would affect building siting, uses, and parking requirements. Buildings on these corridors should front the sidewalk directly—as they do already in the Village—to frame an urban, walkable streetscape. Allowing higher-density housing, schools and small neighborhood commercial would increase the vibrancy of these urban nodes and support additional retail development.

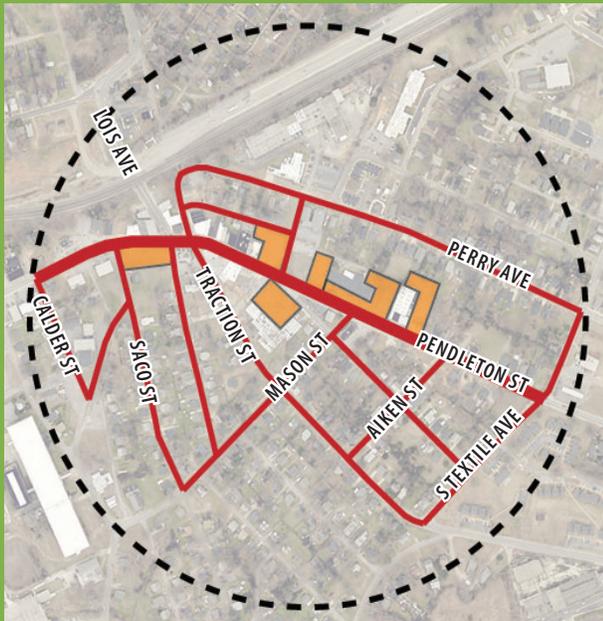
Small sites can be very difficult to redevelop profitably when parking is required on-site, as it can significantly limit the amount of square-footage available for buildings. While much of the West Side may face this issue, the areas that are currently zoned RDV are particularly susceptible; these are areas designated for commercial uses, which have the greatest parking requirements under the LMO. This is especially important near transit, where providing less parking and creating vibrant public spaces supports the City’s investment in high-quality transportation options.

The following changes to the RDV district are recommended to address these issues:

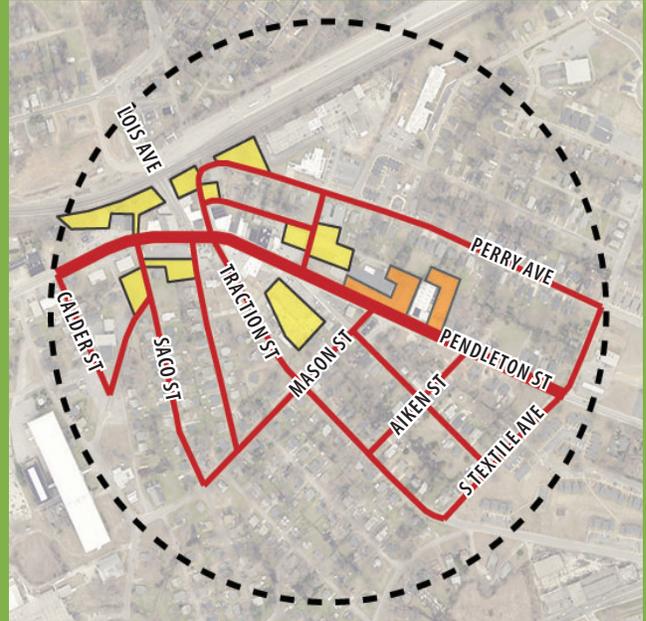
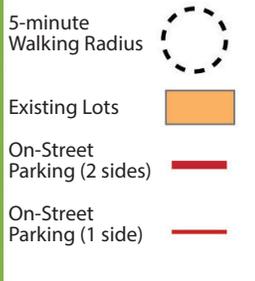
- Reduce minimum front setback from ten feet to zero feet (LMO Sec. 19-5.1)
- Allow multi-family and single-family attached by right, instead of as conditional uses (LMO Sec. 19-4.1)

Parking in the Village of West Greenville

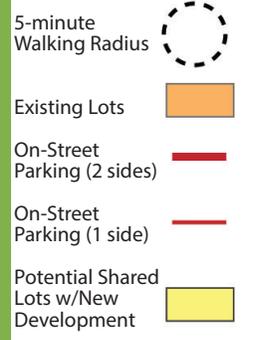
Parking requirements have been a burden to new businesses in the Village, which is zoned Redevelopment district (RDV). As shown in an analysis of parking capacity in the Village, an approach that utilizes a combination of on-street parking and coordinated use of surface lots would accommodate the parking needs of the district without requiring on-site parking within each new development.



Existing Parking Capacity in the Village: The diagram above shows potential parking opportunities within a five-minute walk of the Village core totaling approximately 1000 spaces. Parking opportunities include existing surface lots and on-street parking opportunities.



Parking Capacity in the Village with new development: The diagram above shows potential parking opportunities within a five-minute walk of the Village core totaling approximately 1300 spaces. Parking opportunities include existing surface lots, potential space for new shared lots in conjunction with new development, and on-street parking opportunities. This amount of parking would accommodate approximately 450 restaurant tables.



- Allow schools and small neighborhood commercial by right, instead of as special exceptions, with appropriate design guidelines (LMO Sec. 19-4.1)
- Prohibit all uses in the “Vehicle Sales and Service” category (LMO Sec. 19-4.1)
- Remove parking minimums in the RDV district. This policy will allow developers to build the amount of parking necessary to support the business, and determine the correct balance of structure and parking lot to meet their pro forma. The LMO has parking maximums, and these should be maintained to ensure that parking areas—dead spaces in an urban environment—are minimized (LMO Sec. 19-6.1).

10.11.4: Adopt form-based regulations

Responsible Agent(s): [City of Greenville](#)

Action Type: [Programs & Policy](#)

Funding Level: [\\$\\$](#)

Time Frame: [Year 6-10](#)

Currently, the zoning in the city emphasizes land use over building form. Changes that focus on development quality and the creation of a high-quality public realm, especially along major corridors, will encourage development that revitalizes the West Side.

The City has already adopted a form-based code for the Haynie-Sirrine neighborhood which could be adapted for the West Side. At the time this plan was written, the infill housing design guidelines created through the City-Wide Housing Strategy (§10.11.2) were being incorporated into a Haynie-Sirrine Neighborhood Code update (HSNC). This will provide a ready-to-use mechanism for implementing these guidelines in the West Side. Additionally, adapting the HSNC would support the continued preservation of the three local historic districts in the West Side, as the development approach is consistent with these traditional development models.

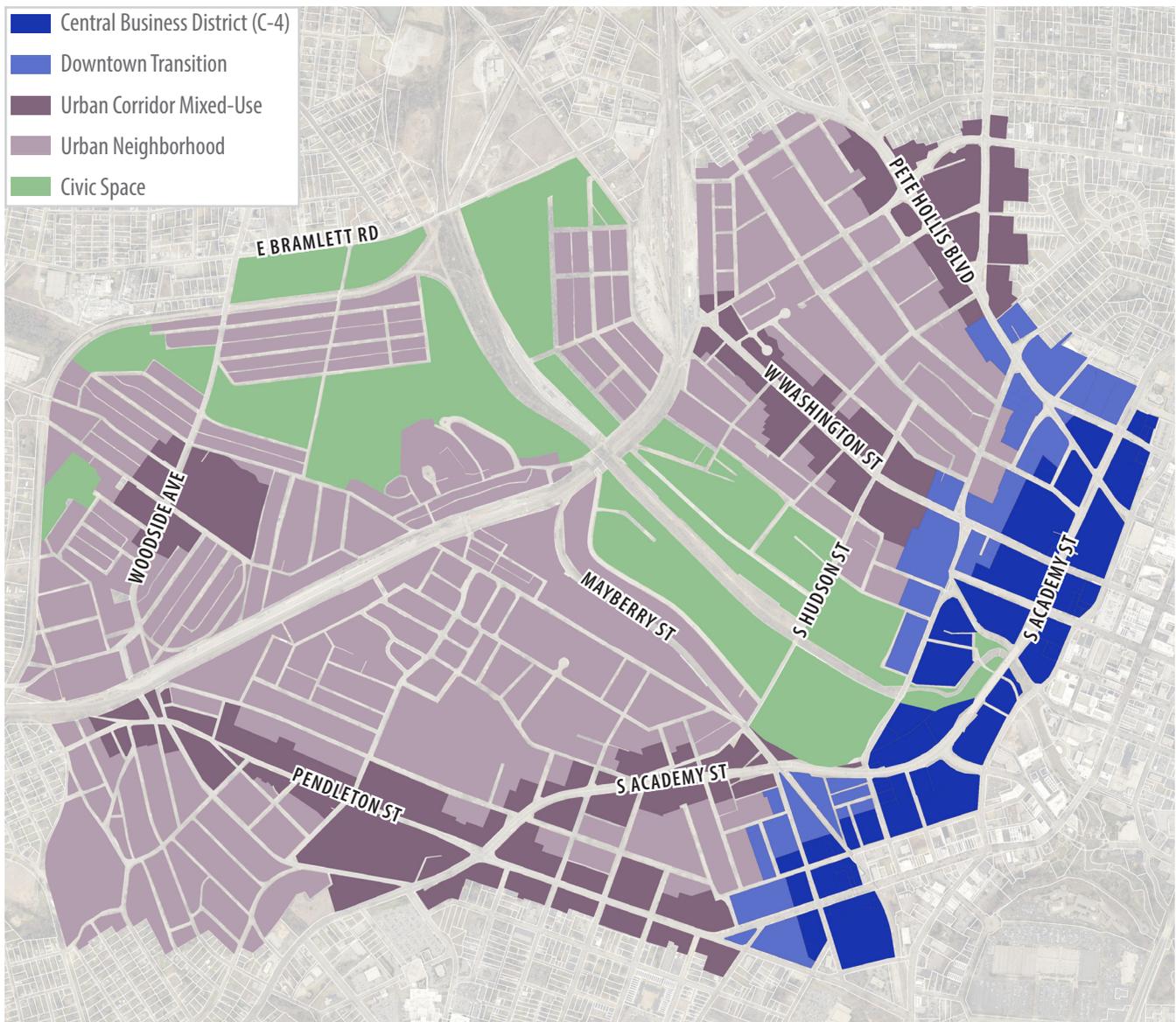
The HSNC introduces four districts, which could be applied in the West Side as follows:

Urban Neighborhood: The Urban Neighborhood district preserves traditionally single-family neighborhoods, but also introduces a variety of contextually-appropriate housing types, community-oriented institutions, and limited commercial activities such as corner stores. Height is limited to three stories and small front setbacks are maintained to support a consistent streetscape. In the West Side, this typology would characterize the interior residential blocks of West Greenville, West End, the Woodside mill neighborhood, and Southernside.

Urban Corridor Mixed-Use: This district introduces a higher level of development intensity than Urban Neighborhood, including storefront commercial buildings and heights up to five stories. The major street corridors in the West Side, such as Pendleton Street, Pete Hollis Boulevard, and West Washington Street, would fit well into this district.

Downtown Transition: Adjacent to the Central Business District zoning (C-4), which allows unlimited density, this district provides a step down in intensity to provide a transition to the West Side neighborhoods. The district is characterized by attached buildings up to eight stories in height that include offices, apartments, and retail. In most cases, parcel size and parking needs would result in buildings shorter than the 8-story maximum.

Civic Space: The HSNC also provides civic space designations that could be utilized in the West Side, providing discretionary design oversight for public spaces and institutional buildings. In addition to the HSNC, the City is working on design guidelines for Transit-Oriented Economic Development (TOeD), which will most likely use a form-based approach to support increased density and mixed-use around the proposed BRT line. With these two initiatives already in progress, the City has the tools to implement a code that will guide new development to meet the vision proposed in this chapter.



Conceptual Zoning Framework Illustration: The map above shows a preliminary framework for applying form-based districts to the West Side area. Further calibration at the parcel level would be necessary before adopting a form-based code. The C-4 Central Business District is an existing district designation within the Greenville Land Management Ordinance. The other four districts are currently under development as part of the Haynie-Sirrine Neighborhood Code Update.