GREENVILLE WEST SIDE

COMPREHENSIVE PLAN

February 19, 2014

City of Greenville, South Carolina

connections
FOR SUSTAINABILITY

GREENVILLE WEST SIDE COMPREHENSIVE PLAN

city of greenville

LAWRENCE GROUP

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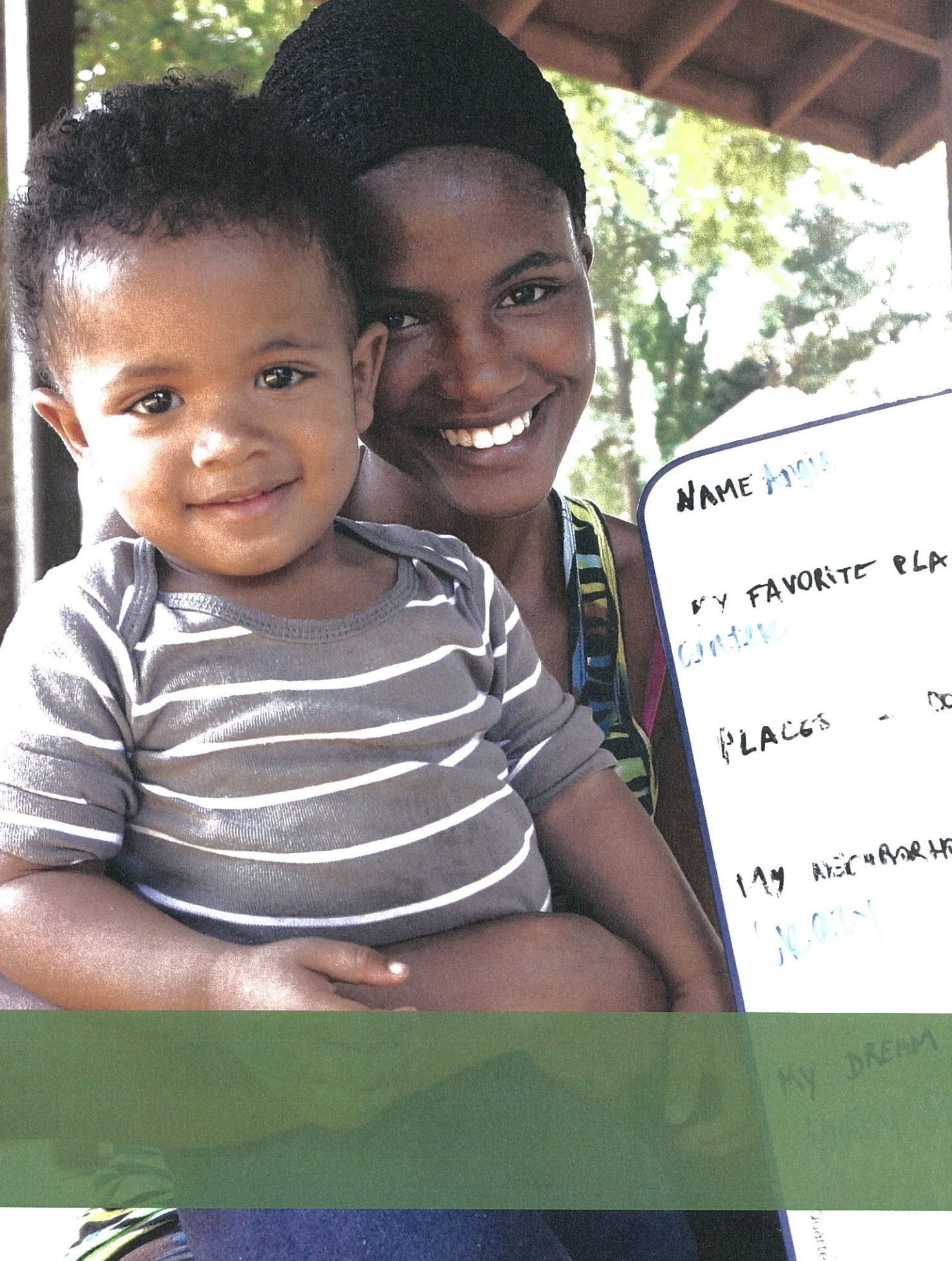
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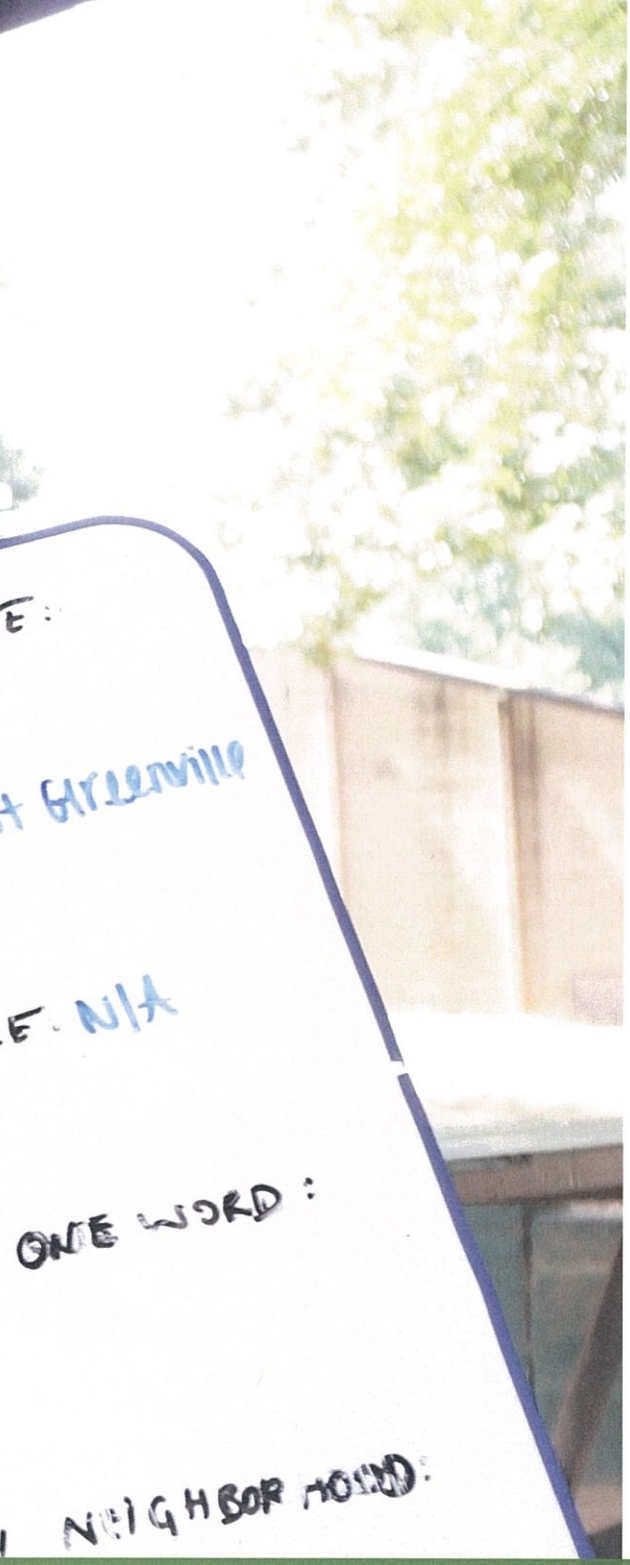

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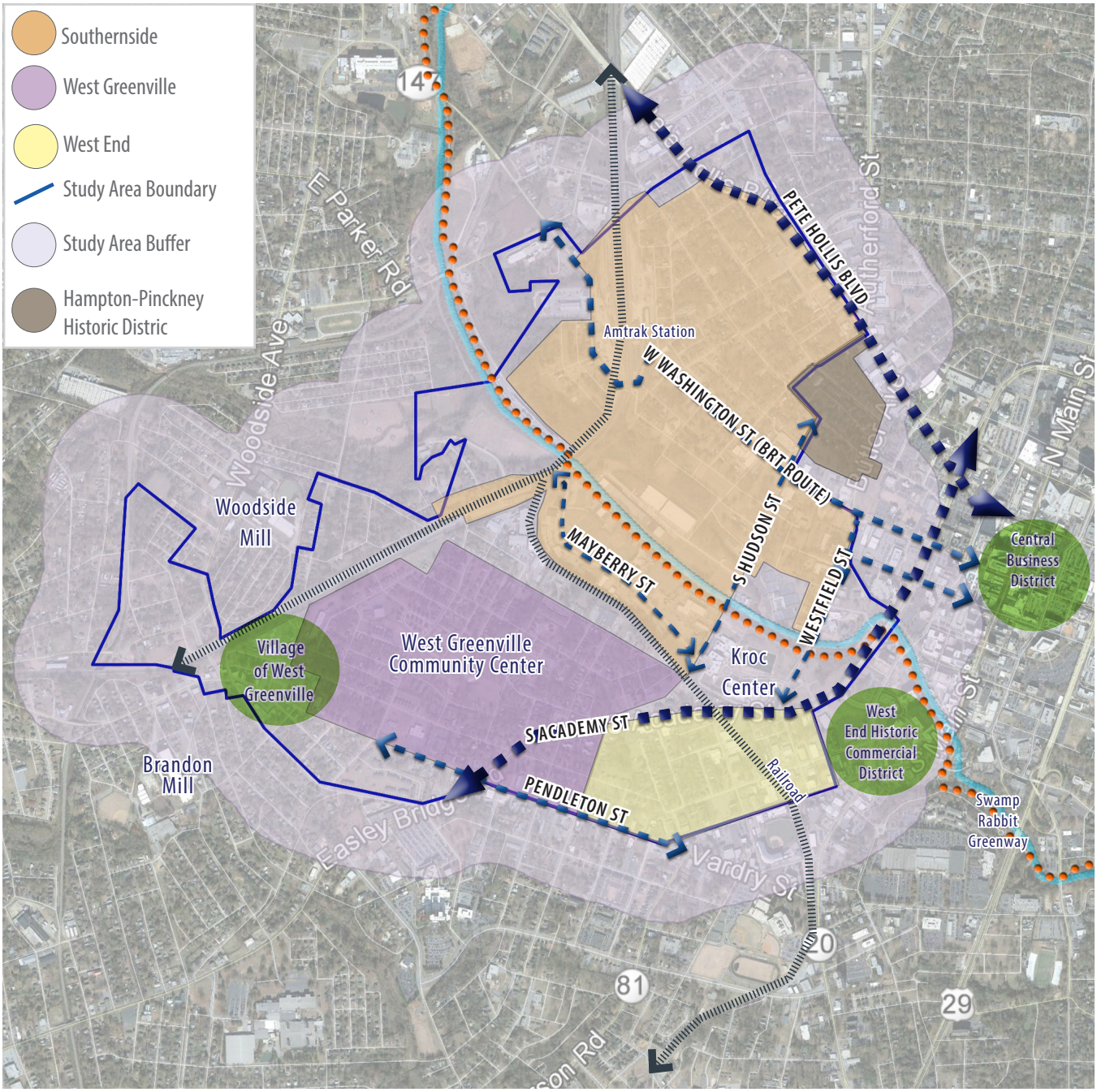
Executive Summary and Implementation Strategy

1

1.1: Introduction

Connections for Sustainability: Linking Greenville's Neighborhoods to Jobs and Open Space is a City of Greenville project, in partnership with United States Department of Housing Urban Development and United States Department of Transportation, that aims to establish connections between affordable housing, transportation options, economic development opportunities, and open space. In the fall of 2010, the City was awarded $1.8 million in grant funding to support a three-year planning effort. As part of the initial phase of the project, three major studies were completed: A city-wide housing strategy; a feasibility analysis of a bus rapid transit system and transit-oriented economic development; and a plan for a potential city park on the West Side of the City of Greenville.

The *Greenville West Side Comprehensive Plan* is the next phase in the *Connections for*



West Side Project Area

Sustainability project. This comprehensive plan unifies components of previous studies and provides policy, development and infrastructure recommendations for the West Side based on a robust public engagement process.

1.1.1: West Side Area Overview

For the purposes of this plan, the neighborhoods examined within the plan's study area are collectively referred to as the "West Side." The West Side is generally bounded by Pete Hollis Boulevard to the north, Pendleton Street to the south, the Greenville city limits to the west, and the West End and Central Business District to the east.

The West Side study area includes three defined city neighborhoods: Southernside, West Greenville, and West End. This area also encompasses portions of Greenville's historic textile industrial area, including portions of the old mill villages of the Brandon and Woodside Mills. Today, the massive brick structures of Brandon Mill and Woodside Mill remain vacant and offer substantial opportunities for redevelopment.

Southernside: Southernside is a large mixed-use neighborhood, bisected by the West Washington Street Corridor, a north-south railroad line and the Reedy River. It is adjacent to the historic Hampton-Pinckney area, and includes a wide variety of housing types, a diversity of socio-economic groups, and various commercial and industrial properties.

Woodside Mill

West Greenville: The West Greenville neighborhood is also a large mixed-use neighborhood. The residential neighborhood is adjacent to the old commercial district of West Greenville, now referred to as the Village of West Greenville, which historically served several of the surrounding mill villages.

West End: The West End neighborhood contains traditional single-family residential housing, as well as an old warehouse district. It is adjacent to the historic West End commercial district, which has experienced significant recent growth as an extension of downtown Greenville.

Recent key developments within the West Side include A.J. Whittenberg Elementary School, The Salvation Army Ray & Joan Kroc Corps Community Center, and a variety of high-quality residential projects. Additionally, the Swamp Rabbit Trail, a 17.5 mile regional greenway that follows the Reedy River, brings hundreds of bicyclists and pedestrians through the West Side every day.

Yet, while other areas in Greenville are experiencing a resurgence in economic growth, the West Side continues to struggle with many hardships. These difficulties include underutilized corridors, a high number of residential and commercial vacancies, and a disproportionate share of the region's economic distress. In spite of these challenges, the West Side appears to be on the verge of a renaissance, supported by its proximity to the City of Greenville's booming downtown, recent investments of local, state, and federal resources, the collaboration of neighborhood residents, and strong local leadership.

West End Neighborhood: Warehouse district

West Greenville: New infill housing

Southernside: New infill housing

1.1.2: West Side Demographics

Developing policies, strategies, and tools for comprehensive planning requires an understanding of the area's socio-economic dynamics. A few findings that informed the strategies in this plan are included below. Additional information is provided in Chapter 2 and the Appendix.

The West Side population is aging: Over the past decade, the younger population groups have declined, while the Empty Nester population (age 50 to 64) has grown by almost 50 percent.

Educational attainment in the West Side is low: only 14 percent of the population over the age of 25 hold an associate's degree or higher, compared to 45 percent in the City of Greenville as a whole.

The West Side has some of the lowest median income areas in Greenville: Median household income in West Side is half of that in the city as a whole. One out of six West Side households is considered low income, earning less than $25,000 per year.

The majority of people in the West Side rent their homes (68 percent): Over the past two decades, the ratio of renter-occupied units has not changed in the West Side, suggesting a stable, but consistent low level of homeownership and investment in the area.

Downtown Greenville has the highest concentration of jobs within the Greenville region: West Side's proximity to downtown's businesses is an excellent asset for residents whose job qualifications match the diversity of occupational opportunities in the greater downtown area.

1.1.3: Previous Plans

Recommendations from previous plans related to the West Side were incorporated in this plan (§2.2-2.3), with special attention to the following three Connections for Sustainability plans:

City-Wide Housing Strategy: This plan supports several policy recommendations from the housing strategy. It also recognizes the rate at additional housing units are predicted within the City of Greenville, as well as the type of housing units likely to be in demand as indicated in the housing strategy. Development recommendations in this plan support the Housing Strategy's goals of capturing a greater share of regional growth by capitalizing on, and strengthening, existing area amenities. Additionally, the infill housing typology and design guidelines were applied to specific sites in the West Side (Chapter 10).

Bus Rapid Transit (BRT) and Transit-Oriented Economic Development (ToED) Feasibility Analysis: This plan makes design and transit connection recommendations based on those recommendations in the BRT and ToED analysis study, especially in regards to the West Washington Street alignment (Chapter 7). This plan builds off those recommendations to complete the area's transit network, and, ultimately, to deliver more riders to the potential BRT route.

City Park Plan: This plan proposes transportation connections to the potential City Park (Chapter 7) and a development strategy that would provide residential and commercial activity to support the park (Chapter 10).

1.1.4: Engaging the Community

Engaging the community is a key component of the West Side Comprehensive Plan. For this plan to be successful, it is critical that the planning process results in a community consensus of an achievable vision for the future of the West Side. It is also important that this be a community plan, with ownership for implementation by not only the civic entities and their institutional partners, but also the residents and businesses of the West Side.

Using a robust outreach approach and the efforts of many community partners, more than 5,000 households and businesses were contacted. More than 375 people were directly engaged in the West Side Comprehensive Plan planning process and contributed to the plan's recommendations.

Youth Workshop: Young people participate in a planning workshop

Livability Principles

The following is an excerpt from HUD - DOT - EPA Partnership for Sustainable Communities:

Provide more transportation choices.

Develop safe, reliable, and economical transportation choices to decrease household transportation costs, reduce our nation's dependence on foreign oil, improve air quality, reduce greenhouse gas emissions, and promote public health.

Promote equitable, affordable housing.

Expand location- and energy-efficient housing choices for people of all ages, incomes, races, and ethnicities to increase mobility and lower the combined cost of housing and transportation.

Enhance economic competitiveness.

Improve economic competitiveness through reliable and timely access to employment centers, educational opportunities, services and other basic needs by workers, as well as expanded business access to markets.

Support existing communities.

Target federal funding toward existing communities—through strategies like transit oriented, mixed-use development, and land recycling—to increase community revitalization and the efficiency of public works investments and safeguard rural landscapes.

Coordinate and leverage federal policies and investment.

Align federal policies and funding to remove barriers to collaboration, leverage funding, and increase the accountability and effectiveness of all levels of government to plan for future growth, including making smart energy choices such as locally generated renewable energy

Value communities and neighborhoods.

Enhance the unique characteristics of all communities by investing in healthy, safe, and walkable neighborhoods—rural, urban, or suburban.

Source: HUD-DOT-EPA Partnership for Sustainable Communities
http://www.epa.gov/smartgrowth/partnership/#livabilityprinciples

1.2: Core Principles

This plan is a complex document with recommendations to be implemented by a diverse group of community stakeholders over several decades. While the strategies proposed in this plan range from site-specific projects to wide-reaching policies and programs, three core principles underlie every recommendation:

- **Create a ladder of opportunity:** People of all backgrounds, ages, and income-levels should have opportunities to live and work in the West Side.
- **Ingrain a culture of healthy living:** Healthy meals and exercise should be a part of everyday life for West Side residents.
- **Make the West Side a child-friendly community:** Neighborhoods and transportation systems that work for children work for everyone.

These three principles embody the HUD-DOT-EPA Partnership for Sustainable Community's Livability Principles and make them specific to the vision developed for the West Side. They also provide memorable benchmarks that the community can employ by asking three questions of every future project:

- Does it create opportunities for all people to succeed?
- Does it contribute to a healthy lifestyle?
- Does it work for children?

The sections that follow provide a more detailed explanation of each of these three core principles and a specific example of how a recommendation fulfills it. Additionally, the implementation strategy (§1.3) identifies which core principle(s) guide each recommendation.

1.2.1: Create a Ladder of Opportunity

Community revitalization should be a force that benefits all residents. This means everyone can afford to live in decent housing, to feed their household, to invest in education and job training, and to become successful. It also means opportunities exist that assist individuals in creating, and climbing, their individualized ladders of financial success.

One example of using this core principle as a benchmark in the plan is the following:

> *Form a community land trust (§9.4.1): This recommendation would set aside houses for affordable homeownership in perpetuity, allowing working-class households an opportunity to live within their means and also build equity for the future.*

1.2.2: Ingrain a Culture of Healthy Living

The best way to make healthy eating and exercise a regular part of West Side residents' lives is to make them fit seamlessly into everyday life. This means being surrounded by fresh fruits and vegetables at the neighborhood market that are grown in backyards and parks, and lovingly cooked in Wednesday night church suppers. It also means residents can walk or bicycle safely to the store, park, work or school, so that they are burning calories and improving cardiovascular health while traveling from one place to another.

One example of using this core principle as a benchmark in the plan is the following:

> *Expand mobile farmer's markets (§6.2.2): This recommendation would build off the recent success of mobile markets within West Greenville to increase resident access to affordable, fresh produce. Recommendations include focusing on high-traffic vehicular, bicycle and pedestrian routes and coordinating with gatherings and educational workshops.*

1.2.3: Make the West Side a Child-Friendly Community

Children are the most vulnerable segment of our society. So, when we develop our neighborhoods for children, we create environments that are supportive for people of all ages and abilities. Streets that allow our children to walk to school safely, also support our senior adults as they walk to the local store. A neighborhood that offers a variety of recreational and green space opportunities, promotes healthy living for children as well as adults. A community of supportive social networks and "eyes on the street" is a safe place for all.

During the planning process, senior community members who grew up in Southernside, West End, and West Greenville remembered a community from their childhood where children biked to school, played baseball in vacant lots, and roamed freely in the neighborhood. In contrast, many of the parents of young children living in today's West Side expressed fear about allowing their children this level of independence.

The recommendations in this plan seek to recreate a West Side that is "child-friendly." By doing so, the West Side becomes friendly for residents of all ages. One example of using this core principle as a benchmark in the plan is the follow:

> *Implement South Academy Street Improvements (§7.2.1): This recommendation, which includes improving intersections and enhancing sidewalks and bike lanes, would make Academy Street a safer part of the transportation network. If the sidewalks are wide and separated from vehicle traffic, and crosswalks are well-marked so that children can navigate the street, then users of any age can travel safely on and across Academy Street.*

What Does a Child-Friendly Community Look Like?

A Healthy Built Environment

- Neighborhoods are organized around community spaces with natural boundaries, allowing children to find their way around and develop spatial skills.
- Neighborhoods contain a variety of uses that stimulate cognitive development and a better understanding of the world.
- Neighborhoods are composed of small blocks that are easy to navigate, increases the number of shops, businesses, and people on the sidewalks, and builds a supportive community.

Free range in community, as appropriate to age

- Streets and places are physically and perceived to be safe, supporting independence and self-assurance.
- Streets are peopled by familiar adults. Safety is increased when people know and look out for each other.
- Places to walk and bike freely on traffic-free and calm traffic routes provide everyday exercise opportunity.

Places to interact with nature in variety of ways

- There are active and passive recreational areas, improving physical health and reducing obesity.
- Gardens and ecological projects help children learn about stewardship and nurturing behavior.
- Passive, wildlife areas provide opportunities to develop imagination, courage, and self-regulation through exploration and adventure.

Places to interact with the community in variety of ways

- Human scale streets with homes over shops create "eyes on the street" and develop a sense of belonging in a community.
- Community squares, used by diverse social and ethnic groups, build essential social and conceptual skills, as well as values and responsible behavior towards the vulnerable, elderly, and handicapped by observing this behavior in public places.
- Supportive social networks support physical health.

Adapted from The Child-Friendly Communities Alliance : www.childfriendlycommunities.org/description-program

1.3: Recommendations and Implementation Strategy

The plan envisions a revitalized West Side as a loop of regional and neighborhood corridors bisected by the broad green spine of the floodplain. The Swamp Rabbit Trail would invigorate this spine as a connective tissue of urban farms, gardens, and parks book-ended by community institutions. Urban community hubs would dot the West Side corridor loop, serving, employing, and housing residents. The loop's interior would support safe and attractive residential neighborhoods anchored by vibrant community institutions.

Chapters 2 and 3 provide background analysis of the West Side and details about the planning process, respectively. Chapters 4 through 10 discuss recommendations, highlighted as specific "action items," which are grouped by theme. Action items fall into one of three categories: public investments (§1.3.1), private investments (§1.3.2), or policies/programs (§1.3.3). Action items are catalogued in terms of potential responsible agencies, time line for implementation, and estimated required level of funding.

1.3.1: Public Investments

Chapters 7 and 8 of the plan contain recommendations related to public infrastructure improvements, including those related to transportation, public space, and utility service.

Transportation Improvements (Chapter 7)

A child-friendly community must provide options for everyone to navigate their neighborhoods safely, independently, and affordably. In the West Side, this means:

- Regional and neighborhood corridors, including Academy Street, Pendleton Street, West Washington Street, and Pete Hollis Boulevard retrofitted with wider sidewalks, bike lanes, and protected crossings with pedestrian refuge areas (§7.2.1-7.2.5)
- The development of a neighborhood street network that provides low-traffic alternatives for pedestrians and cyclists and programs that build a local cycling culture (§7.2.6, §7.3)
- Improved crossings over and under the railroad tracks that divide and isolate neighborhoods (§7.4)
- Increased availability and coverage of local transit routes to provide a low-cost alternative to car ownership for longer trips (§7.5)

Public Space & Infrastructure (Chapter 8)

The public investments recommended in Chapter 8 focus on improvements to the public realm related to recreational amenities, open space and protection of the natural environment, as well as providing adequate stormwater and sewer services. This focus on the West Side's green infrastructure would ensure responsible stewardship of the area's natural resources, so that they may be enjoyed by generations to come.

1.3.2: Private Investments

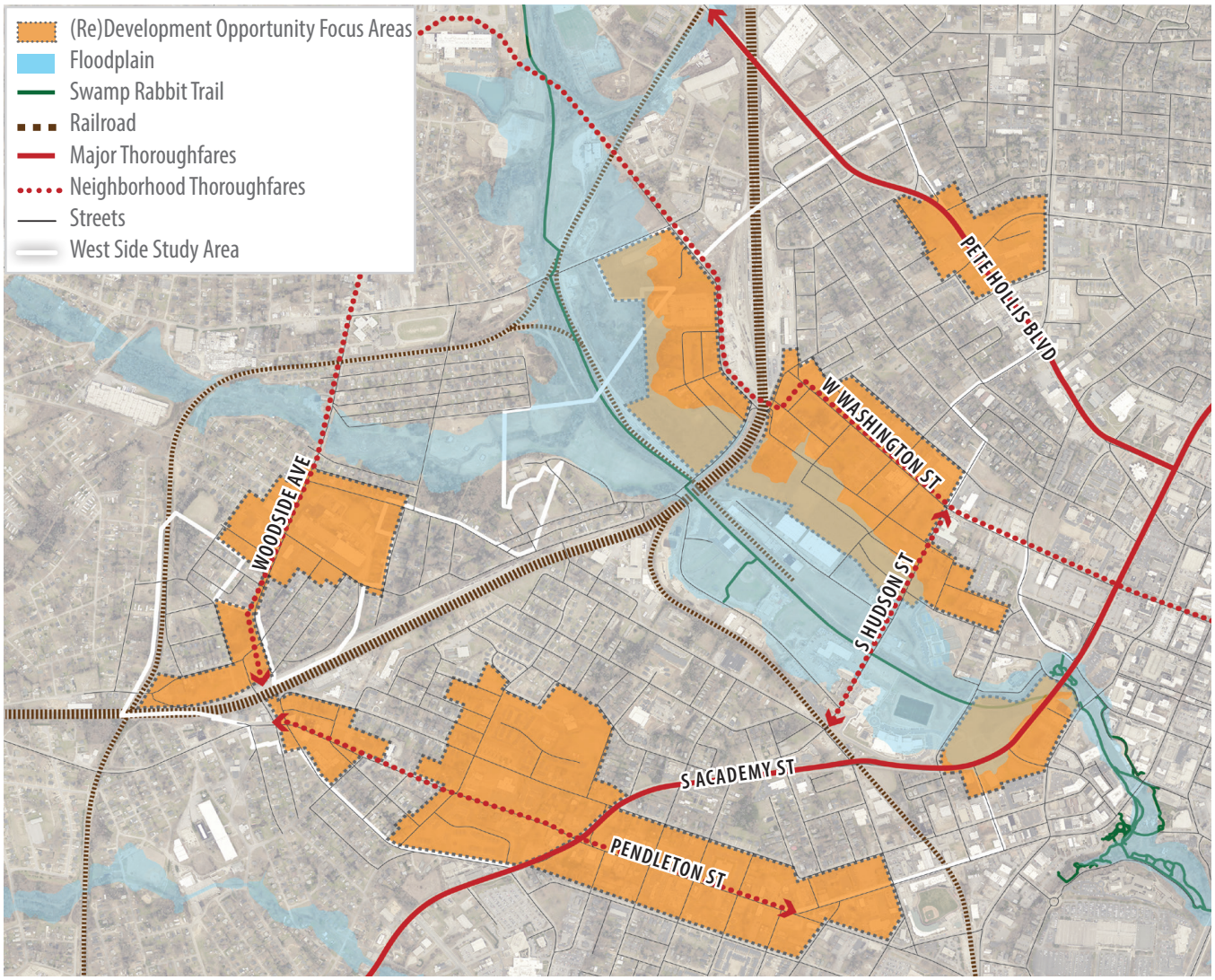
Chapter 10 of the plan develops site-specific design recommendations that logically follow the public investment recommendations.

Development Strategies (Chapter 10)

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. Catalyst sites are generally large properties located along major corridors that are ripe for redevelopment.

The illustrative plans for specific sites show potential development opportunities, based on the type and amount of development that these properties may accommodate and in context of the rest of the recommendations of this plan. The development scenarios are not intended to prescribe specific development outcomes on privately-owned property.

Additionally, this plan is considered a long term plan — a vision for what the West Side may look like 30 or more years from now. The time frame for private development will depend on many factors, including the market's ability to absorb new growth.

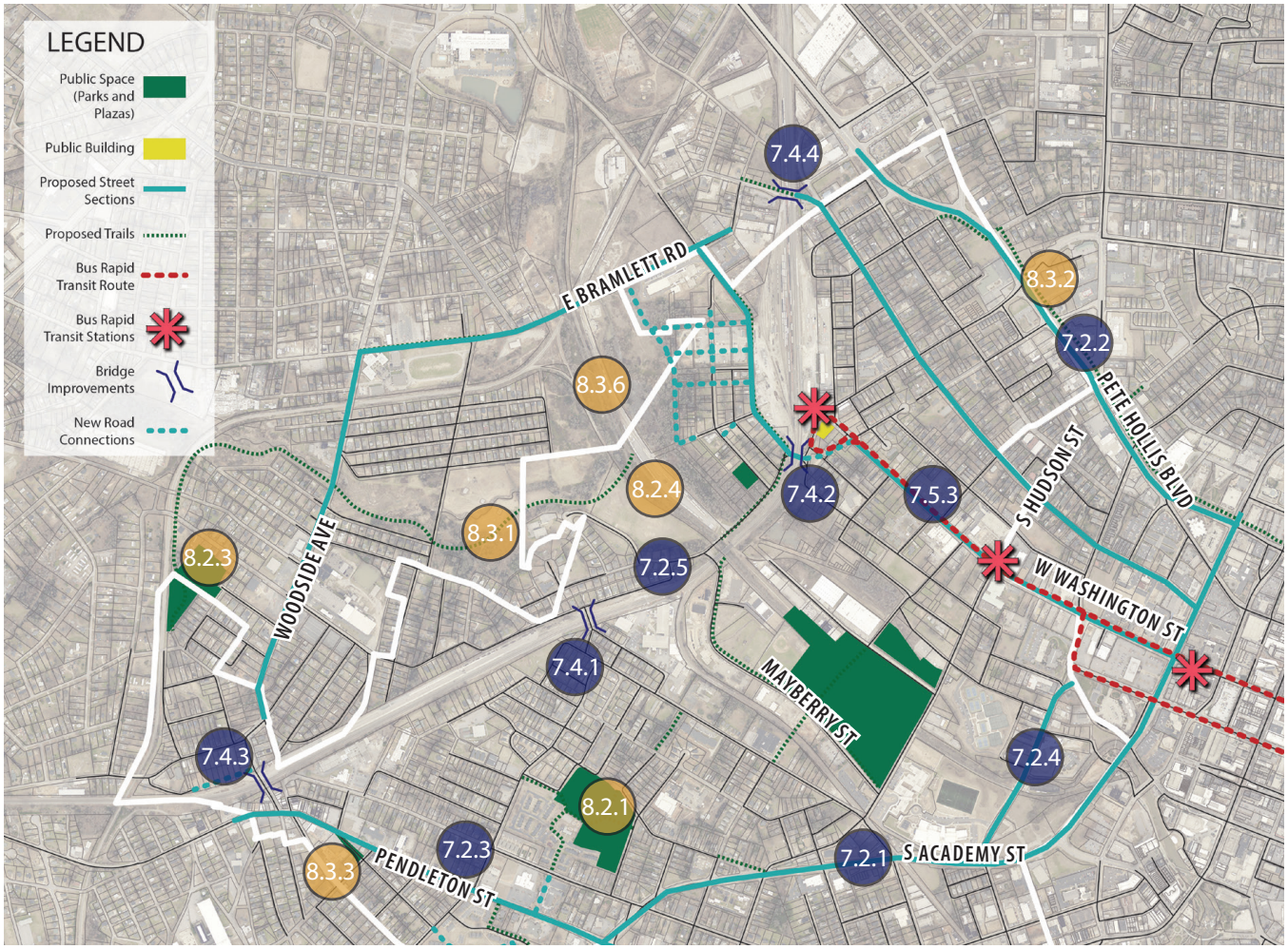


Analysis of Major Development Opportunities: This diagram highlights the areas within the West Side where the development and redevelopment strategies are focused

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

PRIVATE INVESTMENT STRATEGY

Geographic Area	Section	Single Family	Cottage/ Bungalow	Carriage House	Town-house	Duplex	Multi-family Manor	Apartments
Pendleton St - East of S Academy St	**10.2**	14	9	-	-	-	54	42
Pendleton St - West of S 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 & 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	-	-



Public Investment Strategy: All public investments recommended in this plan are summarized with numbers that correspond to action items (Transportation Improvements are shown in blue; Public Space Improvements are shown in orange)

Senior Housing	Lofts	Commercial	Office	Civic	Surface Parking Spaces	Deck Parking Spaces	Potential 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

PUBLIC INVESTMENT IMPLEMENTATION STRATEGY

Action Item	Core Principle*	Responsible Agent(s)	Funding Level	Time Frame
Chapter 7: Transportation Improvements				
7.2: Street Design Recommendations				
7.2.1: Implement South Academy Street improvements	CF	City of Greenville	$$-$$$$	1-5
7.2.2: Implement Pete Hollis Boulevard improvements	CF	City of Greenville	$$-$$$ for short-term	1-5 for short-term modifications; 11-15 for long term redesign
7.2.3: Convert Pendleton Street to a Complete Street	CF	City of Greenville	$$-$$$	1-5; 6-10 for expanding sidewalks along with redevelopment
7.2.4: Improve Woodside Avenue, East Bramlett Road, South Hudson Street, and Westfield Street	CF	City of Greenville / Greenville County / SCDOT	$$-$$$	1-5 for South Hudson Street, Westfield Street (Phase I); 6-10 for Woodside Avenue and Bramlett Street (Phase 2)
7.2.5: Build a sidewalk on Willard Street	CF	City of Greenville, Norfolk Southern	$$	6-10
7.2.6: Construct a neighborhood bike route network	CF	City of Greenville / Bicycle Organizations	$	1-5
7.4: Connections Over and Under the Railroad				
7.4.1: Improve the Queen Street bridge	CF	City of Greenville	$-$$	6-10
7.4.2: Improve the West Washington Street underpass	CF	City of Greenville, Private Development Partners	$$-$$$	6-10
7.4.3: Improve the Lois Avenue / Woodside Avenue underpass	CF	City of Greenville	$-$$	1-5
7.4.4: Rebuild the Hampton Avenue bridge	CF	Greenville County / State and Federal DOT	$$$-$$$$	6-10
7.5: Transit Recommendations				
7.5.1: Increase local bus route coverage and frequency	CF	Greenlink	$-$$	1-5
7.5.2: Introduce a West Side trolley route	CF	Greenlink	$$	1-5
7.5.3: Phase implementation of bus rapid transit on West Washington Street	CF / HL / LO	Greenlink	$$ for Phase 1; $$$$ for Phase 2	6-10 for Phase 1; 16-20 for Phase 2
Chapter 8: Public Space and Infrastructure				
8.2: Enhance Existing Public Spaces				

[1] Core principle – **CF** : Make the West Side a **child friendly** community **LO** : Create a **ladder of opportunity** **HL** : Ingrain a culture of **healthy living**

[2] Level of funding required – **$**: $1 - $50,000 **$$**: $50,000 - $250,000 **$$$**: $250,000 - $1 million **$$$$**: $1 million+

[3] Implementation year – **1-5**: 2014-2018 **6-10**: 2019-2023 **11-15**: 2024-2029 **16-20**: 2030-2035 **On-going**

PUBLIC INVESTMENT IMPLEMENTATION STRATEGY

Action Item	Core Principle*	Responsible Agent(s)	Funding Level	Time Frame
8.2.1: Improve existing parks	CF / LO	City of Greenville, Greenville County, Residents, Development Partners	$-$$$$	On-going
8.2.3: Restore the historic ballfield in Woodside Village	CF	Greenville County Recreational District, History/ Historic Preservation Organizations, Residents, Community Leaders	$$	6-10
8.2.4: Enhance the Swamp Rabbit Trail within the West Side	CF / HL	City of Greenville (Parks and Recreation), Greenville County Recreation District, Swamp Rabbit Trail Sponsors	$$-$$$	6-10
8.3: New Public Spaces				
8.3.1: Build a trail spur along Long Branch Creek	CF / HL	City of Greenville (Parks and Recreation)	$$$	11-15
8.3.2: Extend the cultural trail up Pete Hollis Boulevard	CF / HL	Community Organizations, Residents	$$-$$$	6-10
8.3.3: Create a central plaza in the Village	CF	City of Greenville, Private Development Partners	$$-$$$	6-10
8.3.6: Reclaim floodway for recreational and passive green space	CF / HL	City of Greenville, Private Development Partners, Property Owners, Healthy Food and Other Community Organizations	$$-$$$$	On-going
8.4: Public Infrastructure				
8.4.1: Implement a multi-neighborhood stormwater system	CF	City of Greenville, Property Owners, Local Land Trusts, Private Development Partners	$ for Program; $$-$$$$ for	6-10
8.4.2: Create a CIP for planned sewer upgrades to facilitate development	CF	City of Greenville, Parker Sewer District	$-$$$ for Analysis; $$-$$$$ for	On-going

[1] Core principle – **CF** : Make the West Side a **child friendly** community **LO** : Create a **ladder of opportunity** **HL** : Ingrain a culture of **healthy living**

[2] Level of funding required – **$**: $1 - $50,000 **$$**: $50,000 - $250,000 **$$$**: $250,000 - $1 million **$$$$**: $1 million+

[3] Implementation year – **1-5**: 2014-2018 **6-10**: 2019-2023 **11-15**: 2024-2029 **16-20**: 2030-2035 **On-going**

1.3.3: Policies and Programs

Chapters 4, 5, 6, 7, 9, and 10 include policy and program recommendations that support the core principles of the plan and complement the above investment strategies.

Organizing to Empower the Community (Chapter 4)

Participation in the community design workshop highlighted a desire by residents and local organizations to be involved in the City's efforts to revitalize the West Side neighborhoods, rather than to watch passively as City officials pursue plans. This chapter proposes a grassroots organization to empower residents and community groups to play a key role in the implementation of the vision developed in this plan (§ 4.2), and presents a Displacement Prevention Action Plan to address the threat of gentrification in the community (§4.3).

Homegrown Jobs (Chapter 5)

An important element in building a ladder of opportunity is supporting residents as they gain the skills that will enable them to support themselves. This chapter recommends programs to enhance education, job training, and job placement opportunities (§5.2), as well as programs to support local entrepreneurial activities and recruitment of new businesses (§5.3).

Growing a Healthy Community (Chapter 6)

The West Side lacks access to healthy food—it has been designated a food desert according to USDA criteria. Yet, several organizations have already initiated programs to try to meet this need. This chapter proposes strategies to increase access to fresh, healthy ingredients (§6.2), as well as ways to improve residents' cooking skills and use food as a force to unite the community (§6.3).

Transportation Improvements (Chapter 7)

In addition to transportation infrastructure improvements, this chapter makes program recommendations to encourage walking and bicycling as everyday transportation options (§7.3).

Public Space & Infrastructure (Chapter 8)

Along with improving public spaces and services, this chapter recommends policy changes and neighborhood-based actions to create additional public space within the community (§8.3).

Housing for Everyone (Chapter 9)

While areas of the West Side remain characterized by blight and crime, community development projects have begun to tip the neighborhoods toward revitalization. This chapter proposes housing programs to stabilize West Side neighborhoods (§9.2), prevent displacement of residents (§9.3), maintain and increase affordable housing opportunities (§9.4-9.6), and preserve the character of these residential neighborhoods (§9.7).

Development Strategies (Chapter 10)

In addition to illustrating private investment opportunities, this chapter proposes development regulation changes to guide projects that fulfill the vision of this plan (§10.11).

PROGRAMS & POLICY STRATEGY IMPLEMENTATION PLAN

Action Item	Core Principle[1]	Responsible Agent(s)	Funding Level[2]	Time Frame[3]
Chapter 4: Organizing to Empower the Community				
4.2: Organize				
4.2.1: Form a West Side collaborative led by a community-based organization	CF / LO	Community Organizations, Service Providers	$	1-5 for Implementation; On-going after startup
4.2.2: Encourage small neighborhood-based projects	CF / LO	Neighborhood Associations, Residents, Local Business Owners	$	On-going
Chapter 5: Homegrown Jobs				
5.2: Work Readiness and Access to Training and Jobs				
5.2.1: Fund a West Side "career-ladder" case manager	LO	Greenville Region Workforce Collaborative and Partners, West Side Collaborative Lead Organization	$ - $$	1-5 ; On-going after startup
5.2.2: Expand pool of potential employers for job placement programs	LO	Greenville Region Workforce Collaborative and Partner Organizations, Local Employers	$	1-5; On-going after startup
5.2.3: Expand access to West Side educational facilities	LO	Greenville County School District, A.J. Whittenburg Elementary, Legacy Charter School	$	On-going
5.3: Entrepreneur Support and Business Recruitment				
5.3.1 Connect small businesses to existing resources	LO	City of Greenville (Economic Development), Chamber of Commerce, Other Small Business Support Organizations	$	1-5; On-going
5.3.2 Implement a business retention and recruitment program for the West Side	LO	City of Greenville (Economic Development), Chamber of Commerce	$	1-5; On-going after startup
5.3.3 Develop a tech incubator on West Washington Street	LO	City of Greenville (Economic Development), Chamber of Commerce, Private High-Tech Businesses	$ for Program; $$ for	6-10
Chapter 6: Growing a Healthy Community				
6.2: Purchasing Healthy Food				
6.2.1: Attract a new neighborhood grocery store	HL	City of Greenville (Economic/ Community Development), Private Developers, Community Organizations	$$-$$$	6-10
6.2.2: Expand mobile farmer's markets	HL	Mill Village Farms, Loaves & Fishes, Other Healthy Food Organizations, Local Farmers, Neighborhood Associations	$	1-5

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PROGRAMS & POLICY STRATEGY IMPLEMENTATION PLAN

Action Item	Core Principle[1]	Responsible Agent(s)	Funding Level[2]	Time Frame[3]
6.3: Growing Healthy Food				
6.3.1: Develop an urban farm and education center	HL	City of Greenville (Parks and Recreation), Greenville Forward/Growing for Good, Greenville County School District, Neighborhood Associations, Residents	$ for Program; $-$$ for	6-10
6.3.2: Support sales and swaps of locally-grown food	HL	City of Greenville, Greenville County, Healthy Food Organizations	$	1-5; On-going
6.3.3: Develop an interfaith coalition around healthy cooking	HL	Faith-based Organizations	$	1-5; On-going
Chapter 7: Transportation Improvements				
7.3: Programs to Promote Active Transportation				
7.3.1: Expand Safe Routes to School program	CF	School District, Upstate Forever, SCDOT, City of Greenville (Public Works, Engineering, Transportation, Police)	$ for program; $$ for	1-5; On-going
7.3.2: Increase access to bikeshare	CF	Upstate Forever and Community Partners	$	1-5; On-going
Chapter 8: Public Space and Infrastructure				
8.2: Enhance Existing Public Spaces				
8.2.2: Improve community access to the Kroc Center	CF / HL	Kroc Center	$	On-going
8.3: New Public Spaces				
8.3.4: Support a neighborhood-based pocket parks program	CF / HL	City of Greenville, Property Owners, Neighborhood Associations, Healthy Food Organizations	$-$$	On-going
8.3.5: Dedicate green space as part of private development	CF / HL	City of Greenville	$-$$$$	On-going
Chapter 9: Housing for Everyone				
9.2 Stabilize the Neighborhood				
9.2.1: Target code enforcement	CF	City of Greenville, Greenville County, Community Organizations, Residents	$	On-going
9.2.2: Use abatements and liens to fix nuisance properties	CF	City of Greenville, Greenville County	$	On-going
9.3 Protect Existing Homeowners from Displacement				
9.3.1: Legislate a tax-cap for fixed-income homeowners	LO	Greenville County	$	On-going
9.3.2: Create a home-selling education program	LO	Greenville County Human Relations	$	1-5; On-going

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PROGRAMS & POLICY STRATEGY IMPLEMENTATION PLAN

Action Item	Core Principle[1]	Responsible Agent(s)	Funding Level[2]	Time Frame[3]
9.4 Increase Affordable Homeownership Opportunities				
9.4.1: Form a community land trust	LO	City of Greenville (Community Development), Local Land Trusts, Community Organizations, Affordable Housing Providers	$ for Program; $$-$$$$ for	6-10
9.4.2: Recruit local job-providers to participate in a employer-assisted housing program	LO	CommunityWorks Carolina; Local Employers	$	1-5; On-going
9.5 Protect Renters				
9.5.1: Preserve affordable housing	LO	City of Greenville (Community Development), Affordable Housing Providers, Community Foundations, CDFI	$-$$$	On-going
9.5.2: Expand a tenant rights education program	LO	City of Greenville (Community Development), Greenville County (Human Services)	$	1-5; On-going
9.6 Develop New Mixed-Income Housing				
9.6.1: Develop a dedicated funding stream through a housing trust fund	LO	City of Greenville, CommunityWorks Carolina, Community Foundations, Private Sector Partners	$ for Program; $$-$$$$ for	6-10; On-going
9.6.2: Support the homeless population through Housing First Programs	LO	Upstate Homeless Coalition and Partner Organizations, Housing Providers	$$-$$$$	On-going
9.7 Preserve Neighborhood Character				
9.7.1: Target home improvement loans to West Side homeowners	LO	City of Greenville, Property Owners	$-$$	On-going
9.7.2: Create a deconstruction program	CF	City of Greenville, Private Development Partners, Property Owners	$-$$	1-5
Chapter 10: Development Strategies				
10.11 Development Regulations				
10.11.1: Facilitate financing through National Register designations	CF	City of Greenville	$	1-5
10.11.2: Use infill design guidelines to regulate new housing	CF	City of Greenville	$	1-5
10.11.3: Revise the Redevelopment district	CF	City of Greenville	$	1-5
10.11.4: Adopt form-based regulations	CF	City of Greenville	$$	6-10

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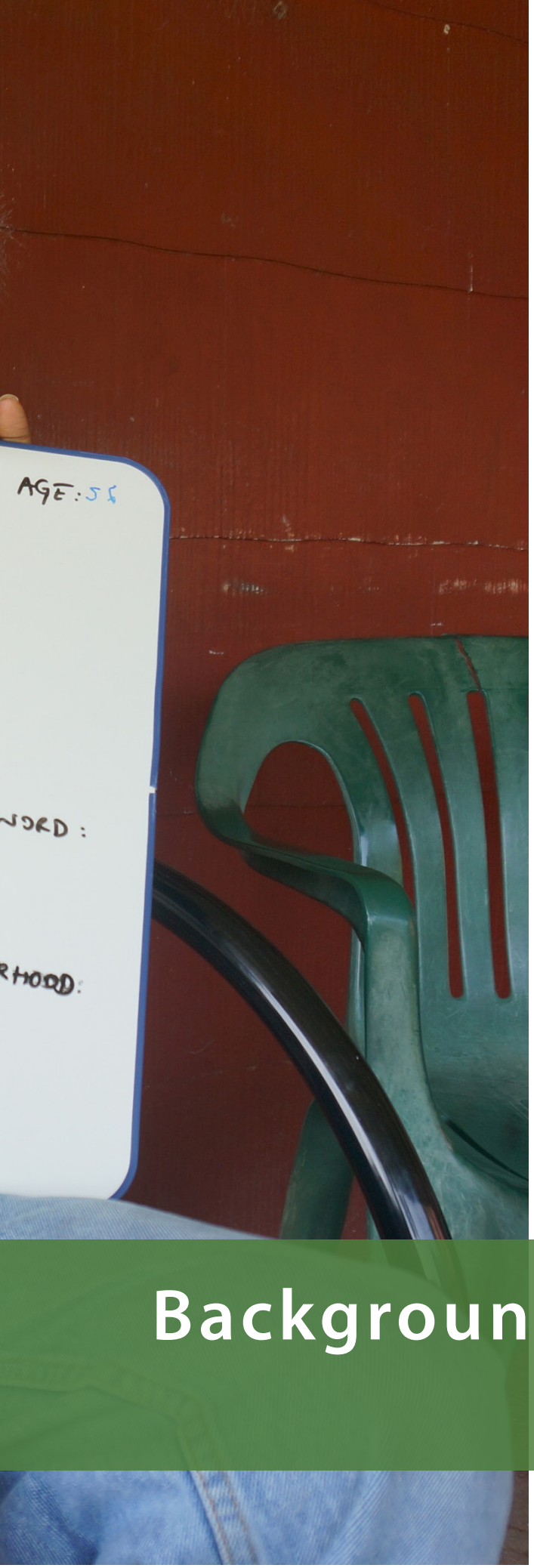
NAME: MARSHALL
MY FAVORITE PLACES:
FOOTBALL
PLACES I DON'T LIKE:
Shooting people
My NEIGHBORHOOD IN ONE
Good
My DREAM FOR MY NEIGHBOR
PEACE
Quartet



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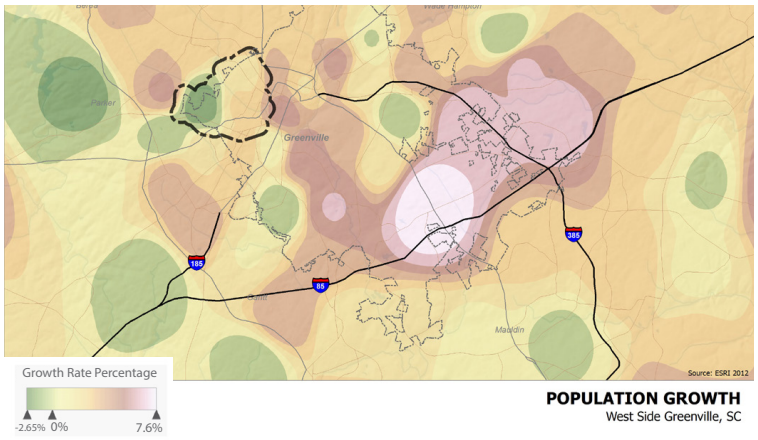
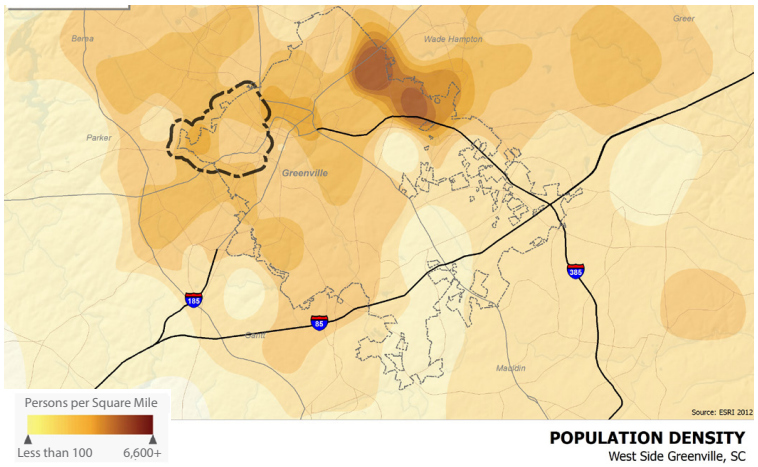
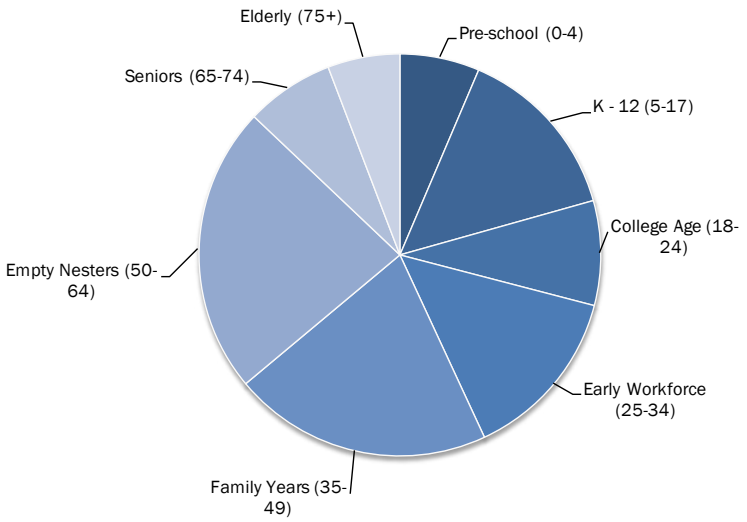


Greenville Population Growth 2013-2017



Greenville Population Density 2013-2017



West Side Area Age Distribution *Source: ESRI, 2012*

2.1: Demographic and Economic Development Overview

Developing policies, strategies, and tools for comprehensive planning requires an understanding of underlying socio-economic conditions and forces. This section summarizes demographic and economic trends, projections and relationships between various metrics, and future opportunities for the West Side in light of existing socio-economic conditions. Unless otherwise noted, the data cited in this section is provided by ESRI 2012. A complete copy of the "West Side Greenville: Demographic and Economic Development Overview" is attached as an appendix to this report.

2.1.1: Population and Household Trends

Downtown Greenville does not have a high population density, but the surrounding residential areas, including portions of the West Side, are relatively dense. While downtown, and the City of Greenville as a whole, have increased in population since 2000, parts of the West Side, particularly along the western edge of the project area, have experienced a significant population decline. In the past two years, however, the West Side population has grown slightly and is projected to grow another seven percent by 2017.

The West Side population is aging. Over the past decade, many of the younger demographics have declined, while the Empty Nester population (age 50 to 64) has grown by almost 50 percent. In the short term, younger cohorts are projected to grow only slightly compared to the 50+ age groups.

The population of West Side is predominately African-American (almost 60 percent). The population has become more diverse in the past decade and this trend is projected to increase through 2017. The Hispanic population in particular is projected to grow from four percent to ten percent (Source: ESRI).

West Side has a larger number of single-parent households than the surrounding area, with

most of these single-parent households headed by females. Additionally, West Side has a higher share of households headed by middle-age and senior individuals.

Educational attainment in West Side is poor relative to the City of Greenville, the Greenville Metropolitan Statistical Area (MSA) and the state. Only 14 percent of the population over the age of 25 hold an Associate's degree or higher, compared to 45 percent in the City of Greenville as a whole. Yet, in the last ten years, the percent of residents with only high school diplomas has decreased as higher degrees have increased.

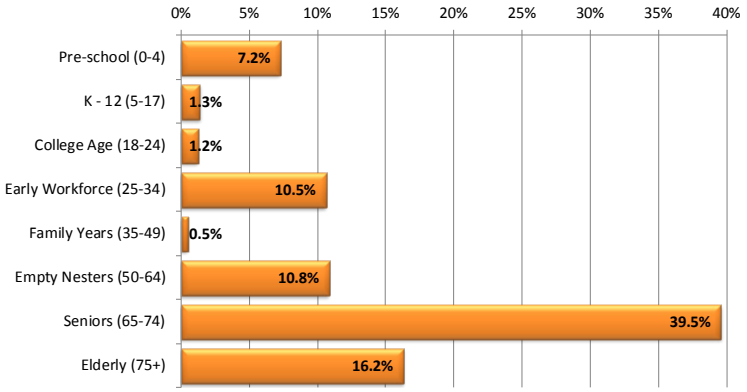
The West Side has some of the lowest median income areas in Greenville. Median household income in West Side is half of that in the city as a whole. One out of six West Side households is considered low income, earning less than $25,000 per year.

2.1.2: Housing Overview

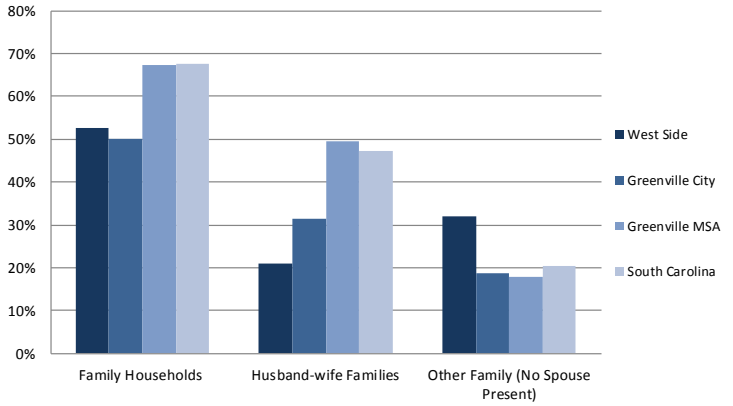
Unlike the rest of the Greenville Metropolitan Statistical Area (MSA) and the state, the majority of people in West Side rent their homes (68 percent). Most urban analysts associate high homeownership rates with neighborhood stability and a willingness of residents to reinvest where they live. However, over the past two decades, the ratio of renter-occupied units has not changed in the West Side, suggesting a stable level of homeownership and investment in the area. Despite this, almost 20 percent of housing is vacant, a much higher proportion than throughout the MSA and state, and somewhat higher than in the city. Home values in West Side are among the lowest in the area and are on par with the rural area west of the city.

2.1.3: Business Environment

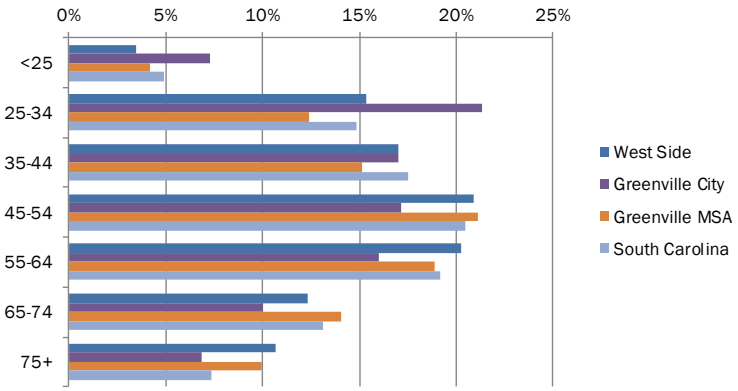
The highest concentration of jobs within the Greenville region, by far, is in Downtown Greenville. West Side's proximity to downtown's businesses is an excellent asset for residents whose job qualifications match the diversity of occupational opportunities in the greater downtown area. Additionally, the West Side exhibits some relatively strong economic



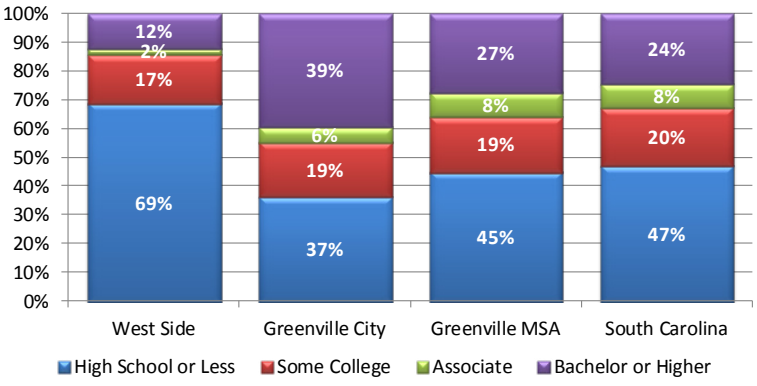
Projected Population Growth by Age Group, 2010-2017 *Source: ESRI, 2012*



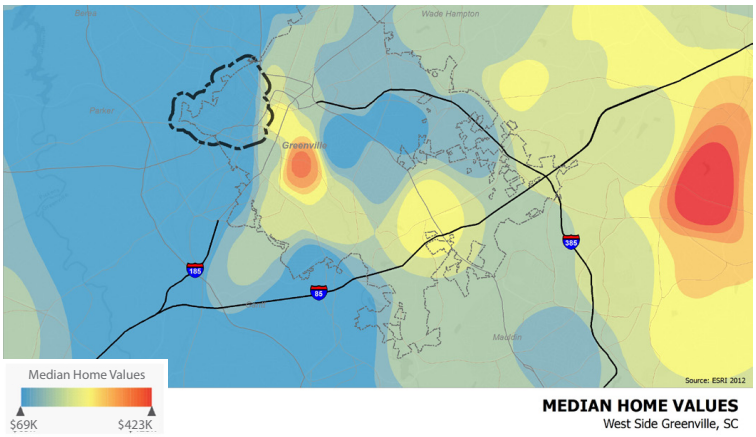
Family Households *Source: ESRI, 2013*



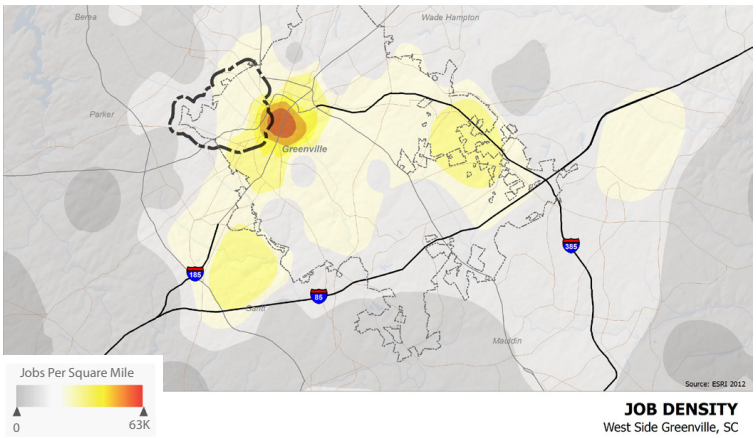
Household by Age of Householder *Source: ESRI, 2013*



Educational Attainment of Persons Age 25 or More *Source: ESRI, 2012*



Greenville Median Home Values



Greenville Job Density

indicators, suggesting that it is well located as a regional attraction for business operations and, perhaps, housing and labor force. Based on the projections of the South Carolina Department of Employment and Workforce, over the next ten years the number of jobs in the utilities and manufacturing sectors will decline substantially, while the top three growing sectors, which are professional and technical in nature, will add almost 15,000 net new jobs.

The data indicates the West Side has a robust relationship with the downtown area, as well as notable "export" strengths in the business sectors of Transportation and Warehousing, Information, Manufacturing, and Wholesale Trade. All but one of these (Information) are clear indicators of the West Side's strength as a regional center that attracts labor force and customers from a wide geographic area.

In regards to retail, comparisons of the 2012 purchasing power and actual retail sales, show an estimated $25.95 million in surplus (ULI Dollars and Cents, BizStats, Development Strategies, 2013). This clearly indicates that residents from the surrounding areas help to support the retail in the West Side study area. Additionally, this indicates sectors where there is more floor area in the West Side than the resident market can support. For example, there are enough excess grocery purchases to support another 7,500 square foot grocery store. That does not mean that a new grocery store will enter the market however, as a store of only 7,500 square feet is quite small for typical grocers. This data does indicate that West Side grocers seem to be faring relatively well. This difference between local buying power and local retail sales reinforces West Side's role as a regional attractor.

2.1.4: Growth Potential

Housing

Over the next 20 years, net new residential housing in the West Side is projected between 580 to 740 units. These numbers are based on project population growth for the region, and an assumption that the West Side will capture its "fair share" of that growth. Ideally, market

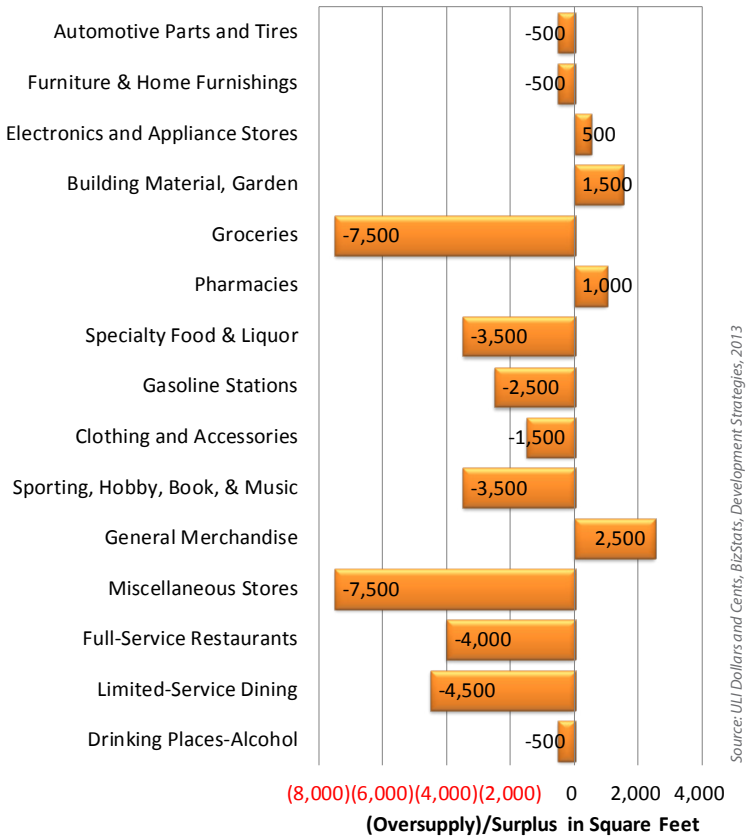
conditions will encourage even more housing, but it is too early to predict such increases. In order to better position the West Side, an emphasis should be placed on higher density forms of housing along the major corridors near the West Side, especially those that link directly to the downtown job market.

Meanwhile, there are many substandard, lower value homes in the West Side that should be planned for renovation or replacement. This strategy implies no net increase, but focuses on net improvements in the quality of housing. Plans for housing should be accompanied by sufficient land and related civic facilities to support the housing market, such as nearby parks, schools, and places of worship.

Retail Space

A "fair share" of population and housing growth could support the addition of 50,000 to 60,000 square feet of net new retail floor area. The market will determine exactly what kinds of retail businesses will occupy that space. However, the West Side should be positioned to attract new and replacement retailers. This retail projection excludes demand that might originate from outside of the West Side. It is very challenging to determine the amount of retail floor area that the West Side might attract by leveraging its regional role to serve a larger market. Such growth will occur as a function of access, traffic flow, the quality of the retailing/service/entertainment developments, and persistent marketing.

Adjacency to the growing downtown, excellent arterial roads, improving amenities in the West Side (e.g. Swamp Rabbit Trail and a potential regional park), and a growing labor force, both internally and throughout the county, might be leveraged to attract a wide range of businesses, especially to the arterial roads. Most particularly, Pete Hollis offers a natural location to attract regional retail shoppers, due to the corridor's location and its capacity for development growth.



West Side Current Retail Demand (in square feet): Initial analysis shows some current, yet, limited, opportunity for additional retail in the West Side. Additional data will be necessary to better understand growth potential. For example, clearly defining what the data considers a grocery store and the type of products carried by those grocers.

	Net New Residents		
Greenville County Population Projection *(Source: S.C. Budget and Control Board and analysis by DS)*	90,000	to	95,000
Greenville City (12%-14% of county)	10,800	to	13,300
West Side (12%-14% of city)	1,300	to	1,860
Average Household Size (2.25 to 2.50)	2.25	to	2.50
	Housing Units		
Total Housing Units	4,040	to	4,200
Net New Housing Demand: West Side	580	to	740
	Net New Square Feet		
Total Retail Space	215,000		225,000
Net New Retail Space	50,000	to	60,000

Source: Development Strategies, 2013

West Side Market Projections - 20 years

Office Space

Historically, the City of Greenville has captured about a quarter of the total job growth in Greenville County. In turn, the West Side has captured about nine percent of that city-wide job growth. At the county level, projections over the next ten years suggest a need for an additional 5.4 million square feet of office space. Therefore, it is projected that the West Side may accommodate an additional 120,000 square feet of office over that same period.

Most of this space should be positioned near downtown in order to leverage the proximity to that business environment, but roughly 20,000 square feet could be successfully located along the arterial corridors to accommodate personal services such as physicians, dentists, and realtors. Nearly all of this 20,000 square feet should be colocated with retail shopping areas and housing in mixed-use neighborhood centers.

Industrial Space

While the West Side has been defined over the years as an industrial center, that heritage has been altered by greater sensitivity to environmental constraints (especially flooding) and modern industrial preferences for large tracts of land with immediate access to the interstate highway system. This has reduced the West Side's traditional strength within Greenville's industrial sectors.

Yet, despite the West Side's diminished role within the region's industrial economy, there is some limited opportunity (approximately 10,000 square feet) for new small industrial development over the next ten years.

Workforce

Perhaps more important to the West Side than business attraction is the ability of its residents to take, and hold, growth-oriented jobs in the Greenville area. According to the South Carolina Department of Employment and Workforce, of the top 50 projected growing occupations, only 4 percent require less than a high school diploma or GED. Over 25 percent require a high school diploma or GED, over 25 percent an associate degree or postsecondary training, and over 40 percent a bachelor degree or higher. Highly educated workers are better positioned to take higher paying, more sustainable and career-oriented jobs within the region. West Side residents need to achieve higher levels of formal education to compete in the modern job market. Higher levels of education are the best general indicator of earnings potential over a lifetime.

Improved education and training should be accompanied by programs that retain educated workers within the West Side. It is certainly an accomplishment for residents to obtain higher quality jobs, but the West Side will not benefit from such advancement if educated workers move to other neighborhoods where housing conditions and other quality of life factors are perceived as better. Retaining high income earners within the West Side will encourage greater investment in neighborhood homes and will help to support/attract more locally produced goods and services.

As such, neighborhood education and jobs training initiatives should be accompanied by neighborhood improvement programs and public infrastructure investments that encourage West Side residents to stay and invest in the West Side area.

2.2: Connections for Sustainability Plans

The City of Greenville, along with its partners, has invested in a variety of community planning efforts for the City's West Side. Through these partnerships, the area has recently witnessed some significant achievements, such as construction of A.J. Whittenberg Elementary School, The Salvation Army Ray & Joan Kroc Corps Community Center, and the Swamp Rabbit Trail — as well as community development efforts within the Southernside, West Greenville, and West End neighborhoods. Yet, the West Side continues to struggle with a disproportionate share of underutilized properties, brownfields, vacancy, low income, high unemployment, and a transient and declining population.

connections
FOR SUSTAINABILITY

Partnership for Sustainable Communities (PSC) HUD's Flagship Sustainability Indicators

- Transportation Choice: Livable communities feature multiple, safe and convenient options for more people to walk, bike, or ride transit in addition to driving in their cars. Less driving alone means less congestion and less air pollution. Using alternative modes of transportation also leads to better public health outcomes as people naturally get more exercise.
- Housing Affordability: Housing is the single biggest cost for American households, and the share of household income it has claimed has been increasing for decades. Reducing families' housing costs is the way to make the biggest impact on people's quality of life and financial sustainability.
- Equitable Development: New growth and development should extend benefits to all community members. This includes creating more economic opportunities for low income residents as well as proactively addressing the potential for the displacement of low-income households that can result from neighborhood revitalization efforts.
- Economic Resilience: A community's ability to weather economic shocks depends on the stability, efficiency, and diversity of its economy. Regions can become more resilient by diversifying industry and employment bases and increasing economic productivity per unit of energy consumption, which makes them more economically competitive and resilient to energy prices rises.
- Growth through Reinvestment: Focusing new housing and commercial growth in areas that have already been urbanized helps to "recycle" vacant or underutilized land while increasing the vitality of existing communities and safeguarding rural landscapes. It also makes better use of existing public infrastructure while avoiding the expense of expanding infrastructure to new areas.

Source: Excerpt from "HUD OSHC Guidance on Performance Measurement/Flagship Sustainability Indicators," US Department of Housing and Urban Development – Office of Sustainable Housing and Communities, June 5, 2012

Connections for Sustainability: Linking Greenville's Neighborhoods to Jobs and Open Space is a City of Greenville project in partnership with United States Department of Housing Urban Development and United States Department of Transportation that aims to establish connections between affordable housing, transportation options, economic development opportunities, and open space. As part of the initial phase of the project, three major studies were completed: A city-wide housing strategy; a feasibility analysis of a bus rapid transit system and transit-oriented economic development; and a plan for a potential city park on the West Side of the city.

The following section provides brief summaries of the three previous plans. The recommendations from these three plans are described in more detail in later chapters of this plan as they relate to the West Side neighborhoods.

2.2.1: Transit Feasibility Study (2013)

This study explores the feasibility of a bus rapid transit (BRT) system in the City of Greenville to link Downtown Greenville with the Amtrak Station in the West Side, Clemson University's International Center for Automotive Research (CU-ICAR), and commercial and residential developments. The study identifies 10 locations along the proposed BRT corridor for stations as well as potential nodes for transit-oriented economic development (TOeD) within ¼ mile radius of the platforms. Two sites are identified within the West Side project area, along West Washington Street: One at the Amtrak Station; the other at the intersection of Hudson Street. The project estimated costs for commencing operations in 2016.

2.2.2: City-Wide Housing Strategy (2013)

This strategy is intented to guide policy and investment relative to housing over the next 10-20 years. The report discusses the current and projected housing market, analyzes the City of Greenville's housing stock, and provideds recommendations for neighborhood health and viability. The *Greenville West Side Comprehensive Plan* incorporates the recommendations of this housing strategy in Chapter 9, "Housing for Everyone."

Four Core Focus Areas:

- Continued growth to support housing initiatives
- Providing resources to support infill development
- Targeting resources within select areas
- Targeting major public sector investment to catalyze private investment

Infill Design Guidelines:

The Housing Strategy provides design guideline recommendations for a variety of infill development within a neighborhood context, infill within a corridor context, and transition options from major corridors to neighborhoods.

Targeted Investment/Development

The Housing Strategy identifies Targeted Development Zones, or locations within the city that offer redevelopment opportunities to create mixed-use centers. It also recommends that the City guide development through regulatory processes and project-based targeted investments.

Two areas within the West Side are identified as particularly strong for targeted investment — the Pendleton Street area and the West End (Payne-Logan) area — due to their proximity to downtown and Main Street and their potential for several short-term redevelopment opportunities. According to the strategy, the area "should be highly desirable for a wide range of housing serving various income levels and households types, once real estate/redevelopment hurdles to cost-effective development are removed."

Additionally, the strategy suggested targeted investment approaches for the West Greenville and Southernside neighborhoods. In West Greenville, opportunities are associated with potential spill-over effect as improvements in adjacent areas closer to downtown take off,

the availability of large Housing Authority properties for redevelopment, and the emerging "West Greenville Arts District" (now referred to as "Village of West Greenville"). In Southernside, elements key to redevelopment include the construction of the potential city park and the continued success of the Swamp Rabbit Trail along the Reedy River.

2.2.3: City Park Plan (2013)

This plan recommends design elements for a potential 22.5 acre city park along the Reedy River that would substantially expand the existing Mayberry Park in the West Side. The concept design for the park includes:

- A promenade at the intersection of South Hudson Street and Mayberry Street
- A visitors' center with stage and flag court
- Multi-purpose field and open lawns
- A destination children's playground
- Basketball courts
- Garden walk and picnic pavilion
- Demonstration and community gardens
- A 20' wide "fast track" addition to the Swamp Rabbit Trail to the north of the river and a rerouted portion of the trail for more casual use
- Overlook areas
- Bioswale for water retention and water quality
- Parking, restrooms and concessions
- The use of sustainable and energy efficient materials and practices

City Park Plan, August 2013 *Source: SWA Urban Edge Studio*

2.3: Neighborhood Plans

In addition to the three major plans completed under the *Connections for Sustainability: Linking Greenville's Neighborhoods to Jobs and Open Space,* many other plans have been completed over the past decade that incorporate areas of the West Side. This section summaries the plans that relate directly to the neighborhoods of Southernside, West End and West Greenville.

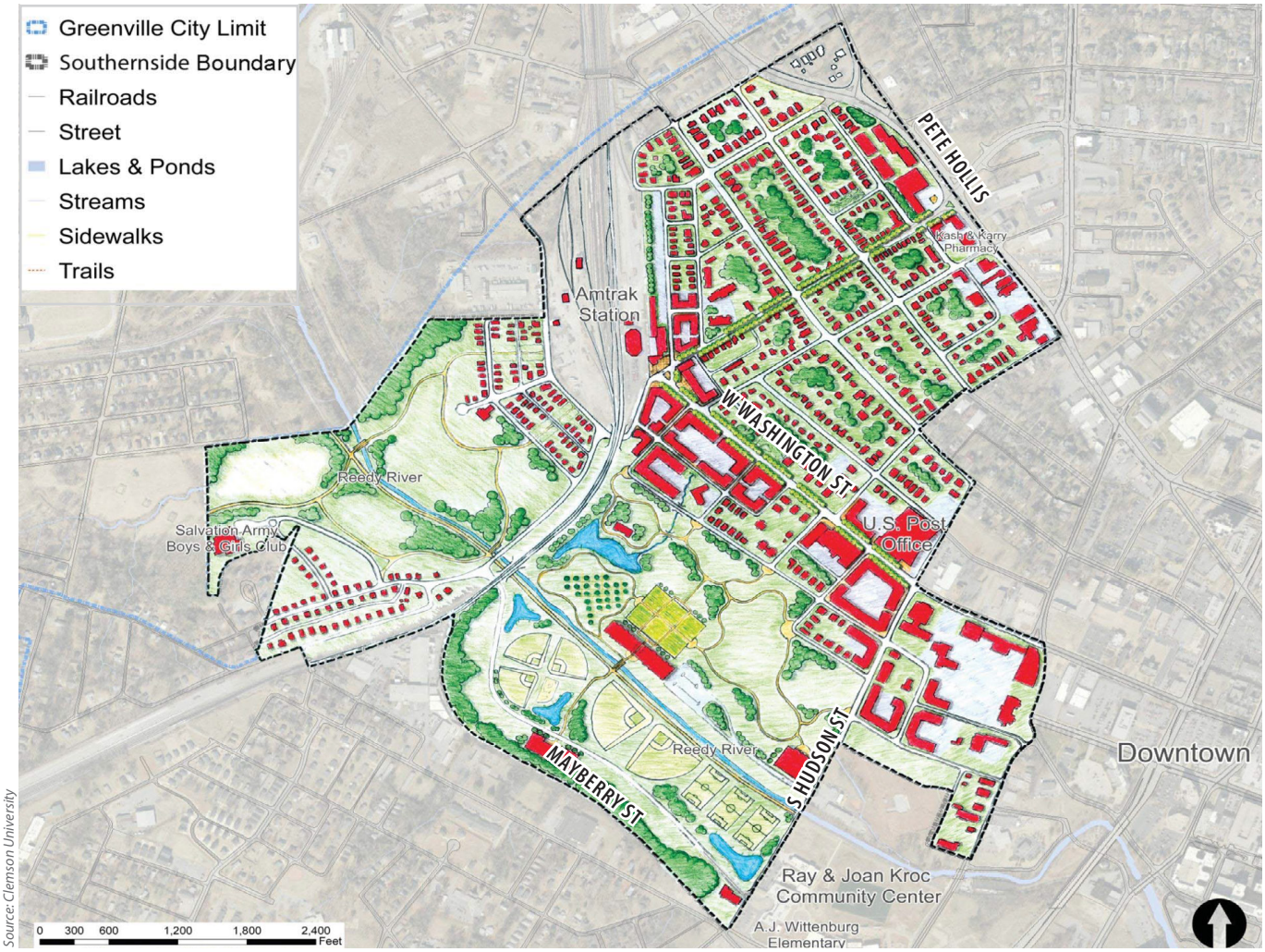
2.3.1: Southernside Neighborhood Vision Plan (2011)

This plan identifies areas for targeted rehabilitation and redevelopment. It also addresses measures for improving infrastructure, encouraging infill and neighborhood retail, leveraging community assets, and providing service-oriented opportunities.

The plan includes five key goals as follows:

- Increase access to commercial centers, employment, and recreational open space
- Enhance the Southernside community character
- Provide multi-modal circulation and greenway access within neighborhood
- Improve and enhance streetscape and neighborhood infrastructure
- Encourage infill and redevelopment to improve housing conditions for residents and to promote economic development

Specific development and program/policy recommendations are identified in five categories.



Source: Clemson University

Southernside Neighborhood Vision Plan

Neighborhood Services and Amenities

- Commercial redevelopment along West Washington Street and Pete Hollis
- Active and passive open space for water quality control, wetland restoration and recreation
- Community gardens and fresh food sources
- A larger community center
- Landscape buffer between the railroad and residential

Neighborhood Identity

- Neighborhood signage and gateway entrances
- Neighborhood design guidelines
- A town center at West Washington/ Mulberry
- Abandoned/vacant property maintenance
- Improved neighborhood parks

Connectivity

- New connections to Swamp Rabbit Trail
- Improved vehicular and pedestrian connection on West Washington Street and railroad overpasses
- Multi-modal transportation options
- Rerouting Oscar Street to Shirley Street
- Pathways and trails throughout the neighborhood

Streetscape and Infrastructure Improvements

- Street typology guidelines
- Streetscaping and improved lighting
- Updated utilities

New Housing in Southernside Neighborhood

Housing Action Plan

- Street typology guidelines
- Streetscaping and improved lighting
- Updated utilities

Key Implementation Recommendations and Policies

- Revise neighborhood land development and zoning regulations to allow mixed uses along West Washington Street
- Encourage public-private partnerships
- Continue use of city programs
- Encourage small business development
- Continue efforts towards the acquisition of dilapidated and vacant properties for reuse

2.3.2: Downtown Master Plan (2008)

This plan creates a framework for future development in the city's downtown, reinforcing the area as an economic catalyst for the region and creating a mixed-use, sustainable, urban environment. The plan makes development and zoning recommendations for the area around downtown, including part of the West Side. The plan identifies "Five Corners of Greenville" that serve as key downtown gateways and have significant potential to provide a distinctive identity to underutilized areas. Two of these corners are located in the West Side: The "Warehouse District," that extends from the area around Rhett Street in the West End to Westfield Street; and the "Heritage Green Neighborhood," located near the Southernside neighborhood at the intersection of Pete Hollis Boulevard and College Street.

Specific recommendations for the Heritage Green Neighborhood and Warehouse District follow.

Heritage Green Neighborhood

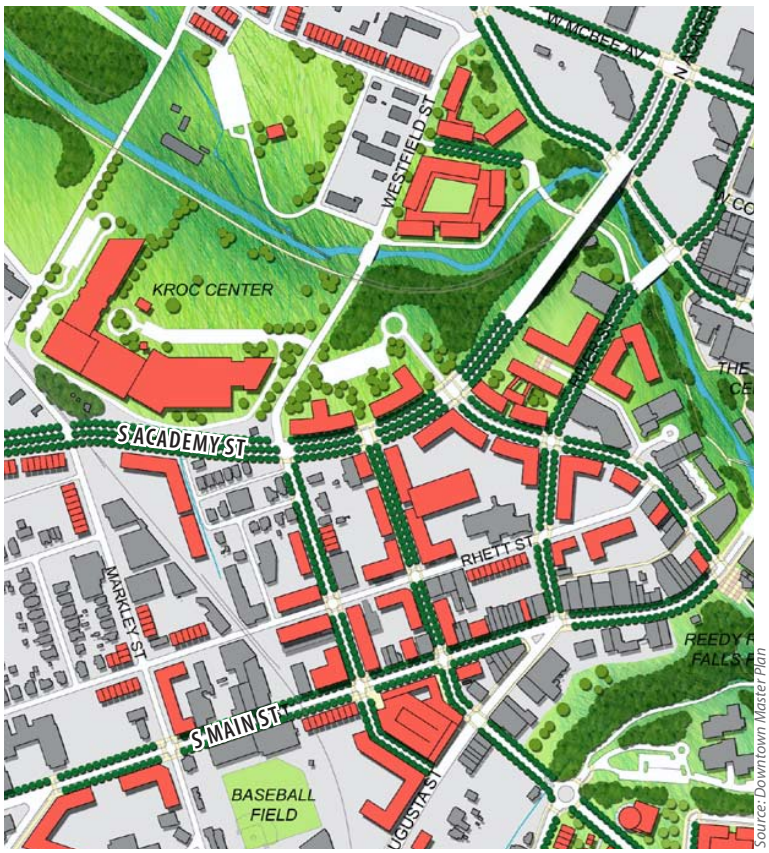
The Hertiage Green Neighborhood should include:

- "Family friendly" housing, neighborhood shops and civic uses
- A scale and mass of buildings that transitions from the Hampton-Pinckney historic district to downtown
- Townhouses and other low rise housing
- Infill and shared structured parking

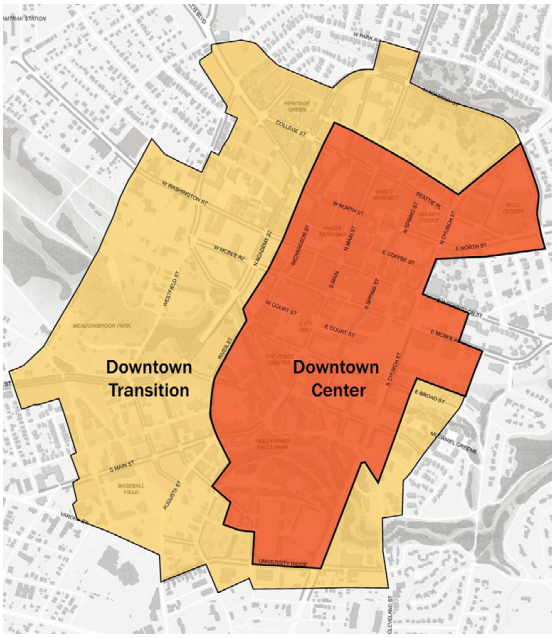
Warehouse District

The Warehouse District should include:

- A combination of adaptive reuse of existing buildings and new construction
- "Cool" spaces for creative, hi-tech startup businesses
- Loft housing
- A shared parking structure
- Improved access to riverfront
- A "green necklace" of urban parks tying into regional park on Reedy River



Warehouse District: Red buildings represent potential future development



Source: Downtown Master Plan

Proposed Downtown Zoning Districts

2.3.3: Southernside Housing Strategy (2007)

Developed by City staff as an internal document, this strategy focuses on the housing needs of the community, recognizes the impact of independent housing initiatives (either completed or in progress), and coordinates all the projects in the neighborhood.

Key recommendations include:

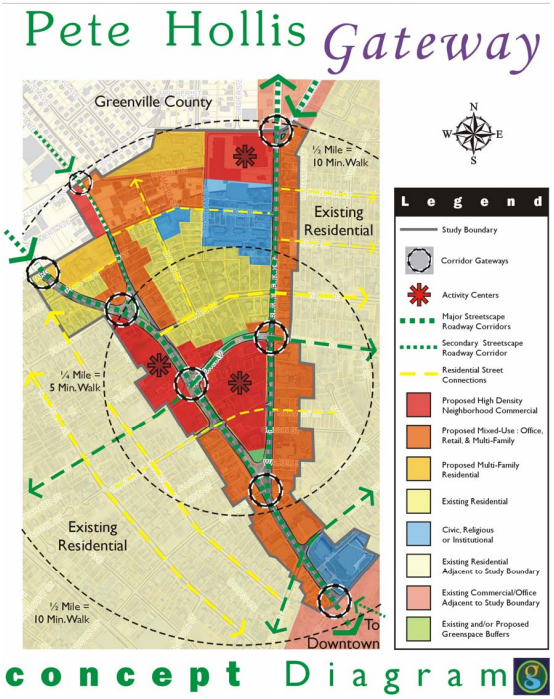
- Infill housing development
- Rehabilitation of existing properties
- Land assembly and property packaging for redevelopment
- Land reconfiguration to provide conforming single family lot sizes
- Road and infrastructural improvements (i.e., resurfacing, sidewalks, curbs and curb lawns)
- Mixed-use development along West Washington Street (e.g., Commercial/ Office ground floor uses with residential uses on upper floors)

Editor's Note: This work ultimately led to the creation of the *Southernside Neighborhood Vision Plan* in 2011, which incorporates the ideas of the strategy.

2.3.4: Pete Hollis Gateway Plan (2006)

This plan, developed by city staff in collaboration with a community task force, addresses challenges and opportunities associated with a proposed major highway expansion project that included the reconstruction and realignment of Buncombe Street into Pete Hollis Boulevard.

The plan recognizes that "while increased traffic capacity and connectivity along the major roadway could open up development opportunities, the physical barrier created as a result of the road widening could create a disconnect between neighborhoods and deter the kind of quality development expected from the citizenry and leadership of the City of Greenville." In response, the plan recommends landscaping improvements to "soften" the road project, as well as a series of redevelopment concepts for a Pete Hollis Gateway centered around the intersections of Rutherford Road and Mulberry Street/Stone Avenue.



Source: City of Greenville, SC

Pete Hollis Gateway Plan Diagrams

2.3.5: West Washington Street Redevelopment Master Plan (2005)

This plan assesses the impacts of potential public projects on the character of West Washington Street. The plan specifically discusses an elementary school, a municipal court complex, and a light industrial business park as part of the expansion of the sanitation commission. The plan explores the creation of new residential areas and infill housing, and establishes streetscape concepts for the corridor. The plan also illustrates a large regional park within the floodplain area north of the Reedy River.

Editor's Note: Since the adoption of the plan, the proposed site for an elementary school was relocated from West Washington. The elementary school, now known as A.J. Whittenberg, was built on a site at the intersection of South Hudson Street and Mayberry Street.

2.3.6: West End Master Plan Update (2004)

This plan is an update to the 1999 West End Sector Plan. It focuses on the design impact of a proposed urban baseball park in the West End district while also examining other sites in the area. Recommendations include private redevelopment, a greenway and pedestrian streetscaping.

New Housing in West Greenville Neighborhood

Editor's Note: Much of the plan has been implemented, including the construction of a new urban baseball stadium and private infill development.

2.3.7: West Greenville Master Plan (2002)

This plan provides design principles and development recommendations for the West Greenville neighborhood. The purpose of the plan is to achieve the redevelopment of the neighborhood as a mixed-income community of renters and home owners supported by recreational amenities and neighborhood-based businesses. For planning purposes, the plan conceptualizes the West Greenville neighborhood as four separate, but related, sub-districts with mixed land uses: Julian-Doe; Firehouse; Joe Louis; and Harlem Square.

Design and planning principles to guide future development include:

- Reinforce neighborhood commercial along Pendleton Street
- Increase density in the areas of the neighborhood closest to the West Greenville Business District
- Increase the rate of homeownership to a minimum of 50 percent
- Add to and upgrade the existing amenities of the neighborhood
- Create potential private, non-profit and public-private partnership development opportunities throughout the neighborhood
- Link the neighborhood to the West End, Downtown, and the Reedy River Corridor
- Improve the quality of life for residents through targeted social service programs

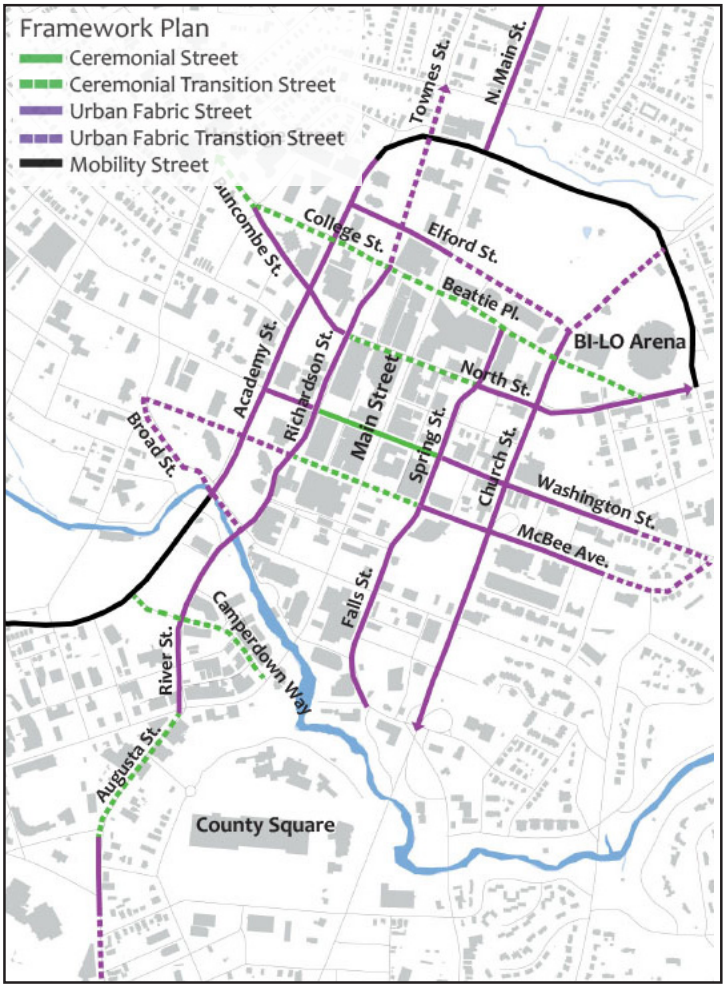
Editor's Note: Under the coordination of the City's Community Development Division, most of the development recommendations within in the Joe Louis and Harlem Square sub-districts have been implemented, as well as some recommendations within the northern portion of Julian-Doe.

2.4: Other Relevant Plans

Other plans which have been completed recently which have a citywide or downtown focus, incorporate portions of the West Side. This section summaries those plans which are relevant to this comprehensive planning process.

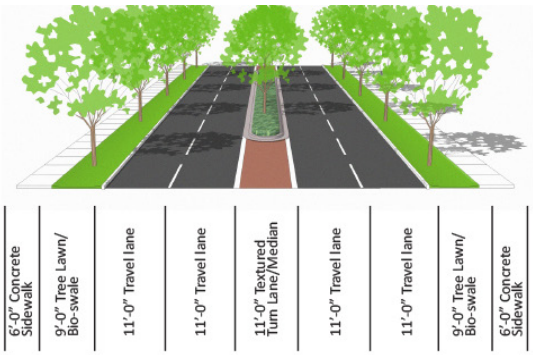
2.4.1: Downtown Streetscape Master Plan (2011)

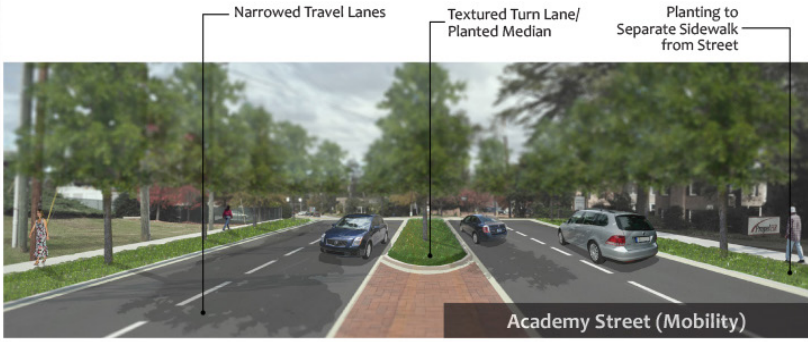
This plan provides schematic design guidelines for streets located within downtown Greenville. Most relevant to the West Side project area, the plan defines different sections of Academy Street as a "mobility street," an "urban fabric street," and an "urban fabric transition street." The plan specifies design guidelines appropriate for each street typology.

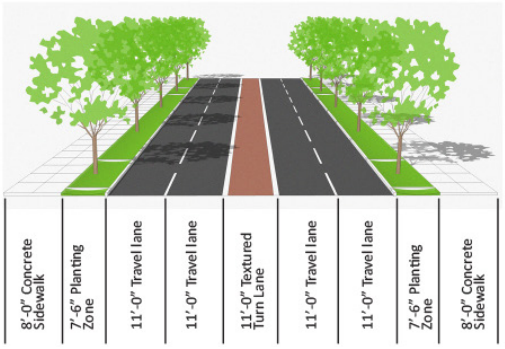


Source: Downtown Streetscape Master Plan, 2010

Downtown Street Types







Source: Downtown Streetscape Master Plan, 2010

Proposed Academy Street Sections

2.4.2: Bikeville - City of Greenville Bicycle Master Plan (2011)

This plan analyzes Greenville's existing bikeway network and provides recommendations for the long-term development of nearly 140 miles of on-street bikeways, including bike lanes, bike routes, and shared lane markings. It also establishes recommendations for policies and programs regarding cycling education, advocacy, enforcement, planning, and equity issues.

Additionally, in regards to the West Side project area, the plan specifically recommends:

- Bike lanes on Pendleton Street, Mayberry Street, Mulberry Street, Buncombe Road, and Willard Street
- Bike routes or shared lanes on Hampton Avenue, South Hudson Street/Calhoun Street, Butler Avenue/Westfield Street/ Wardlaw Street, as well as Cain Street/ First Street

2.4.3: Plan-It Greenville Comprehensive Plan (2009)

This two-year Comprehensive Plan update, which concluded in 2009, provides recommendations for transportation, economic development, environmental strategies, healthy living, housing and neighborhood identity.

The plan objectives most relevant to the West Side area include the following:

- Provide adequate infrastructure for multi-modal connectivity. Much of the West Side area is lacking in pedestrian and bicycle infrastructure.
- Make public transportation planning a priority and encourage transit-oriented development (TOD). This is especially applicable as it relates to the proposed BRT corridor on West Washington Street.

Source: Bikeville - City of Greenville Bicycle Master Plan, 2011

Bikeville: Proposed West Side bicycle network

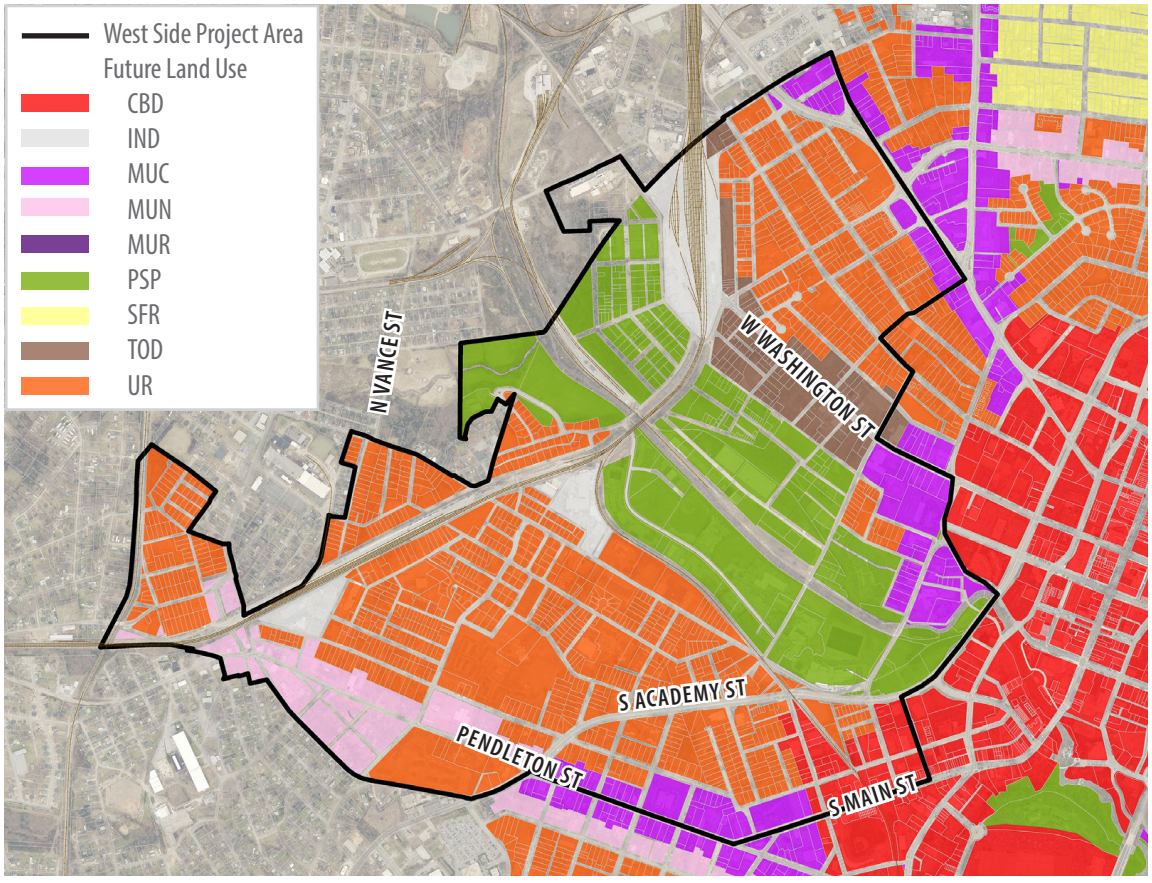
- Improve education and employment through job training programs and investment in schools
- Revitalize existing areas through public investments, parcel assembly, and code revisions
- Encourage sustainable growth through infill development, brownfield redevelopment and transit-oriented development
- Protect sensitive areas such as the Reedy River watershed
- Encourage healthier living by improving healthy food options in low income communities such as West Side
- Improve housing conditions and the availability of affordable housing
- Focus growth and development into mixed-use centers and corridors that support healthy, sustainable lifestyles

2.4.4: Trails and Greenways Master Plan (2007)

This plan recommends a city-wide trail system focused on building upon the existing trail network along the Reedy River. The main objectives were to provide residents with close-to-home and close-to-work access to bicycle and pedestrian trails, to serve transportation and recreation needs, and to help encourage high-quality, sustainable, economic growth.

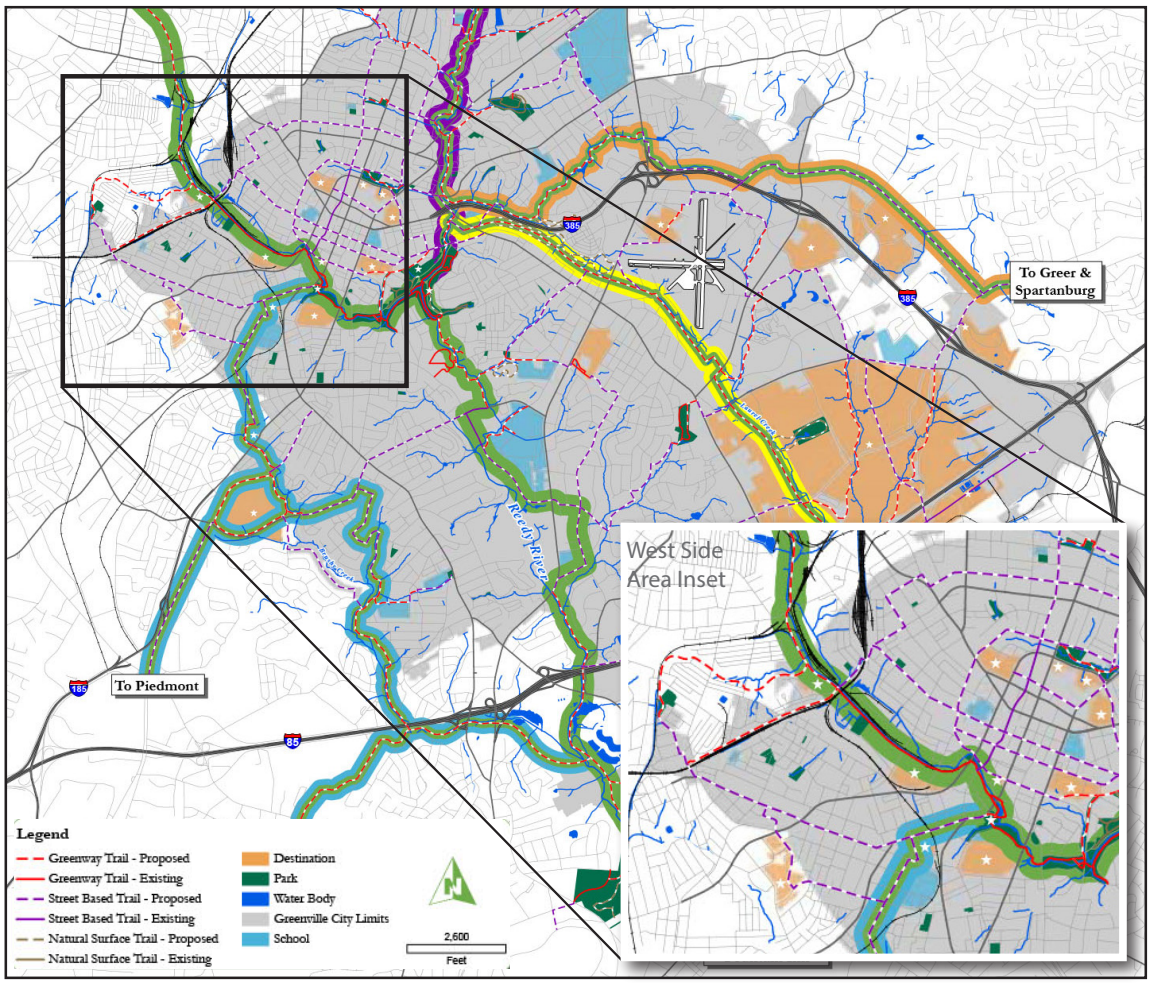
The plan outlines goals for the trail network, including:

- Offer area residents a viable choice to walk or bike for local trips
- Provide opportunities for improving the personal health and fitness of individuals
- Stimulate economic growth through increases in real property value and tourism



Source: GIS data, City of Greenville

Future Land Use Map: Revised as part of the Plan-It Greenville Comprehensive Plan Update



Source: Trails & Greenways Master Plan, 2007

Trails and Greenways Master Plan: Proposed city-wide trail and greenway network

Source: Clemson University

Reedy River Master Plan: Proposed development and recreation in West Side Area

- Enhance and protect the environmental quality of open spaces, creeks and river corridors
- Educate the public about local culture, history, and heritage through interpretive trails and signs

2.4.5: Reedy River Master Plan (2002)

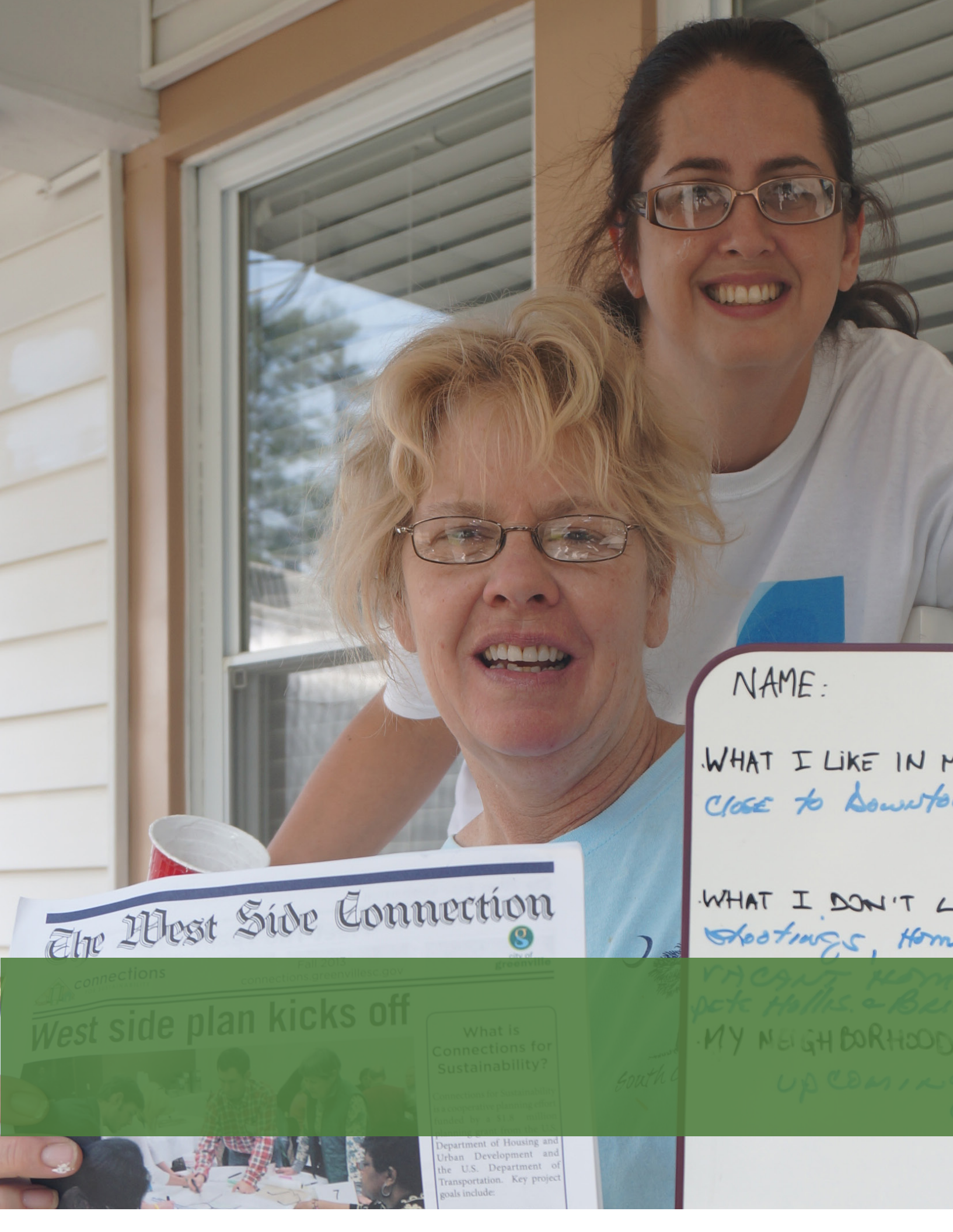
Incorporating multi-jurisdictional areas within Greenville County, this plan studied a 13-mile stretch of the Reedy River to create an overarching vision for the river corridor and a long-term plan for future redevelopment and recreational activities around the river. The plan establishes recommendations for an integrated set of trails and pathways along the river, and discusses different land uses in relation to stormwater management strategies and water quality. The Reedy River Master Plan also identifies key redevelopment sites, many of which are located within the West Side project area, including:

- A mixed-use rehabilitation of the mills in the Textile Crescent
- Utilizing the Amtrak Station as a centerpiece for redevelopment along West Washington Street
- An expanded Mayberry Park to serve as a regional riverfront amenity
- Several downtown mixed-use sites along the Reedy River

2.5: Conclusions

A great deal of planning has been completed in the West Side over the past decade. This planning has included tremendous community involvement, and provided recommendations on land planning issues, neighborhood revitalization, streetscaping, transportation, parks and greenspace and housing. Some of the recommendations have been implemented and contributed to the success that is evident in the West Side today, such as new housing, improved trail system and amenities. Other recommendations remain to be implemented in the future, while others may simply no longer be appropriate due to changes in the market place.

As part for the West Side comprehensive planning process, each of these plans was reevaluated. Relevant elements were incorporated, either directly or in reference, into the West Side Comprehensive Plan.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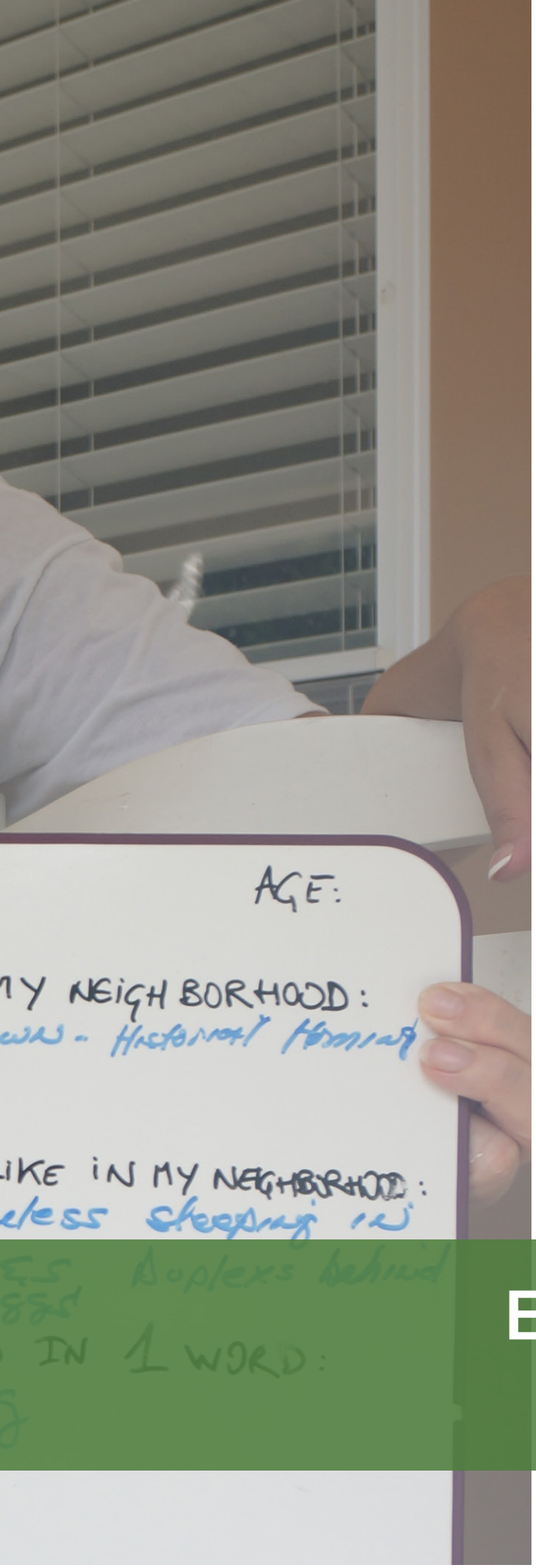
The West Side Connection
connections
Fall 2013
connections.greenvillesc.gov
West side plan kicks off
What is Connections for Sustainability?
Department of Housing and Urban Development and the U.S. Department of Transportation. Key project goals include:



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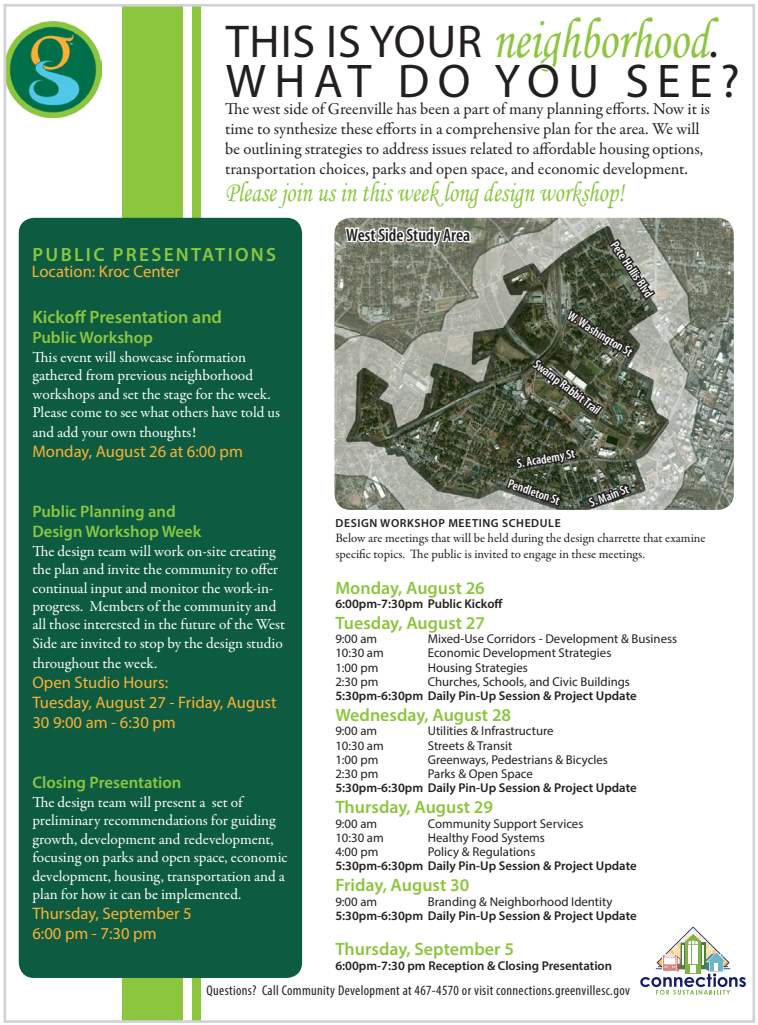
Engaging the Community 3



Design Workshop Flyers: hand delivered to businesses and churches in the West Side area

Postcards: mailed to residents in the project area

3.1: Outreach Plan

Engaging the community was a key component of the West Side Comprehensive Plan. It was critical that the planning process result in a community consensus on an achievable vision for the future of the West Side. It was also important that this be a community plan, with ownership for implementation by not only the civic entities and their nonprofit partners, but also the residents and businesses of the West side.

Due to a robust outreach approach and the efforts of many of the community partners, over 5,000 households and businesses were kept informed of the Connections for Sustainability Project and the West Side Comprehensive Plan. Over 375 people were directly engaged in the West Side Comprehensive Plan planning process and contributed to the plan's recommendations.

A multi-tiered approach was used to get the word out to the community. This included: mailings to local residents and businesses; postings on the Connections for Sustainability website and the City of Greenville's television channel; e-blasts; radio advertisements on 107.3 JAMZ and Chuck 97.7 FM; articles in local newspapers; fliers; direct phone calls; and working through local churches and neighborhood organizations.

An eight-page project newspaper, *The West Side Connection*, was created and distributed throughout the West Side community. The first edition of the paper included articles on: The Connections for Sustainability project and the work completed to date on other relevant plans; information on the upcoming West Side comprehensive planning process and schedule; an introduction to the planning team members; and information about other upcoming community events. A second edition of *The West Side Connection* was published and distributed after the community design workshop. Articles included updates on the planning process and some general recommendations that came out of the workshop.

The West Side Connection

connections FOR SUSTAINABILITY

Fall 2013
connections.greenvillesc.gov

city of greenville

West side plan kicks off

Community involvement during the west side planning process

What's next for the City of Greenville's west side?

As nearby districts undergo rapid change, west side residents, businesses, churches, and other community members are preparing to create a shared vision for the future of the area.

Starting in late August, a team of neighborhood leaders, consultants, and City staff will work with the public to create a comprehensive plan for the City's west side, which includes the West Greenville, Southernside, and West End neighborhoods as well as the Pendleton Street, Washington Street, and Pete Hollis Boulevard corridors.

Southernside neighborhood association president Mary Duckett expects the west side plan will "address needs like affordable housing, minority businesses, and grocery stores. We also need more lighting, sidewalks, and attention to storm drains."

"Other concerns," Duckett continued, "are that there are no recreational facilities in Southernside and no youth programming for kids, and that's a problem. We also have a growing senior population that needs attention. The bridge that divides the two neighborhoods also needs to be replaced and is a major concern of mine."

According to Wayne Leftwich, Community Planner for the City of Greenville, public participation is essential to the planning process. "Individuals in the west side community are the experts here. It's our job to tap into this local knowledge and make sure the plan is realistic, implementable, and balances current needs with future growth."

From August 26 to August 30, a consultant team led by the Lawrence Group of Greenville will host a weeklong design workshop at the Salvation Army Kroc Center. A kickoff presentation will be held the evening of August 26, and throughout the rest of the week, the consultants will facilitate an evening pin-up session and project update in which public input will be welcomed. The public is also invited to join discussions on various topics throughout the day as presented in the design workshop schedule on Page 3.

On the evening of September 5, the consultants will present their work-to-date at the Kroc Center. Afterwards, the consultants will work with a project steering committee and the public to refine and finalize the plan. The project is expected to take five months to complete.

See the west side project area map on page 8.

What is Connections for Sustainability?

Connections for Sustainability is a cooperative planning effort funded by a $1.8 million planning grant from the U.S. Department of Housing and Urban Development and the U.S. Department of Transportation. Key project goals include:

- Safe and affordable housing options for all ages, incomes and lifestyles;
- Reliable transportation choices to connect people to places to work, play, live, and shop;
- Access to parks, trails and open space to promote healthy living;
- Opportunities for economic development to support local businesses and jobs.

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Bring your ideas to design workshop

Mark your calendars for the week of August 26-30 to attend a design workshop hosted by the City of Greenville and a consultant team led by the Lawrence Group of Greenville.

A public kickoff meeting for the workshop will be on Monday, August 26 at 6 pm at the Salvation Army Kroc Center.

The workshop, also called a charrette, will provide an opportunity for community members to create the west side plan. Residents and those interested in the west side are invited to come out and work with the design team to provide input and ideas for the plan. This cooperative effort ensures that the final plan will accurately reflect the vision of the whole community.

Each day of the workshop will feature 1½ hour sessions on various topics, and the ideas that come out of these work sessions will be incorporated into the west side plan through the daily design process. The designs will be presented to the public in the pin-up sessions held at the end of each day.

CONTINUED, PAGE 4

The West Side Connection: 5,000 copies of the project newspaper were printed. More than 2,500 of these were mailed to businesses and residences within the West Side, and others were hand-delivered to local churches and community organizations.

3.2: Community Input

3.2.1: Neighborhood Workshops

As a precursor to the West Side Comprehensive Plan project, the City of Greenville's Community Development Division staff worked with local community leaders to explore potential key ideas and case studies relevant to addressing challenges within the West Side. The West Side Focus Teams included: Economic Development; Housing; Parks, Trails, and Open space; and Transportation. Concepts developed through these focus groups were presented to the design team and served as context for initial analysis of the project area and provided key ideas to explore with the community.

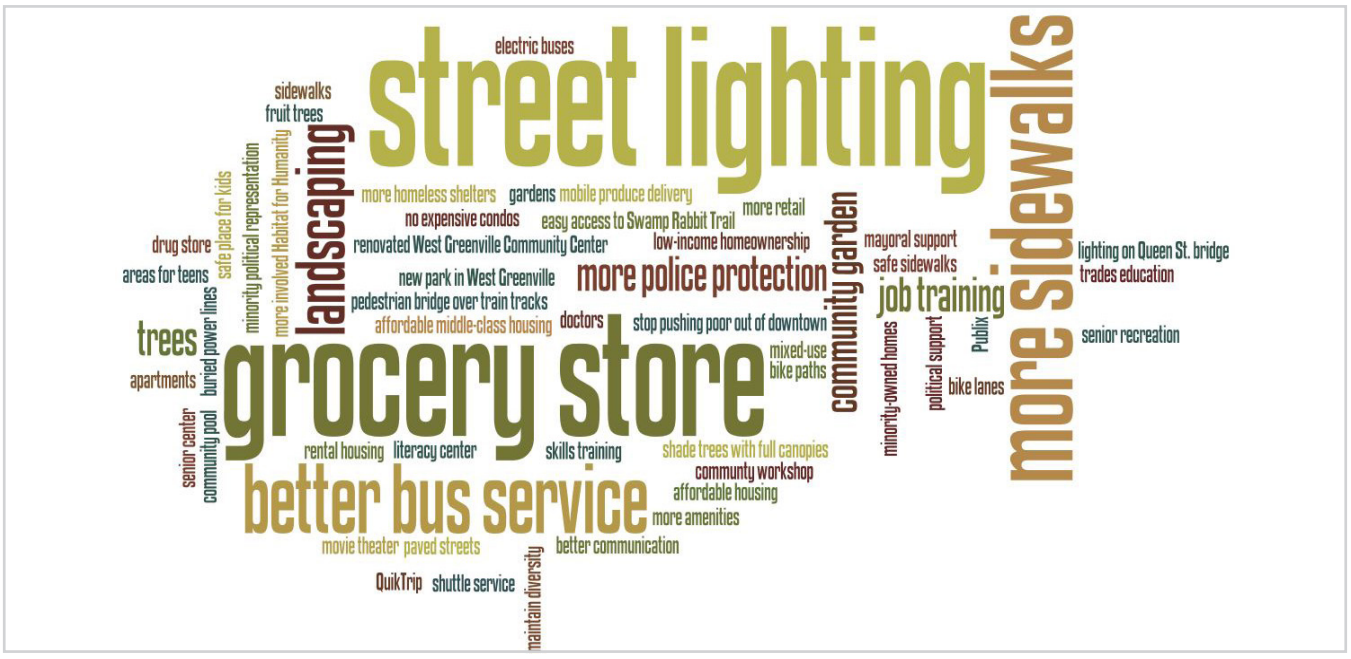
A Project Steering Committee, including members from the Focus Teams as well as other community representatives, served as a resource for the design team throughout the project. The committee provided community input, assisted in solving some of the more detailed planning issues, and provided feedback to the design team prior to presentations to the general public.

The design team held individual and group interviews with key stakeholders, community leaders, City staff, representatives from service organizations and local, regional and state agencies. The intent of these interviews was to gain additional background on the project, as well as understand issues and opportunities as identified by key stakeholders.

Due to the large geographic area and diverse conditions of the West Side, multiple workshops were strategically sited at locations within the project area to maximize participation from residents.

Two drop-in workshops were held in the middle of August 2013: A Thursday evening workshop at the Rescue Mission at the corner of West Washington Street and South Hudson Street; and a Saturday morning workshop at the West Greenville Community Center. Participants provided input on where they live and work, previous plans, issues that can be addressed in their neighborhood immediately, and their vision for the neighborhood.

Over 40 community members joined the project team on a Saturday morning for biking and walking tours of the project area. The design team members facilitated conversations with participants along routes, including discussions of existing facilities and development opportunities. Additionally, participants on the walking tours completed a pedestrian audit of the area.



I want _____ in my neighborhood: Total responses from participants of workshops.

Thursday Workshop: Stations were set up to gather feedback on previous plans, key opportunities and threats, and the vision for the West Side.

I don't want _____ in my neighborhood: Total responses from participants of workshops.

Community Participation: Participants gather around a table to look at maps, discuss and mark areas needed for improvement, as well as areas where they would like to see new things develop, such as grocery stores, community gardens, and new infill housing

Word Bubble Station: Residents look over others' comments and add their own

In 20 years, I want my neighborhood to be like _____: Total responses from participants of workshops.

BICYCLE ROUTE

Envision possibilities in your neighborhood

West Side Neighborhood Walking + Biking Tours

Where?
Meet at the Kroc Center

When?
Saturday, Aug. 24th
8:30 am-10:30 am

Who?
Anyone who cares about their neighborhood - all residents of the West Side encouraged to attend.

If you would like to bike,
B.Y.O.B. + H.
Bring **Y**our **O**wn **B**ike + **H**elmet
or
Borrow one of ours!

Breakfast will be provided!

Getting the Word Out: Over 40 people responded to the invitation to attend the walking and biking tours.

Pendleton Street: The group discusses new possibilities for storefronts

Observations: The group talks about observations and what they would like to see in the neighborhood

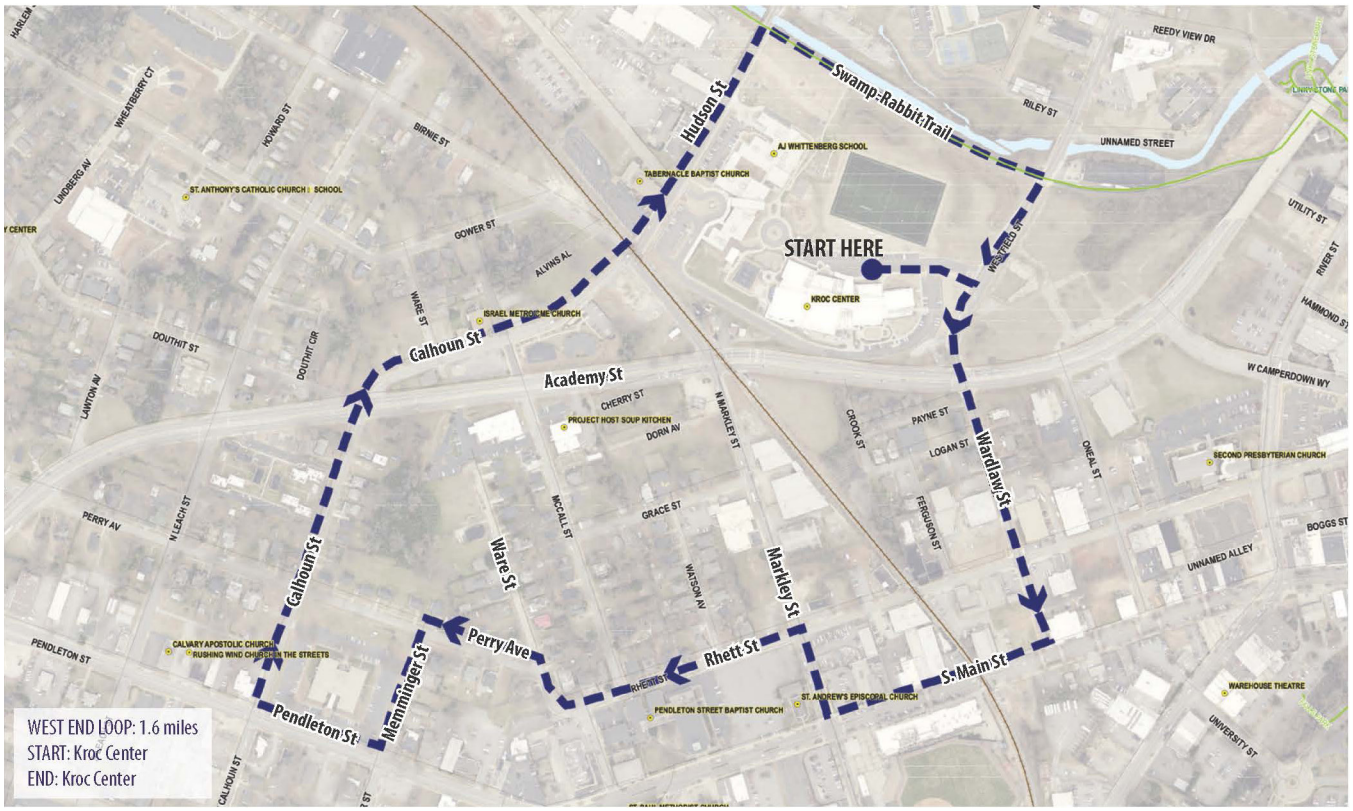
WALKING ROUTE 2 - WEST GREENVILLE LOOP

West Greenville Walking Tour Map

Debriefing: The cyclists stop to discuss their experience along the previous route

Debriefing: The walkers reflect on the streets they have seen on the tour

WALKING ROUTE 3 - WEST END LOOP



West End Walking Tour Map

3.2.2: Weeklong Design Workshop

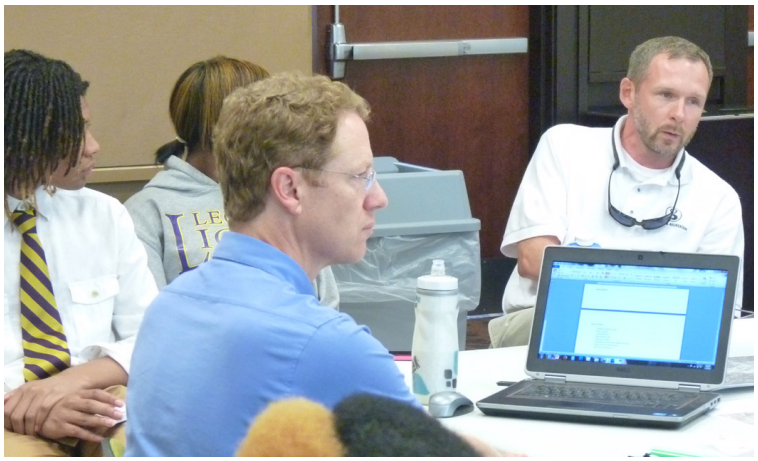
On Monday, August 26, 2013, the design team set up a temporary studio in The Kroc Center and facilitated a public kickoff for a week-long design workshop. The kickoff included a brief presentation of the project and small group discussions of key issues and opportunities.

The Kroc Center served as the design team's "home base" for the week, with an open invitation for the community to offer continual input and monitor the work in progress. The temporary studio, complete with design tables, maps, pin-up boards and computer work stations, provided an open space in which both formal and informal meetings occurred, as well as room for designers to craft the plan's details in response to the public's input.

Throughout the week, Tuesday, August 27th - Friday, August 30th, the design team facilitated a number of stakeholder interest group meetings. Topics included:

- Mixed-Use Corridors/Development & Business
- Economic Development Strategies
- Housing Strategies
- Churches, Schools & Civic Buildings
- Utilities & Infrastructure
- Streets & Transit
- Greenways, Pedestrians & Bicycles
- Parks & Open Space
- Community Support Services
- Healthy Food Systems
- Policy & Regulations
- Branding & Neighborhood Identity

At the end of each day, the design team presented an informal pinup for the public to review and critique the day's progress.



Stakeholder meetings were held to gather viewpoints

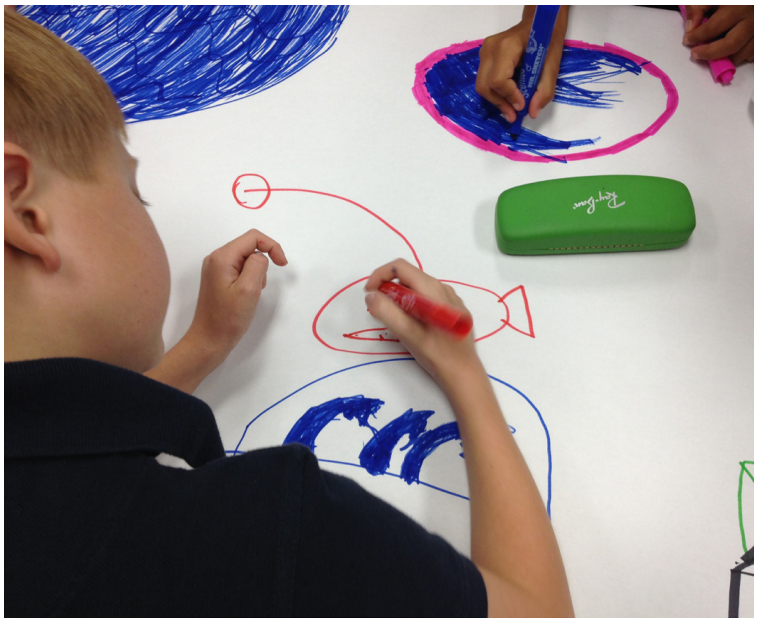
Students listen to discussions

Residents gather around drawings to talk about the ideas

I'm really good at _____: West Side residents share talents they could offer to strengthen their neighborhood

Top and Above: Views from one of the evening public presentations. Each evening these meetings focused on sharing the day's work with the public and getting feedback about what was done.

Views from the Community Support Services stakeholder meeting



On Thursday, September 5, 2013, the design team made a closing presentation to a standing-room-only crowd, highlighting the previous week's results and the plan's preliminary recommendations.

Engaging the Next Generation

Recognizing that the revitalization of the West Side will span multiple generations, the project made special effort to engage the youth from the community in the planning process. In collaboration with the *Connections for Sustainability Project's* Livability Educator's programming and in partnership with local schools, a variety of opportunities were provided to encourage input from the youth of all ages.

Student activities: Students were asked to draw something they would like to have in their neighborhood.

Teen Pizza Party

As part of the design workshop kickoff meeting, a group of about 20 teenagers participated in their own planning exercise as part of a pizza party. The planning process began with an ice breaker where the teens shouted out responses to questions such as "What do you value about your neighborhood?" "What do you wish was in your neighborhood?" and "What do you think is unsafe about your neighborhood?" This brainstorming activity encouraged them to think about the various elements of planning. Then they created 3D models of their ideal neighborhood using recycled materials. The activity reused abstract materials from the Livability Curriculum component of *Connections for Sustainability*; and the youth were able to plan individualized streetscapes, urban areas, or neighborhoods.

Conversations indicated that the youth in the West Side of Greenville felt they lacked places to hang out. They also desired more transportation options to access places they value, such as the Kroc Center, YMCA, Swamp Rabbit Trail, Cleveland Park, Fluor Field, Wal-Mart, Haywood Mall, and gas stations. They also showed concern for the appearance of their neighborhoods, speed of traffic along Pendleton Street, and unsafe and criminal activity in the area.

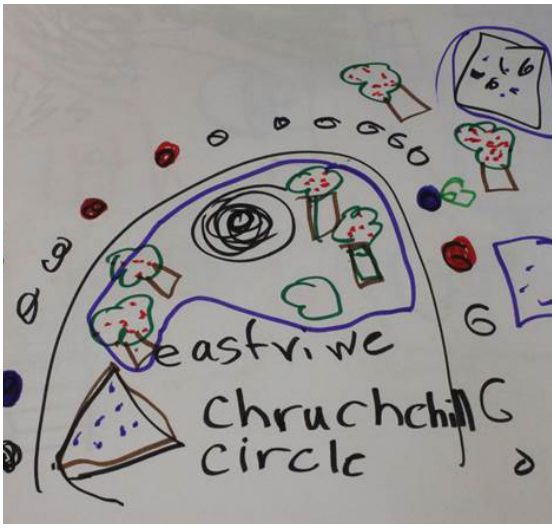
Youth Workshops

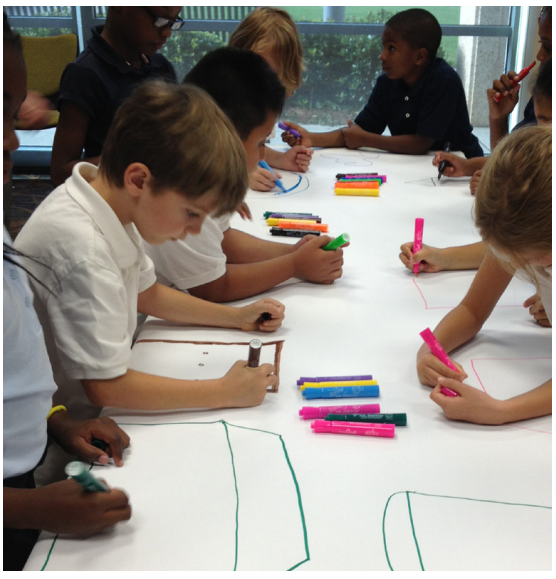
On Wednesday morning of the design workshop week, four classes of second graders from A.J. Whittenberg Elementary School, for a total of over 80 students, visited the design studio for 30 minute interactive workshops. The students watched the design team at work, received a brief explanation of the planning process, and participated in their own planning activity where they drew what they wanted to see in their neighborhoods.

Teen Activities: Teens were asked to think about various elements of planning, then illustrate them in their own drawings/models.

Parks and Open Space Youth Focus Group

Nearly 20 students from Legacy Charter Middle and High Schools visited the design studio on Wednesday afternoon. The students brainstormed about what they would like to see in parks. Then they joined community leaders in a facilitated roundtable discussion. The students indicated the need for areas to hang out, places for performing art (such as graffiti walls) and music. They also were concerned about safety in parks.





Youth Tours: Groups of second graders came in to learn more about planning and draw their own visions

College Students

Students from Clemson University's Master of City Regional Planning and Master of Real Estate Development programs participated in a Policy and Regulation roundtable discussion.

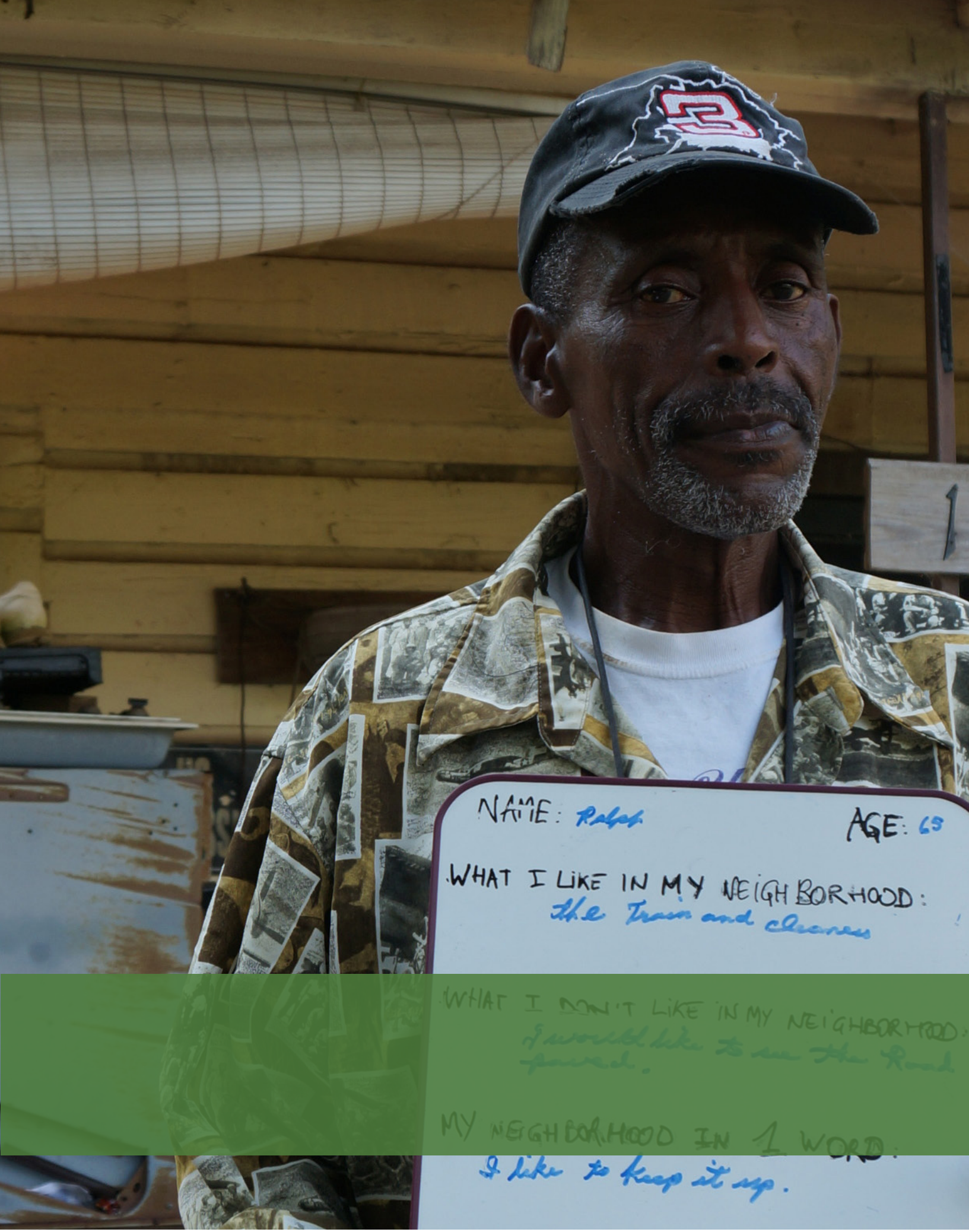
3.3: Additional Input

Over the next couple of months, a draft comprehensive plan for the West Side was developed based on a compilation of the previous plans discussed in Chapter 2, a study of the area, and, most importantly, input provided from the community. Draft recommendations were continuously vetted through the community engagement process through a variety of venues. These included: An exhibit at a neighborhood fair on Saturday, November 2, 2013; presentations to the West End, West Greenville and Southernside neighborhood associations at their November meetings; and a public drop-in at The Kroc Center on December 3, 2013.

Chapters 4 through 10 of this plan lay out the recommendations for improving the future of the West Side. This plan reflects the community's vision for the West Side. In order to be successful, it will need the continued involvement of the community in its implementation.

Roundtable discussion: College students participate in a discussion about local policies and regulations

To make a difference in my neighborhood, I can _____: Residents share ideas on how they can be part of the future plan


NAME: Rafael
AGE: 63
WHAT I LIKE IN MY NEIGHBORHOOD:
the Train and cleaness
WHAT I DON'T LIKE IN MY NEIGHBORHOOD:
I would like to see the Road
MY NEIGHBORHOOD IN 1 WORD:
I like to keep it up.

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4.2: Organize 60

4.2.1: Form a West Side collaborative led by a community-based organization 61

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4.3: Address Pressures of Gentrification 63

Organizing to Empower the Community

4

4.1: Overview

During the planning process, residents and local organizations indicated a desire to be involved in the City of Greenville's efforts to revitalize the West Side neighborhoods, rather than simply watch passively as City officials pursue plans. This chapter outlines grassroots efforts intended to empower residents and community groups in implementing the vision developed in this plan (§4.2). Additionally, this chapter discusses the potential pressures associated with the threat of gentrification, particularly the potential displacement of existing residents and businesses, and policies and programs within this plan that will seek to address these issues (§4.3).

4.2: Organize

One key to the success of this plan will be taking a new approach to community involvement. There is an ingrained culture of distrust among many residents, sewn by a history of disinvestment and urban renewal projects that fragmented neighborhoods, including the construction of Pete Hollis Boulevard and South Academy Street within the West Side. These are residents who will not respond to fliers and mailings because they do not view the advertised events are intended for them.

While some residents may never be reached, many could be engaged by changing the mode of interaction. Agencies working in the community should organize resident advocates to deliver the message face-to-face, rather than relying on passive announcements.

This section proposes a grassroots organization to lead implementation of this plan, as well as a community-based implementation strategy to start making changes, on the ground, as soon as possible.

Neighborhood Workshop: Residents and team members discuss issues they would like to see addressed

4.2.1: Form a West Side collaborative led by a community-based organization

Responsible Agent(s): Community Organizations, Service Providers

Action Type: Programs & Policy

Funding Level: $

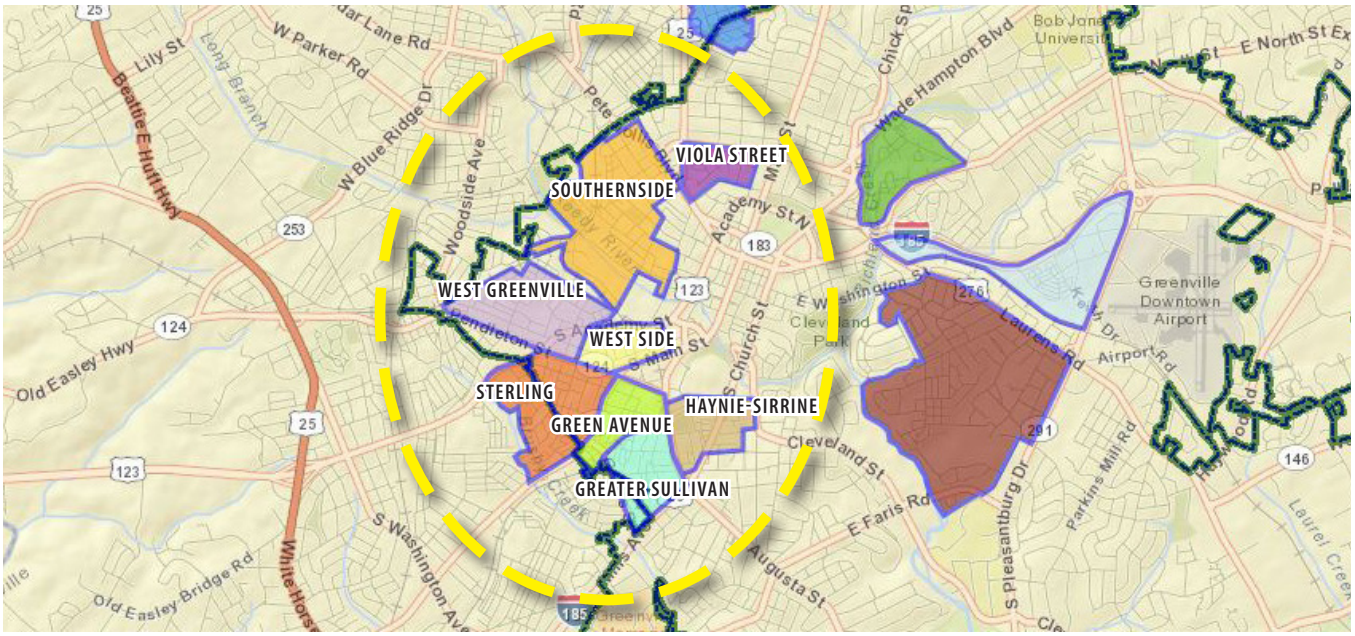
Time Frame: Year 1-5 for Implementation; On-going after startup

While the three West Side neighborhoods have different histories and aesthetic characteristics, all face the same challenges as development pressures threaten displacement of residents and businesses and a change in community culture. Banding together to enact programs and policies through a nonprofit organization will strengthen the ability of all three neighborhoods to retain and expand affordable housing. Additionally, a strong community organization that includes and engages existing residents, and pools the resources of a collaborative group of providers, can serve in a variety of roles to build cohesiveness and empowerment within the area. This collaboration could be spearheaded by either an existing organization or a newly formed incorporated non-profit entity.

The role of such a West Side collaborative would be to engage existing organizations and provide a framework for coordination around specific issues. The lead organization of this collaborative would serve not to create new programs, but to act as a coordinating entity. There are already many organizations at work throughout the West Side, including faith-based groups, social service organizations, community housing development organizations, and food providers. This collaborative would build the capacity and increase the impact of these groups by creating synergy between them.

In addition to preventing involuntary resident displacement and improving access to existing services, the lead organization could help bridge socio-economic groups through shared interests, coordinate community programs and events to build trust between neighbors, access local talent, and, ultimately, empower residents to improve their neighborhood.

There may be some benefit as well to including the other nearby Special Emphasis Neighborhoods that face similar issues, such as Viola Street, Sterling, Green Avenue, Greater Sullivan, and Haynie-Sirrine, as well as adjacent neighborhoods outside of the incorporated City of Greenville limits.



Source: City of Greenville, www.greenvillesc.gov/CommDev/NeighborhoodMaps.aspx

City of Greenville Special Emphasis Neighborhoods: The dashed circle highlights the West Side neighborhoods—Southernside, West Greenville, and West End—and other Special Emphasis Neighborhoods nearby that offer opportunities for future collaboration.

4.2.2: Encourage small neighborhood-based projects

Responsible Agent(s): Neighborhood Associations, Residents, Local Business Owners

Action Type: Programs & Policy

Funding Level: $

Time Frame: On-going

As the recommended West Side collaborative begins to build capacity, it should work with the City of Greenville to identify small projects that neighborhoods can undertake to improve public spaces, such as those targeted by the City's Grant Assistance Partnership (GAP) program (see Resources section at the end of this chapter). Neighborhood sponsored park clean-ups, beautification and planting projects, and park patrols could serve the West Side collaborative's mission to engage citizens and create a stronger sense of community and ownership. (For more details about coordinating community food-growing efforts, see §6.3.)

Resident groups could use the GAP program for "tactical urbanism" projects. These are initiatives by community members to make positive changes in their neighborhood through informal actions, such as planting on vacant lots, improving transit stations, and creating small temporary public spaces.[1] (See §8.3.4 for a related pocket park program.)

Local projects also could tap into the resources of local volunteer organizations such as Hands on Greenville, Boy Scout and Girl Scout troops, local high schools and area colleges and universities. Partnering with these groups to initiate clean-up days or assist in other efforts that require volunteer labor will help to extend the impact of the collaborative's initiatives.

1 For more information about tactical urbanism, see "Tactical Urbanism 2" by Street Plans Collaborative: http://issuu.com/streetplanscollaborative/docs/tactical_urbanism_vol_2_final ; and the Better Block: http://betterblock.org/

Tactical Urbanism Demonstration Project - PARK(ing) Day: Every September, people in cities around the world convert on-street parking spaces into parks for people for one day. This type of temporary demonstration can inspire long-term changes as well. This image is a park created on North Davidson Street for PARK(ing) Day in Charlotte, North Carolina. See http://parkingday.org/ for more details.

4.3: Address Pressures of Gentrification

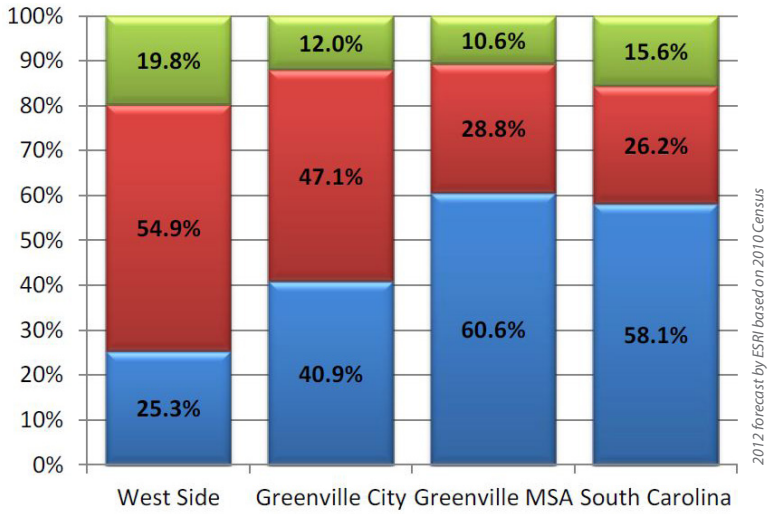
Gentrification is the displacement of lower-income households that occurs when higher-income households begin to move into a neighborhood and restore housing and commercial structures. Generally, investment that revitalizes a community—making it safer, improving public spaces and infrastructure, attracting new businesses—is a positive force. However, when investment raises property values and rents to a point where lower-income families can no longer afford to live in the neighborhood, and enjoy the benefits of revitalization, it is an inequitable force.

Vulnerability to Gentrification

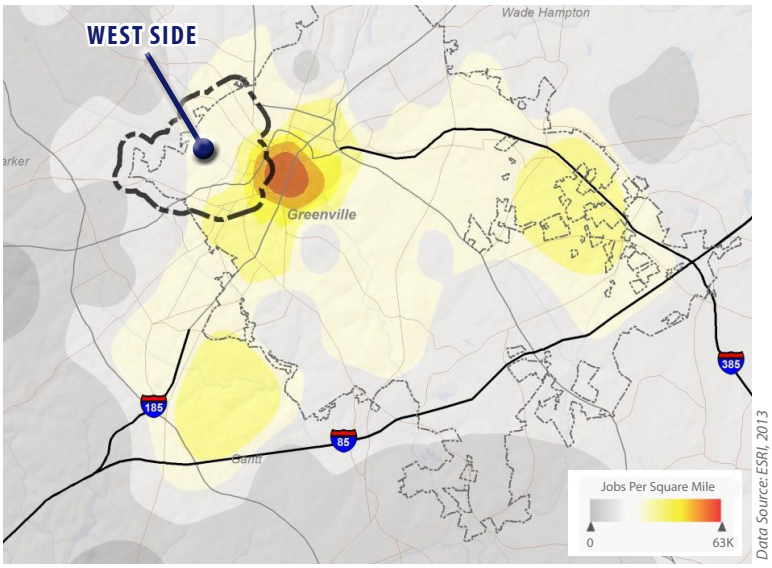
Studies show generally four attributes that make a neighborhood vulnerable to gentrification: A high proportion of renters; easy access to job centers; low values for a housing stock with architectural merit; and increased traffic congestion.[2] The West Side exhibits the first three of these four attributes.

- Over 54 percent of households in the West Side are renters, a high proportion relative to the City of Greenville, the Greenville Metropolitan Statistical Area, and the state.
- The single highest concentration of jobs in the region is located in Greenville's downtown, in very close proximity to many areas within the West Side. The proposed bus rapid transit (§7.5.3) would further increase the connectivity between the West Side and downtown jobs.
- The median housing value in the West Side is $81,400. This is significantly lower than the median housing value of $147,600 in the City of Greenville as a whole (data from ESRI, 2013). Additionally, many of the homes were built in the early- to mid-twentieth

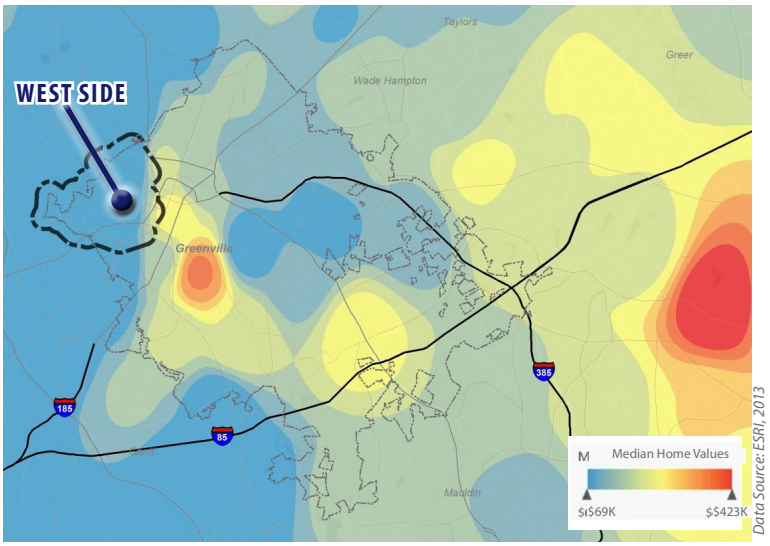
2 Kennedy & Leonard. (April 2001). Dealing with Neighborhood Change: A Primer on Gentrification and Policy Choices." Brookings Institution & PolicyLink. http://www.brookings.edu/research/reports/2001/04/metropolitanpolicy



Housing Occupancy Rates, 2012



Job Density in the Greenville Region



Median Housing Value in the Greenville Region

Equitable Development Toolkit

According to PolicyLink, a leading organization in equitable development strategies and creator of the Equitable Development Toolkit, "Equitable development is an approach to creating healthy, vibrant, communities of opportunity. Equitable outcomes come about when smart, intentional strategies are put in place to ensure that low-income communities participate in and benefit from decisions that shape their neighborhoods and regions."

27 Equitable Development tools:

- Access to Healthy Foods
- Affordable Housing Development 101
- Brownfields
- Community Strategies to Prevent Asthma
- CDCs with Resident Shareholders
- Code Enforcement
- Commercial Linkage Strategies
- Commercial Stabilization
- Resident-Owned CDFIs
- Community Land Trusts
- Community Mapping
- Community Reinvestment Act
- Cooperative Ownership Models
- Corner Stores
- Developer Exactions
- Employer-Assisted Housing
- Expiring Use: Retention of Subsidized Housing
- Farmers Market
- Foreclosed Properties
- Grocery Stores
- Housing Trust Funds
- Inclusionary Zoning
- Infill Incentives
- Just Cause Eviction Controls
- Limited Equity Housing Cooperatives
- Living Wage Provisions
- Local Hiring
- Minority Contracting
- Real Estate Transfer Taxes
- Rent Control
- Transit Oriented Development
- Urban Agriculture and Community Gardens
- Urban Greening

(Note: Many of these tools are employed throughout this plan)

Source: PolicyLink , Equitable Development Toolkit: http://www.policylink.org/site/c.lklXLbMNJrE/b.5136725/k.EE25/All_Tools.htm

century, and exhibit an architectural vernacular that is desirable in this region.

These attributes suggest that the West Side is poised to experience pressures of gentrification. In fact, new private interest is already evident in areas close to downtown, particularly in the West End and Southernside neighborhoods. Additionally, significant new amenities in the area, such as the existing The Salvation Army Ray & Joan Kroc Corps Community Center (Kroc Center), A.J. Whittenberg Elementary School, and Swamp Rabbit Trail, as well as the potential bus rapid transit system and city park, will continue to increase the attraction of the West Side.

Threats Related to Housing

New investment in the West Side neighborhoods–both public and private–will raise housing values in the area. The basis of housing values is complex; it is derived not only from the value of the structure, but also the value of surrounding properties, transportation access, and proximity to amenities. Increased housing costs will cause the following pressures within the neighborhood:

Existing homeowners will face higher property taxes, costs associated with fixing up older homes, and pressures by developers seeking to assemble properties for large redevelopment projects.

Residents–including young families and retirees looking to downsize–may no longer be able to afford to buy a home in their neighborhood.

Landlords may raise rents to cover increased property taxes and/or meet increased demand, leaving current renters unable to meet lease obligations.

Areas with the best pedestrian, bicycle, and transit access may become the least affordable to those who do not own cars and rely on other modes of transportation.

Threats Related to Employment

Resident incomes must increase at the same rate as the cost of living for long-time residents to remain in the West Side as it revitalizes. Without opportunities to earn a wage that is commensurate with price increases, residents must rely on subsidies or price controls to remain in place. This also means that the education that children receive must prepare them for jobs that pay a living wage in the neighborhood.

Threats Related to Food Access

The West Side is classified by the USDA as a food desert, meaning that there is low-availability of fresh, healthy food. With an influx of new residents, the area is more likely to attract a grocery store; however, if that grocery store targets higher-income residents, then existing residents may still lack access to healthy food.

Threats Related to Transportation Access

Without reliable transportation, West Side residents may continue to find access to employment, healthy groceries, services and amenities difficult. Limited coverage and frequency hinders the public transit system as a reliable resource for West Side residents who do not own cars. Additionally, the West Side's geography, and poor connections over and under the railroad tracks, isolate neighborhoods to the west of downtown, such as West Greenville, Newtown and Woodside. Without improved connections, these neighborhoods may remain isolated and not benefit from revitalization efforts.

Displacement Prevention

Private investment and increased property values are key elements of the economic growth and vitality of an area. Yet, providing opportunities for current residents to continue to live in the area is key to the revitalization of a neighborhood.

Therefore, this plan's recommendations encourage the continued participation of residents in the decision making and implementation process of the revitalization of the West Side. Additionally, many of the recommended policies and programs, particularly those addressing affordable housing, employment opportunities, access to healthy food, and transportation systems, seek to prevent the involuntary displacement of existing residents. These recommendations are integrated throughout the plan and summarized in the following Displacement Prevention Action Items (§4.2.1) to assist in prioritization of strategies.

Vulnerability to Gentrification: Affordable homes with architectural merit may attract new investors to the West Side, potentially displacing existing residents.

DISPLACEMENT PREVENTION ACTION ITEMS

THREATS RELATED TO EMPLOYMENT

RESPONSE: Provide job training and quality education

§ 5.2.1	Fund a West Side "career-ladder" case manager
§ 5.2.2	Expand pool of potential employers for job placement programs
§ 5.2.3	Expand access to West Side educational facilities

THREATS RELATED TO FOOD ACCESS

RESPONSE: Improve access to healthy food

§ 6.2.1	Attract a new neighborhood grocery store that provides healthy food options
§ 6.2.2	Expand mobile farmer's markets
§ 6.3.1	Develop an urban farm and education center

THREATS RELATED TO TRANSPORTATION ACCESS

Goal: Provide high-quality transportation options for all income-levels

§ 7.5.1	Increase local bus route coverage and frequency
§ 7.5.2	Introduce a West Side trolley route.

Goal: Improve access for neighborhoods on the northwest side of the rail tracks

§ 7.4.1	Improve Queen Street bridge
§ 7.4.2	Improve the West Washington Street underpass
§ 7.4.3	Improve the Lois Avenue/Woodside Avenue underpass
§ 7.4.5	Rebuild the Hampton Avenue bridge

THREATS RELATED TO HOUSING

RESPONSE: Protect Existing Homeowners

§ 9.3.1	Legislate a tax-cap for fixed-income homeowners
§ 9.3.2	Create a Home-selling Education Program

RESPONSE: Create more affordable homeownership opportunities

§ 9.4.1	Form a community land trust
§ 9.4.2	Recruit local job-providers to participate in employer-assisted housing program

RESPONSE: Protect renters

§ 9.5.1	Preserve affordable housing
§ 9.5.2	Expand a tenant rights education program

RESPONSE: Develop new mixed-income housing

§ 9.6.1	Develop a dedicated funding stream for local housing trust fund
§ 9.6.2	Support the homeless population through housing first programs

Preventing Displacement: This table summarizes action items found in the plan that seek to protect existing residents from pressures of gentrification. More information on each recommendation may be found in specific section listed.

Key Local Resources

CommunityWorks Carolina:

Provides small business development education and microloans to entrepreneurs. http://communityworkscarolina.org/

Greenville Dreams

Greenville Dreams works directly with neighborhood association leaders to help build upon the strengths and assets already present in their neighborhoods.

Working in partnership with United Way of Greenville County (UWGC), the City of Greenville (CG), and the Greenville County Redevelopment Authority (GCRA), Greenville Dreams consists of neighborhood leaders from Special Emphasis Neighborhoods (including all three West Side neighborhoods) collaborating to focus on facilitating positive community changes through resident-centered neighborhood development.

Mission Statement: Greenville Dreams is a coalition of neighborhood and community leaders organized to empower residents to improve their neighborhoods through leadership development while leveraging available resources.

Vision Statement: Our vision is that all Greenville residents live in a productive, vibrant, healthy and safe neighborhood.

Strategic Focus Areas: In order to carry out our Mission and realize our Vision, the Greenville Dreams focuses on the following Strategic Focus Areas:

- Organizational and Leadership Development
- Collaborative Relationships
- Resource Development
- Education and Awareness
- Youth Development and Engagement

Source: United Way of Greenville County http://www.unitedwaygc.org/greenville-dreams-home.php

Grant Assistance Partnership (GAP)

The GAP is a combined effort between the City of Greenville, the United Way of Greenville County, and the Greenville County Redevelopment Authority to empower residents through their neighborhood associations to enhance and improve their communities.

GAP is an annual competitive grant program that provides up to $2,500 to selected projects. All three West Side neighborhoods are eligible to apply for GAP funds through their respective neighborhood associations. GAP funds cannot be used to make improvements to private property.

Projects should address one or more of the following areas of community development:

- Organizational & Leadership Development
- Training/Education/Awareness
- Resident Involvement
- Beautification
- Communication
- Capital Improvements
- Crime Prevention
- Housing Development

Source: City of Greenville, Division of Community Development http://www.greenvillesc.gov/CommDev/FormsApplications.aspx

NAME: Doug
MY FAVORITES
PLACES I DO
My Hood
MY NEIGHBORH

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5.3.2: Implement a business retention and recruitment program for the West Side 77

5.3.3: Develop a tech incubator on West Washington Street 78

Homegrown Jobs 5

5.1: Overview

West Side's proximity to downtown, the location of some of the highest concentration of jobs in Greenville, is an excellent asset. Additionally, analysis of existing businesses indicates that the West Side exhibits some relatively strong economic indicators, suggesting that it is well located as a regional attraction for business operations.

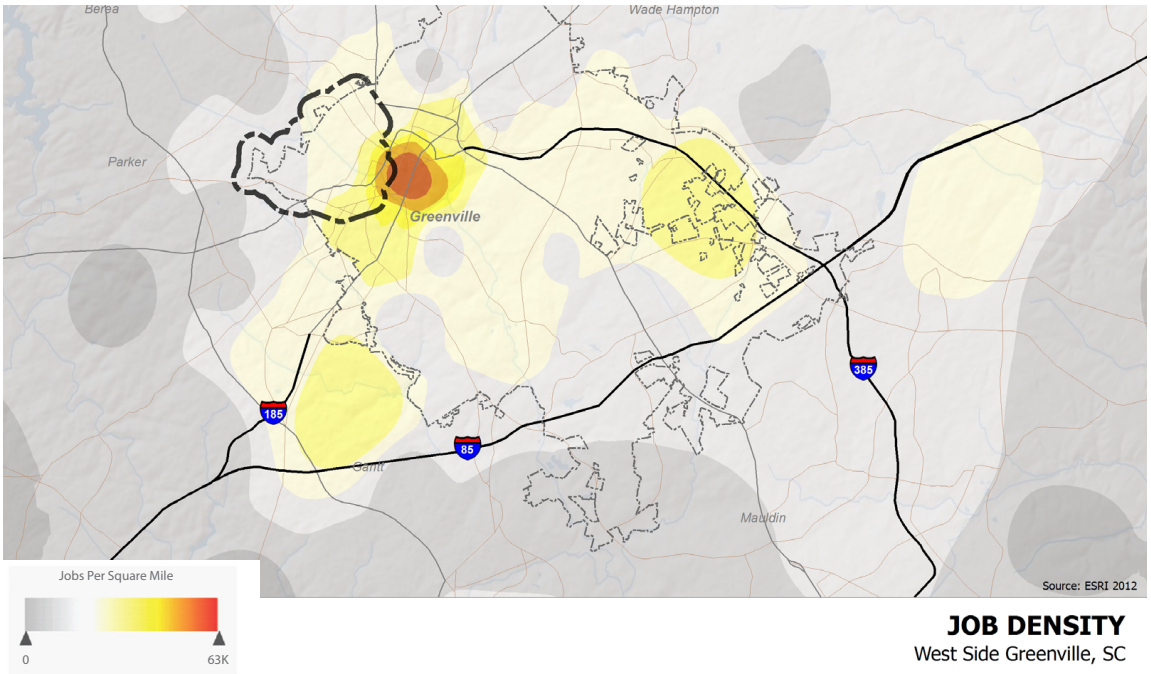
Yet, there remain many challenges to connecting West Side residents to quality jobs in downtown, as well as other areas of Greenville. These challenges include lack of sufficient or relevant education and training, few nearby businesses that fit residents' skill sets, limited transportation options to places offering a range of job opportunities, and barriers associated with poor work histories and personal backgrounds.

An important element in building a ladder of opportunity is supporting residents as they gain the skills that will enable them to support themselves, either with career-oriented employment or as independent business owners. The strategies in this chapter seek to connect West Side residents to the various career ladder levels by strengthening access to education and training opportunities, providing non-conventional career options, and supporting entrepreneurship and businesses in the area — in general, by increasing capacity of existing organizations to focus resources and programs on the West Side.

5.2: Work Readiness and Access to Training and Jobs

Greenville has many organizations providing a variety of job training and placement programs. One of the key challenges in connecting West Side residents to these programs is addressing work readiness.

During the planning process, service providers indicated that it is often difficult to find job training program candidates who possess basic employable criteria - a high school diploma or GED, reliable transportation, an understanding of basic job etiquette, a clean record and stable work history. Many other service organizations provide programs that can help individuals address these basic work readiness issues. Yet, access to these programs is often challenged by limited case management, a lack of community trust in



JOB DENSITY
West Side Greenville, SC

Density of Jobs Per Square Mile: The downtown area has the highest concentration of jobs while the areas west of Downtown Greenville have the some of the lowest. West Side's proximity to downtown businesses is an asset. (Note: The map is based on data at the census tract level).

these aid organizations, and limited physical access to locations where services are being provided.

The recommendations seek to utilize existing resources in a way that creates more opportunities for the West Side residents. Strategies include providing dedicated case management within the community, focusing on work readiness, expanding the pool of potential employers, and providing local access to programs.

5.2.1: Fund a West Side "career-ladder" case manager

Responsible Agent(s): Greenville Region Workforce Collaborative and Partners, West Side Collaborative Lead Organization

Action Type: Programs & Policy

Funding Level: $-$$

Time Frame: Year 1-5 ; On-going after startup

The plan recommends designating a West Side case manager to recruit, assess, and refer candidates to partner organizations, with a special emphasis on resources addressing work readiness, such as GED, life skills, personal finance, and legal assistance for expunging criminal records. This case manager may be affiliated with the West Side Collaborative (§4.2.1), Greenville Region Workforce Collaborative, or some other existing West Side partner organization.

This case manager should be locally based, perhaps at the West Greenville Community Center or at a public school, and seen by the community as a credible and accessible resource. Building relationships within the community will be critical. Moreover, case management should be provided on a continuing basis to assist residents in transitioning through various programs as they work up their personal ladders of opportunity.

Potential funding sponsors include the larger employers located in and near the West Side and members of the Greenville Region Workforce Collaborative.

Connecting Ex-Offenders to Jobs

Regardless of abilities or quality of work ethic, individuals with criminal backgrounds are often disqualified for conventional job paths at the job application stage. "Ban the Box" programs and similar state-level legislative actions that would ease restrictive hiring practices for ex-offenders have been considered in South Carolina, but have not yet passed. Helping residents who are eligible to apply to expunge their records and connecting them to employers who are willing to hire ex-offenders are interim options to improve access to jobs for such ex-offenders.

Sources:

The Sentencing Project. (September, 2012). Legislative Update: State Reforms Reducing Collateral Consequences for People with Criminal Records. http://www.sentencingproject.org/doc/State%20Collateral%20Consequences%20Legislative%20Roundup%20Sept%202012%20(1).pdf

SC Center for Fathers and Families. (August 2013). Your Guide to Expungement in South Carolina. http://www.scfathersandfamilies.com/public/files/docs/Full_Expungement_Guide.pdf

Greenville Region Workforce Collaborative (GRWC)

In 2011, the GRWC was founded to address the skills gap crisis facing Greenville County. Funded in part through the National Fund for Workforce Solutions, the GRWC brings together local non profits, faith-based initiatives, educators, and employers to find creative and effective solutions to the skills gap crisis[1]. GRWC works to not only train low-skilled, under or unemployed workers, and low income families, but to place them in sustainable careers with the help of case management workers and networks with local businesses.

The GRWC acknowledges that closing the skills gap in the Greenville region requires large-scale collaboration among partners, each of whom contribute a different yet vital function to the GRWC mission. For example, the Greenville Region Workforce Collaborative provides a working link between United Ministries, a local faith-based organization that assists the homeless and those in financial crisis through, among other things, GED training and literacy programs, and Goodwill Job Connection, a program created by Goodwill Industries that provides case management for those seeking job training and job placement. The GRWC, in turn, connects Goodwill Job Connection to the WorkKeys training program through a partnership with the Greenville County School system, Life Long Learning, and United Ministries.

[1]Source: Excerpt from The Greenville Region Workforce Collaborative White Paper, Greenville Region Workforce Collaborative

Source: www.gsabusiness.com

5.2.2: Expand pool of potential employers for job placement programs

Responsible Agent(s): Greenville Region Workforce Collaborative and Partner Organizations, Local Employers

Action Type: Programs & Policy

Funding Level: $

Time Frame: Year 1-5; On-going after startup

As residents complete various levels of training and education, it is critical to have a pool of potential employers with which to place those individuals. While a variety of organizations provide job placement assistance, the largest effort is coordinated through the Greenville Region Workforce Collaborative (GRWC), which focuses on both the employer's needs and the skill development of the potential employee.[1] GRWC has the infrastructure to serve as the key coordinator of the wide spectrum of job readiness and training programs within the area. Yet, due to funding restrictions, the current focus of GRWC is narrowly focused on the manufacturing sector, highly technical jobs with employers with fairly strict hiring practices.

Of the 18 major employment sectors in the Greenville County economy, only two were projected to experience job decreases between 2008 and 2018 - utilities and manufacturing.[2] This does not diminish the need for skilled manufacturing workers; yet, it does reinforce a need to assist the other sectors with preparing qualified employees.

Seek additional funding to expand reach: This could include identifying a pool of employers that both match resident skillsets and are accessible from the West Side.

1 United Way: http://www.unitedwaygc.org/greenville-regional-workforce-collaborat.php
2 SC Department of Employment and Workforce

Explore incentives and/or programs for businesses willing to serve as "work history incubators" for individuals with limited work history and criminal backgrounds: South Carolina Technical College System has developed the "Apprenticeship Carolina" program, which provides free apprenticeship consultants to employers and helps employers to develop and accredit their apprenticeship programs. Employers can receive state tax credits for providing such apprenticeships.[3] GRWC could coordinate with regional Apprenticeship Carolina representatives and work to recruit local employers to participate.

Additionally, several grassroots programs that incorporate on-the-job training already exist in the West Side. Project Host's CC Pearce Culinary School provides food service training while cooking meals for community-members.[4] Homes of Hope's Men's Development program provides construction-related training while participants help to build affordable homes.[5] Mill Village Farms provides urban farming education to youth while growing produce to sell at local mobile markets.[6] GRWC should explore ways to incorporate these and other similar model programs as creative ways to provide job opportunities in the West Side.

Case Study: PUSH Green

Started by PUSH Buffalo in Buffalo, New York, PUSH Green integrates the need to retrofit existing homes for energy savings with training and contracting that provides jobs to community members. To date, the program has performed more than 300 free energy audits, retrofitted more than 100 homes, and created 20 weatherization jobs. (Expert from *The Buffalo News*)

The Community Jobs Pipeline combines conventional workforce development activities - recruitment, referral, job development, job placement - with opportunities for community building and leadership development. Building a Community Jobs Pipeline requires transformation of the local consumer market for energy efficiency services. We need to create customer demand in order to create jobs for trainees, workers, and contractors.

PUSH Green provides opportunities for workforce volunteers to engage in customer outreach campaigns in neighborhoods across Erie County to educate residents about the benefits of energy efficiency improvements. Creating consumer demand for energy efficiency services is no guarantee that economic benefits will flow to area residents who are currently underemployed and working in the industry or to those from low income communities of color or with barriers to employment who are looking for job opportunities in the green economy. (Excerpt from PUSH Green's Website)

Program info: http://pushbuffalo.org/green-jobs-green-new-york1Push Green, Workforce http://www.pushgreenwny.org/workforce

Source: The Buffalo News (September 27, 2013) "PUSH Green retrofits more than 100 homes." http://www.buffalonews.com/city-region/erie-county/push-green-retrofits-more-than-100-homes-20130927

3 South Carolina Technical College System. "Apprenticeship Carolina." http://www.apprenticeshipcarolina.com/

4 Project HOST CC Pearce Culinary School http://www.projecthost.org/cc-pearce-culinary-school/

5 Homes of Hope, Men's Development http://www.homesofhope.org/mens-development)

6 Mill Village Farms, Growing Jobs http://www.millvillagefarms.org/growing-jobs/ For more information about the mobile market, see Sec 6.1.2

5.2.3: Expand access to West Side educational facilities

Responsible Agent(s): Greenville County School District, A.J. Whittenberg Elementary, Legacy Charter School

Action Type: Programs & Policy

Funding Level: $

Time Frame: On-going

Less than 10 years ago, most West Side students were bused outside of the neighborhood to attend school. Today, there are many schools within the community.

Greenville County School District has several new public schools A.J. Whittenberg Elementary School of Engineering, and the two Legacy Charter School campuses that include Elementary, Middle, and Early College High School programs. These schools are part of the open enrollment plan of the school district, meaning that students from the surrounding neighborhoods, as well as from all over the county, attend.

Additionally, there are several private elementary schools in the area. One of these schools, St. Anthony of Padua Catholic School, is located in the West Greenville neighborhood, within the West Side study area. While the school has a locally-based mission, many of the students come from outside the neighborhood as well.

While access to education for children in the West Side is much improved, there still remain some challenges. Comments from the community during the planning process indicate concerns about accessibility to the schools, particularly A.J. Whittenberg Elementary. And, while about half of the student body comes from the surrounding neighborhood, there have been questions as to whether West Side residents have had an equal opportunity to attend. [7]

School officials recently implemented a lottery system in place of the original first-come, first-serve policy for A.J. Whittenberg, which provides more equal opportunity for local students. Yet, it is still possible that

7 Barnett, R. (December 16, 2012). "Open enrollment raises questions of access." Greenville Online. http://www.greenvilleonline.com/article/20121216/NEWS09/312160016/

A.J. Whittenberg Elementary

Bottle Greenhouse built by A.J. Whittenberg students as part of the *Connections for Sustainability* project

many students who live in the surrounding neighborhood may not be able to attend the school. Legacy Elementary School is a strong alternative for local students. Yet, comments from residents suggest a limited understanding of this option.

Other initiatives, such as educational programming developed by the Livability Educator under the City of Greenville's *Connections for Sustainability* project, are utilizing the West Side schools to engage students and neighborhood residents in camps, after school programs, and community activities.

Key Recommendations

Continue to Increase Local Access to Schools: It is critical to the revitalization of the West Side that children within the neighborhoods have access to, and attend, local schools. It is recommended that the school district continue to improve on neighborhood accessibility to A.J. Whittenberg Elementary. This would include reevaluating the designated attendance area for the school, as well as considering reserved lottery spaces for students in the surrounding neighborhoods.

Additionally, it is recommended that Legacy School, as well as the private mission based schools in the area, such as St. Anthony of Padua Catholic School, consider additional marketing/outreach efforts to the West Side neighborhoods to increase awareness and enrollment within the community.

Utilize School and Community Facilities for Adult Education, Job Training Programs, and Community Activities: Expanding programming outside of daytime school hours would more fully utilize the new school facilities, as well as create stronger connections within the surrounding neighborhoods. It is recommended the school district continue to seek opportunities to offer school facilities during non-school times for local use, such as adult job training and skills development, local sports, arts programs, tutoring, recreational activities, community meetings and special events. Service agencies not currently located within the West Side could consider offering satellite programs in the school facilities, to make access more convenient to the community residents.

Source: Legacycharterschool.com

Front door: Legacy Charter Elementary School

5.3: Entrepreneur Support and Business Recruitment

Small businesses are the economic engines of local economies. Supporting entrepreneurs as they bring their ideas to the marketplace means more local jobs. The recommendations in this section focus on supporting small business through retention and recruitment, while supporting entrepreneurs in the West Side.

TTR Bikes: South Hudson Street

Lashbar Downtown: Pendleton Street in the Village

5.3.1: Connect small businesses to existing resources

Responsible Agent(s): City of Greenville (Economic Development), Chamber of Commerce, Other Small Business Support Organizations

Action Type: Programs & Policy

Funding Level: $

Time Frame: Year 1-5; On-going

There are many resources available to West Side residents and business owners interested in starting and/or growing small businesses, including assistance with developing business plans, securing financing, acquiring permits, bookkeeping, managing employees, marketing, and networking. Yet, it can be very challenging to identify and access these resources.

Implement a West Side "Entrepreneur Friendly" Initiative: The City of Greenville, through its Economic Development Division, should work with its business sector partners, such as the Chamber of Commerce, to develop a small business development strategy for the West Side similar to the one used in downtown. Next steps would include taking inventory of resources and local businesses, setting benchmarks, educating the community, and interviewing local entrepreneurs to determine support needs.

The "Entrepreneur Friendly" Initiative created by the Georgia Department of Economic Development (GDEcD) provides a good model for identifying key steps for local strategies. Currently, the South Carolina Appalachian Council of Governments (ACOG) is developing an online toolkit based on a similar tool used by GDEcD. The program will allow local communities to provide a customized resource for their local entrepreneurs. ACOG is working with the City of Pickens on a pilot program. Greenville could take advantage of this resource as soon as it becomes available.[8]

Create Local Access to Resources: Utilize local community centers and public schools to provide entrepreneur training and support programs per §5.2.3.

8 Toppe, J. (October 16, 2013) "Pickens selected as pilot community for project to aid entrepreneurs." Pickens Sentinel. http://pickenssentinel.com/

Support Area Business Associations: Two business organizations are located within the West Side – the West End Association and the West Greenville Business Association. The City's Economic Development Department provides a professional staff liaison to both. The City should continue to support these organizations and seek other opportunities to support the creation of similar groups in other parts of the West Side as appropriate.

5.3.2: Implement a business retention and recruitment program for the West Side

Responsible Agent(s): City of Greenville (Economic Development), Chamber of Commerce

Action Type: Programs & Policy

Funding Level: $

Time Frame: Year 1-5; On-going after startup

The City of Greenville is known for providing a business-friendly environment and has implemented successful retention, as well as recruitment, efforts in many areas, particularly in downtown. The West Side project area encompasses approximately 650 businesses and 6,700 employees.[9] While some of these businesses may be located within the western fringe of downtown, it indicates that there are many active businesses within the West Side.

Generally, it is estimated that over 80 percent of job and capital growth comes from existing businesses. An active retention, expansion and recruitment program in the West Side plays a key role in connecting residents to new local job opportunities.

In the West Side, the most likely growth opportunities will build on the area's key assets, such as:

- Proximity to downtown
- An excellent arterial road network
- Available land
- Existing and proposed transit system

9 Esri's Business Analyst Online database

Georgia's "Entrepreneur Friendly' ("EF") Initiative

The Georgia Department of Economic Development (GDEcD) provides a community-based program that helps local communities establish an entrepreneur support program, better understand their existing entrepreneur environment, and develop sustainable, effective local strategies within the community's overall economic development plan.

Key steps to becoming "Entrepreneur Friendly":

- Identify a local champion to lead the entrepreneur and small business development strategy.
- Increase community awareness of and support for strategies, needs and resources. Educate the community about the benefits of homegrown business development and fast-growth companies. Create a "How to Start a Business in Your City" booklet and/or web page.
- Create a system for gathering and reporting job growth, investment, and new businesses. Sponsor activities such as business plan contests, entrepreneur spotlights, youth entrepreneur recognition, finance seminars, and presentations to civic organizations.
- Enhance relationships with state and federal resource providers. Host workshops for Small Business Development Center (SBDC), local governments, chambers of commerce and other groups to present on how they support small businesses.
- Visit and interview local entrepreneurs. Review and compile results to determine appropriate strategies.
- Identify local entrepreneurs and unique local resources.

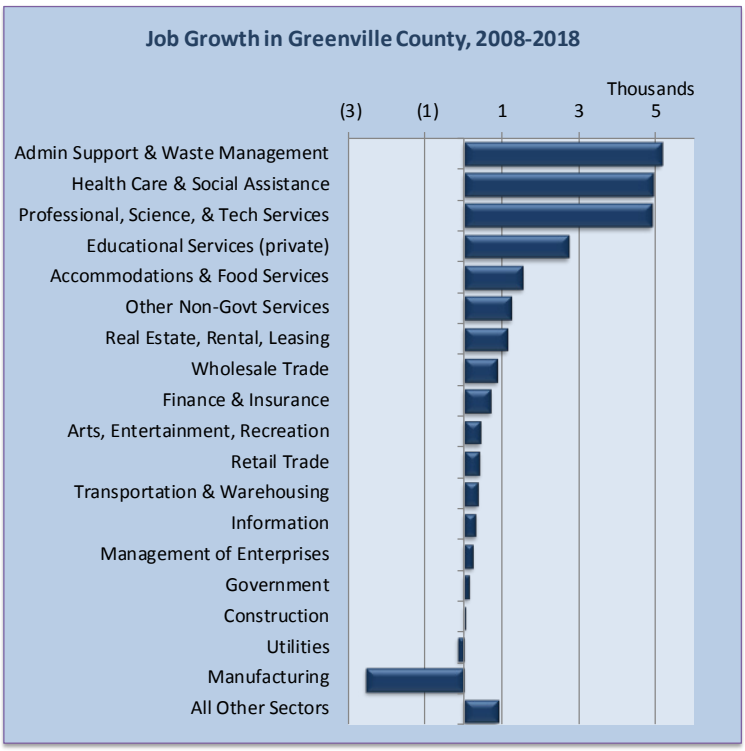
Source: http://www.georgia.org/business-resources/small-business-resources/small-business-development/Pages/EntrepreneurFriendlyInitiative.aspx

- Relatively low rents for commercial space
- Potential for attracting regional customers

The fastest growing sectors in the Greenville economy are in administrative support, healthcare, professional services, and education.

The City of Greenville, along with other business support organizations, such as the Chamber of Commerce, should identify active businesses within the West Side and schedule site visits to show appreciation and to gain feedback from business owners and ways to continue to support their positive growth. Follow-up on specific issues would be critical. Key businesses to target include large employers, significant revenue generators, minority-owned and long-term West Side businesses, and businesses identified as having high growth potential.

Additionally, the City and its partners should actively recruit businesses with a regionally-oriented customer base within the fastest growing sectors.



These areas include:

- Wholesale trade and warehousing
- "Back office" operations in healthcare, such diagnosis centers, and family clinics;
- Small start-up professional services (i.e. lawyers, architects), scientific, and technical services who seek inexpensive unique spaces near a downtown customer base;
- Educational services; and
- Niche retailers offering unique products or services.

Public-private partnerships should be explored to support growth and the attraction of businesses key to the success of the West Side economic growth.

Finally, no matter how well-suited a particular firm is to the local economy, it will resist relocating, or expanding, within a community it perceives as unsafe, unkept, difficult to access for employees, suppliers and customers, or generally "separated" from the broader commercial sector. Therefore, investment in civic infrastructure, services and amenities, as recommended in other chapters of this plan, will be key to creating an overall positive business climate for the West Side.

5.3.3: Develop a tech incubator on West Washington Street

Responsible Agent(s): City of Greenville (Economic Development), Chamber of Commerce, Private High-Tech Businesses

Action Type: Programs & Policy

Funding Level: $ for Program; $$ for Infrastructure

Time Frame: Year 6-10

Building on the success of the co-working space at Crescent Studios, located at Mulberry Street, a new tech incubator could be developed to anchor a high-tech and advanced manufacturing employment hub. This strategy also presents opportunities for high-tech education and job training programs to help fuel entrepreneurial enterprises.

Existing components and programs that would be explored as part of this tech hub include:

- Greenville Chamber of Commerce's NEXT program: The NEXT Innovation Center on University Ridge in the Haynie-Sirrine neighborhood could be a viable model in this location.[10]
- The Iron Yard: Already operating at a small scale in Crescent Studios at 1040 West Washington Street, this organization includes an accelerator program, computer programming classes, and co-working space to support entrepreneurs and free-lancers.[11]
- SC Technical College System's readySC program: Developing and attracting new advanced manufacturing employers can be paired with this program to work directly with new, relocating, and expanding employers to develop the workforce and management needs to fit their business.[12]

10 Greenville Chamber of Commerce (http://www.greenvillechamber.org/next.php; http://www.greenvillenext.com/
11 The Ironyard (http://theironyard.com/)
12 SC Technical College System (readysc - http://www.readysc.org/about.htm)

Source: theironyard.com

Crescent Studios: Offers a creative coworking space, including a gallery

Coder Dojo

CoderDojo is a not-for-profit organization founded in 2011 that has spread globally as membership-based "Dojos" across the globe. Its main focus is oriented around running free computer coding clubs and sessions for young people. Volunteers teach sessions on items such as coding, and developing websites, apps, programs, and games. Dojos also organize tours of technology companies and bring in guest speakers to talk about their careers in technology, and provide a forum to share work on coding projects.

CoderDojo Greenville is sponsored by The Iron Yard, a hi-tech accelerator/academy located in the NEXT Innovation Center on University Ridge, and offers free and fee-based programming and electronics classes for ages 8-18. In the West Side, CoderDojo meets at the West Greenville Community Center.

Sources: http://coderdojo.com/ and http://theironyard.com/education/

Source: www.coderdojo.com

Key Local Resources

City of Greenville Economic and Community Development Divisions

Provide a variety of small business resource referrals and job training support services. One program is a Comprehensive Jobs Training/Improvement and Placement program called Lifelong Advancement through Diligence, Determination and Employment Resources (LADDER), administered by Sunbelt Human Advancement Resources, Inc. (SHARE). LADDER addresses each individual participant's needs through utilization of a program network of over thirty local service providers and employers. http://www.greenvillesc.gov/

CommunityWorks Carolina:

Provides small business development education and microloans to entrepreneurs. http://communityworkscarolina.org/

Goodwill Jobs Connection

Goodwill is a public not-for-profit organization committed to helping people become independent through education and training leading to employment. http://www.goodwillsc.org/find-work

Greenville Chamber of Commerce's NEXT program:

Supporting entrepreneurs through funding and business incubators. http://www.greenvillechamber.org/next.php

Greenville Collaborative for Workforce Development (GCWD)

The Greenville Collaborative for Workforce Development (GCWD) is a community-based partnership that seeks to strengthen the financial stability of our region by investing in Greenville's low-income, underskilled workforce to address skill shortages in industries critical to South Carolina's economic health. http://www.unitedwaygc.org/workforce-development-partnership.php

Greenville Region Workforce Collaborative (GRWC)

The collaborative focuses on advanced manufacturing with workforce partnerships in the transportation, manufacutring and chemical sectors. GRWC supports foundational skills training for job seekers as they relate to manufacturing careers, and includes career pathway guidance, coaching and support and placement services. http://nfwsolutions.org/regional-collaboratives/greenville-region-workforce-collaborative

Homes of Hope, Men's Development

The Men's Development program is a voluntary one-year residential job training and mentoring program for men overcoming drug and alcohol addictions. Through biblical based discipleship, life skills training, and construction-related job training, men receive the ingredients necessary to start a new life. Our ultimate goal in this part of our ministry is to produce men who are able to succeed in any walk of life. http://www.homesofhope.org/mens-development

Project Host, CC Pearce Culinary School

Project Host's four programs are: a soup kitchen, the Feeding Hungry Children Project, the CC Pearce Culinary School and gardens. http://www.projecthost.org/cc-pearce-culinary-school/

South Carolina Women's Business Center

Supporting female entrepreneurs with education and a microloan program. http://scwbc.net/

United Ministries

The Adult Education Program is designed to assist people who lack a high school diploma to prepare for the GED exam. The mission of Employment Readiness is to remove barriers for individuals who are motivated to improve their employment status. The Employment Readiness program partners with multiple agencies and training providers to improve the financial stability of participants. http://www.united-ministries.org/

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NAME: John
AGE: 27
MY FAVORITES PLACES.
Baseball Stadium / Downtown
PLACES I DON'T LIKE
Surrounding neighborhoods
MY NEIGHBORHOOD IN 1 WORD:
Entertaining
MY DREAM FOR MY NEIGHBORHOOD
less trouble

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Growing a Healthy Community 6

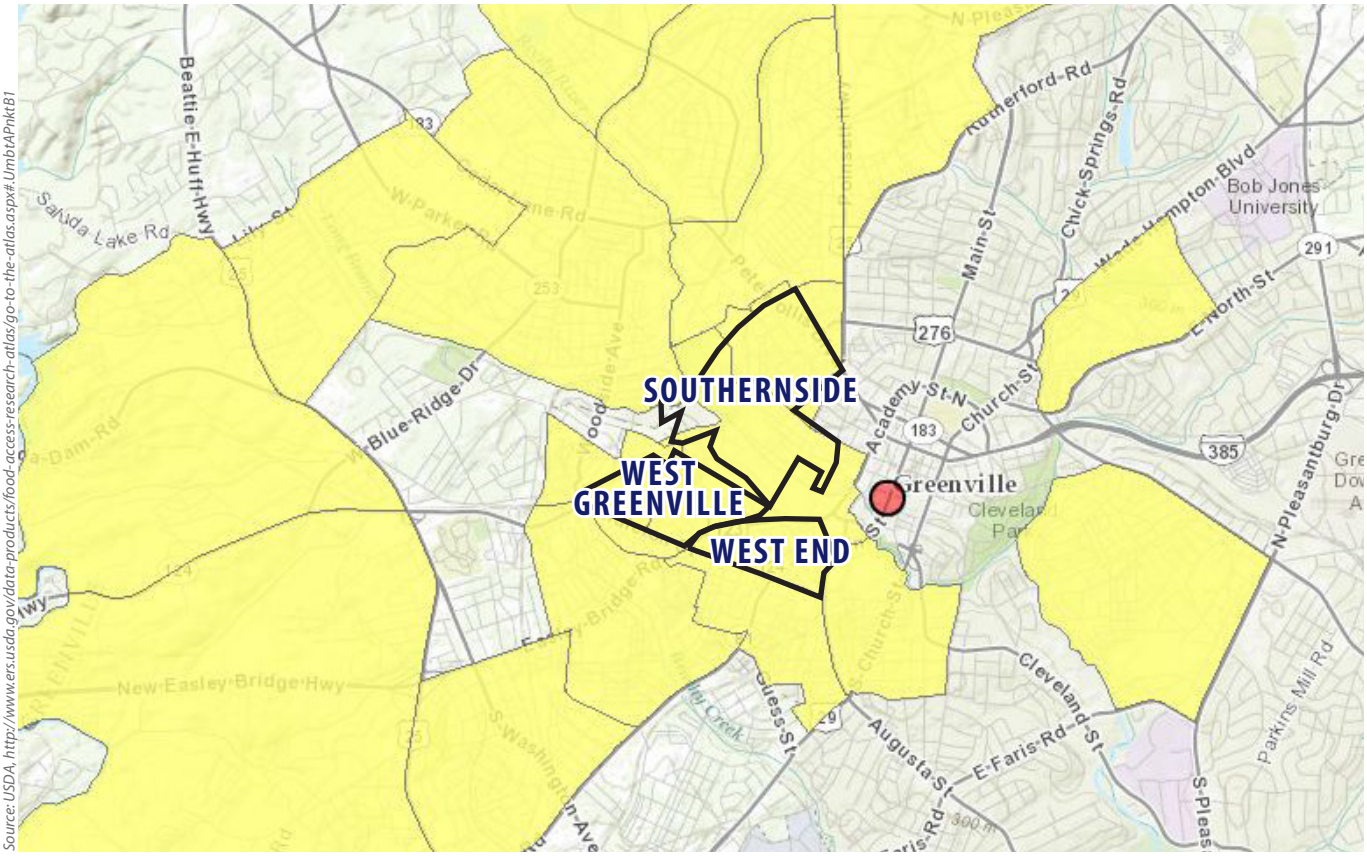
6.1: Overview

The West Side lacks access to healthy food—it has been designated a food desert according to USDA criteria. Yet, several organizations have initiated programs to try to meet this need. This chapter proposes strategies that build off these efforts to increase access to fresh, healthy ingredients, to improve residents' cooking skills, and to use food as a force to unite and empower the community. These recommendations also emphasize the need to teach nutritional eating habits to children as a way to instill healthy food values in the West Side.

The first set of strategies (§6.2) focus on attracting healthy food retailers to the West Side area through both conventional channels and mobile markets. This includes a step-by-step process for recruiting a grocery store, and a discussion of options for different grocer models. The plan also suggests building on the success of local mobile farmer's markets to provide fresh produce to residents.

The second set of strategies (§6.3) focuses on developing food growing and preparation skills. A key component is the development of an urban agriculture and education center (§6.3.1) to provide a mechanism for existing organizations already working to spread healthy food growing skills to collaborate for greater impact.

The third set of strategies (§6.3.2-§6.3.3) recommend programs to distribute fresh-grown ingredients and improve resident cooking skills, recognizing that even with access to healthy ingredients, people may need help in learning how to prepare healthy meals. Recommendations include ways to bring neighbors together around food, such as through healthy church suppers, backyard garden swaps, and cooking classes.



Source: USDA, http://www.ers.usda.gov/data-products/food-access-research-atlas/go-to-the-atlas.aspx#.UmbtAPnkt81

Food Deserts: This map uses the USDA's Food Access Research Atlas to show low-income census tracts where a significant number of residents also have low vehicle access and/or are located at least 20 miles from a supermarket.

6.2: Purchasing Healthy Food

The strategies in this section strive to bring healthy food retailers closer to West Side residents.

6.2.1: Attract a new neighborhood grocery store

Responsible Agent(s): City of Greenville (Economic/ Community Development), Private Developers, Community Organizations

Action Type: Programs & Policy

Funding Level: $$-$$$

Time Frame: Year 6-10

There is one grocery store within the West Side project area: the Kash & Karry on Pendleton Street near the West Greenville neighborhood. Discussions with local residents indicate that this store provides a limited inventory, and few healthy food options.

At the time of the planning process, two full service supermarkets were located just outside of the project area in downtown: Publix on McBee Avenue; and BI-LO off of North Main Street. Shortly after the public design workshop, the BI-LO store was closed. While the Publix remains open, the store is not easily accessible from many parts of the West Side without the use of a personal vehicle.

The Swamp Rabbit Café, located just north of the project area along Pete Hollis Boulevard and the Swamp Rabbit Trail, offers a small selection of organic and local produce. However, the cost of food and physical accessibility to the cafe is challenging for many West Side residents as well.

The West Side is typical of many underserved areas in that the demographics do not make the area attractive to full-service grocery retailers. Additionally, initial analysis of the existing West Side retail demand suggests the market is insufficient to support more grocery space in the area (§2.1.3). Any efforts to attract a higher-quality grocer will require a creative approach.

Non-Profit Supermarket Case Study: Fare & Square

Chester, Pennsylvania

In the fall of 2013, Philabundance, the largest food bank in the Philadelphia area, opened a full scale nonprofit supermarket to provide affordable healthy food to a neighborhood located within an urban food desert. Fare & Square is located in a 16,000 square-foot building that was purchased and renovated by Philabundance. The store is open seven days a week, 8 am – 8pm, focuses on nutritious produce, meats, dairy, seafood, and frozen foods at low prices, and accepts food stamps. Additionally, shoppers are encouraged to sign up for a free Carrot Club membership to earn rewards such as store credit, program incentives and special values. Carrot Club members who earn at or below 200% of the poverty line may receive a 7% credit towards future purchases.

The new store also serves as a new gateway to the community as well as created 40-50 new jobs. Funding for the project was provided by a variety of sources, including private foundation grants, community organizations, and state and local government agencies.

Source: http://www.philabundance.org/programs-2/chesterfoodaccess/

Source: http://philadelphia.cbslocal.com/

There are three different retail models that may be a good fit for the West Side:

1. Recruiting a for-profit grocery store;
2. Supporting the creation of a nonprofit grocery store; and
3. Developing a local food co-op.

In order to recruit a for-profit national or regional retailer, it will be critical to present a package that demonstrates the West Side's ability to profitably support a new grocer, and to identify a lead organization or community leaders to approach prospects. For the nonprofit models, community-based organizations such as foundations, local food banks, and churches will play key roles.

Regardless of which retail model is chosen, the first step in the process is to gain more information about the current supply and potential demand within the area. The following steps should be included in such analysis.

- Conduct a Supply Conditions Analysis to determine the quality of retail facilities providing grocery products within the West Side.
- Survey local residents and employees to determine shopping habits, familiarity and use of other grocery stores, factors in choosing a grocery store, modes of travel, demand for conveniences and services, and willingness to shop at a new grocery store. This survey should target residents, as well as people who commute to work in the West Side. This could be done in coordination with major employers in the area, such as the Bon Secours St. Francis Health System, the Greenville County School District, and existing industries.
- Perform a segmented market analysis of "food eaten at home," based upon data collected from the US Census Bureau's Consumer Expenditure Survey. This will define and quantify the actual spending for groceries based on the specific composition of the existing, or projected, population as it relates to a variety of factors. These factors include income, age of head of household, household size and composition, housing tenure, number of earners, and race.

Once the information is collected, the lead organization for the community may develop a recruitment package to present to grocery companies and/or local organizations for consideration. Additionally, the community should approach existing retailers, such as Spinx and Kash & Karry, to encourage and

Source: www.examiner.com

address partnership opportunities to support the inclusion of healthy food provisions in their inventories.

6.2.2: Expand mobile farmer's markets

Responsible Agent(s): Mill Village Farms, Loaves & Fishes, Other Healthy Food Organizations, Local Farmers, Neighborhood Associations

Action Type: Programs & Policy

Funding Level: $

Time Frame: Year 1-5

The recent success of the Good to Go mobile market in West Greenville and other neighborhoods illustrates the market demand for healthy groceries. The current program utilizes the bounty of Mill Village Farms' urban agriculture and the distribution vehicles of Loaves & Fishes (a local mobile food rescue organization) to bring fresh produce to residents. The recommendation is to expand, as well as replicate, this program throughout the West Side neighborhoods. In order to reach the maximum number of residents, the market could set up along high-traffic routes (including high foot- and bicycle-traffic areas such as the Swamp Rabbit Trail), and in conjunction with gatherings and educational workshops as proposed in the remaining items of this chapter.

Source: http://www.gofohealthandeducation.org/

Mobile Markets Case Studies

Good to Go

Greenville

Good to Go is a mobile produce market operated by Mill Village Farms and Loaves & Fishes. It began operation in the summer of 2013. Using a converted refrigerated truck, the Mill Village Farm's Youth Partners provide seasonal service to the "food-desert" communities of Greater Sullivan and West Greenville. Good to Go Mobile Market partners with local area churches, community centers, and businesses to provide healthy food for purchase by community residents.

Source: Mill Village Farms, http://www.millvillagefarms.org/good-to-go/

Source: www.facebook.com/GoodToGoGreenville/photos_stream

Hub City Farmers Market

Spartanburg, South Carolina

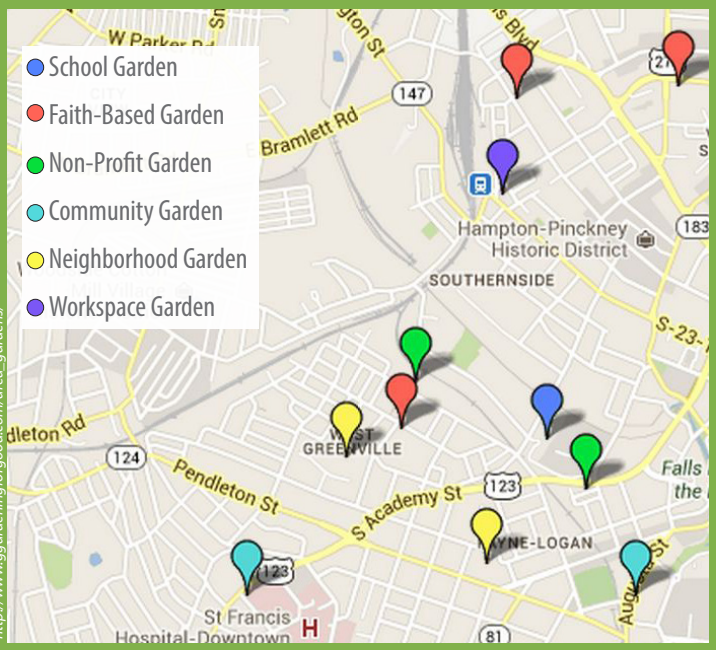
The Hub City Farmers Market operates a seasonal Saturday and Wednesday market in two locations in downtown Spartanburg. The Hub City Mobile Market was started in 2010. Using a retrofitted step-van, the organization delivers local produce for purchase to area neighborhoods, as well as commercial and industrial employment centers. The Mobile Market expands Hub City Farmers Market into food deserts across Spartanburg County. The market is supplied by local produce from farmers within 24 hours of sending the market on the road.

Source: Hub City Farmers Markethttp://www.hubcityfm.org/markets/mobile-market/

Gardening for Good

Gardening for Good is a network of local community gardens that utilizes the energy of the community garden movement to coordinate neighborhood redevelopment efforts, improve the health of residents and neighborhoods, and transform Greenville through gardening. Gardening for Good is coordinating gardening partnerships throughout Greenville County to create a healthier, more sustainable and socially just local food system.

The image below shows Gardening for Good's map of existing gardens in the West Side.



http://www.ggardeningforgood.com/area_gardens/

Source: Gardening for Good, a program of Greenville Forward
http://www.ggardeningforgood.com/home/

Source: http://furmangreenscene.wordpress.com/

6.3: Growing Healthy Food

Expanding residents' ability to grow their own food within the neighborhood will provide a low-cost method for accessing healthy ingredients. The strategies below focus on first growing healthy ingredients (§6.3.1), then distributing those ingredients and learning how to use them to prepare nutritious meals that bring neighbors together (§6.3.2-6.3.3).

6.3.1: Develop an urban farm and education center

Responsible Agent(s): City of Greenville (Parks and Recreation), Greenville Forward/Gardening for Good, Greenville County School District, Neighborhood Associations, Residents

Action Type: Programs & Policy

Funding Level: $ for Program; $-$$ for Infrastructure

Time Frame: Year 6-10

Building on the work of Gardening for Good—a community garden program for all of Greenville County run by Greenville Forward—this plan proposes using existing facilities to centralize food growing and education in the West Side. With this program already in place, and several local community gardens already established, the community could focus on activating resident participation.

Developing a centralized location for an urban farm with teaching facilities would help to jump-start Gardening for Good's efforts in the West Side. Growing Power, a program started in Milwaukee, provides a useful model for this type of program (see details following §6.3.1). Project Host (profiled at the end of this chapter) also presents successful components that could be replicated. Other possible partners include the Greenville Organic Foods Organization (GOFO), Mill Village Farms, and the St. Francis Agricultural Exchange.

Several institutions are located throughout the West Side that could serve as potential host sites and partnership opportunities for the urban farm and education center. The creation of urban farms and the utilization of existing facilities for teaching nutrition and food preparation would not require a significant investment. The urban farm component of the

proposed new center would serve mostly as a teaching garden, intended to inspire residents to take their new education home and grow food on their own blocks and within their yards. A few possible locations are discussed below.

West Greenville Community Center

The West Greenville Community Center and surrounding property are well-located to serve neighborhood residents and to provide a much-needed healthy food alternative in West Greenville. The small community garden already at the community center could be scaled to a full urban farm, using the east side of the site that faces Manning Street. The teaching center would increase the utilization of the City's community center building.

St. Francis Hospital Downtown

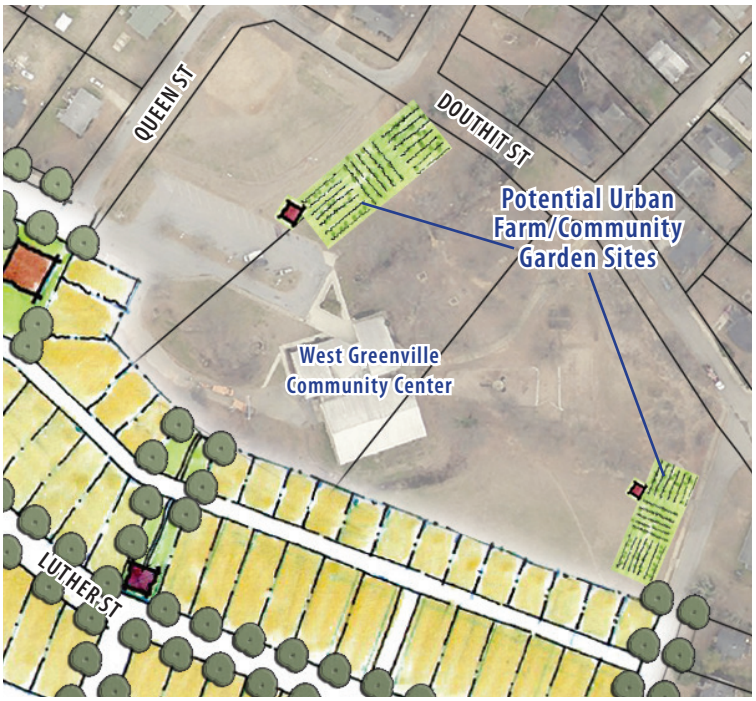
Located at the southern edge of the West Side area, this significant institution has already developed the St. Francis Agricultural Exchange, which includes a community garden. Expanding this garden to an urban farm and using facility space for workshops would build on the hospital's mission and serve as an additional potential resource for the West Side.

Legacy Charter School

As part of the development strategy for Newtown in §10.8, the plan imagines a revitalized residential neighborhood anchored by Mountain View Baptist Church and Legacy Charter School. One way to help integrate the school into the neighborhood would be to develop larger-scale urban farms that are used by students, their families, and surrounding residents. The educational components could grow out of the schools' existing curriculum, and add more after-school programming for neighborhood children. The elementary school already has a small community garden that could help to seed the urban farm. This new farm would probably be located in the floodplain, and soil conditions and water management would both need to studied further to determine the best site.

St. Francis Community Garden

A.J. Whittenberg Elementary School Garden



West Greenville Community Center: A few possible urban farm locations are shown.

A.J. Whittenberg Elementary School

Like Legacy Charter School, A.J. Whittenberg Elementary already has a small community garden that is used as a classroom learning tool. This is another centrally-located facility, that could be used to host the urban farm educational center, and workshops could be held in either the school or at The Salvation Army Ray & Joan Kroc Corps Community Center (Kroc Center).

Potential City Park

The City Park Plan illustrates a combination of demonstration and community gardens as part of the development of the potential park. The plan recommends a location along South Hudson Street, between Wellborn Street and the Reedy River. This space could be expanded as a larger urban farming space, serving as a central and highly visible location in the West Side.

Churches

Many churches in the area have yard areas or over-sized parking lots that could be converted to urban farms, and most also have associated kitchens that could be used for workshops. In conjunction with the recommended interfaith coalition for healthy cooking (§6.3.3), any church or group of churches interested in becoming more involved in the provision of healthy food could host the urban farm and education center.

Case Study: Growing Power

Growing Power is a national nonprofit started in 1993 in Milwaukee, Wisconsin by former NBA player Will Allen. Growing Power transforms communities through the development of Community Food Systems, providing high-quality, safe, healthy, affordable food for residents of diverse backgrounds, as well as training, active demonstration, outreach, and technical assistance through Community Food Centers.

Source: Growing Power, www.growingpower.org/about_us.htm

Source (all on this page): flickr.com/photos/Growing Power

- Growing Power demonstrates easy to replicate growing methods through on-site workshops and hands-on demonstrations. They operate farms in Wisconsin and Illinois with satellite-training sites in Arkansas, Georgia, Kentucky, Massachusetts, and Mississippi.
- Growing Power provides education and technical assistance through youth programs, volunteers, and an active role in agriculture policy initiatives.
- Growing Power produces and distributes food from their urban and rural farm sites, as well as through a collaboration with the Rainbow Farmers Cooperative. A year-round program called Farm-To-City Market Basket Program works like a Community Supported Agriculture (CSA) distribution program and a mobile grocery store, sourcing food from small-scale wholesalers directly to consumers. Food is also sold directly to restaurants in Chicago and Milwaukee.

6.3.2: Support sales and swaps of locally-grown food

Responsible Agent(s): City of Greenville, Greenville County, Healthy Food Organizations

Action Type: Programs & Policy

Funding Level: $

Time Frame: Year 1-5; On-going

As residents and community groups plant more gardens in backyards and public spaces, both formal and informal distribution channels should be organized. Informally, churches, blocks, and the recommended urban farm/education centers (§6.3.1) may organize food swaps where extra yields of homegrown produce can be traded for variety.

In terms of formal distribution, the City of Greenville currently permits the sale of agricultural products as a temporary use (Section 19-4.5.3 of the Municipal Code), that requires a use permit which is valid for 90 days at a time. The City should consider whether the permitting of local produce is necessary for the safety and wellbeing of the city, or if these sales can be exempt from permitting altogether. Alternatively, the City could determine a threshold, based on the size of sale or number of vendors, that requires a permit and allow smaller sales to occur without one. Extending permit lengths, so that they last for the entire year or growing season, also would help relieve obstacles to providing healthy food.

Project Host

Project Host, located on South Academy Street, is one of the soup kitchens in the West Side. Its clients include a variety of individuals, including the homeless, working poor, and individuals living on fixed incomes. Project Host serves an estimated 200 people a day, six days a week, with a focus on healthy foods.

- Soup Kitchen: The Soup Kitchen offers a balanced, nutritious meal each day in a safe, clean and supportive environment to all who are hungry.
- Feeding Hungry Children Project: The Feeding Hungry Children Project provides healthy, well-balanced meals to children of low income families enrolled in after school enrichment programs. The project strives to "level the nutritional playing field" so that these children can reach their full potential mentally, physically and socially.
- CC Pearce Culinary School: The CC Pearce Culinary School teaches culinary and life skills to chronically unemployed and underemployed people in order to gain and sustain employment and to become positive roles model for their children, grandchildren and peers in the community. The image below shows graduates of the 34th class from this 12-week program.

Source: https://www.facebook.com/projecthost.org/

- Garden: Project Host is the first soup kitchen in the country to have a garden on site. It has grown tons of produce for the hungry, and the culinary students have fresh produce to use to hone their skills.

Source: Project Host http://www.projecthost.org/

Source: https://www.facebook.com/projecthost.org/

Project Host cooking class

6.3.3: Develop an interfaith coalition around healthy cooking

Responsible Agent(s): Faith-based Organizations

Action Type: Programs & Policy

Funding Level: $

Time Frame: Year 1-5; On-going

While more than 20 churches and other faith-based organizations provide a variety of social and welfare programs within the West Side, there appears to be little collaboration between them. During the planning process, representatives from these organizations indicated an interest in creating an interfaith coalition to focus these efforts, and an interest in focusing on specific needs of residents more effectively. A common interest among these organizations appears to be access to food.

Creating an interfaith coalition based around healthy food would provide a way to initiate coordination around a shared goal, while keeping the scope narrow enough that the collaboration could make significant progress in a short period of time. Such a coalition could include a wide spectrum of initiatives, including: Supporting community gardens; serving healthy meals; educating residents on budgeting, planning, shopping and preparing healthy food options; providing transportation to grocery stores; creating job opportunities in the healthy food industry; and supporting a nonprofit food pantry and/or cooperative.

Healthy cooking could be incorporated into soup kitchen operations, as well as existing Wednesday and Sunday night dinners. The availability of regular, healthy, low-cost meals would complement the services provided by local organizations like Project Host, which provides a successful model for incorporating several healthy food initiatives under one organizational body.

Cooking demonstrations and handing out recipe cards at these suppers would add a new dimension to a community tradition. Additionally, formal workshops or informal meet-ups for senior church members to teach cooking skills to younger generations would engage seniors as community mentors.

Key Local Resources

Gardening for Good

(See §6.3 for more information)

Greenville Organic Foods Organization (GOFO)

Mission: GOFO's mission is to educate the community on the benefits of consuming organic foods, supporting local food system, and to raise awareness on sustainable agriculture and environmental conservation.

Programs**:** Grow Healthy Kids; Urban Farm Tour; North Main Organic Garden; Cooking Classes; Farm Work Day

Source: http://www.gofohealthandeducation.org/about-gofo.html

Legacy Charter School

Legacy Charter School has demonstrated a commitment to incorporating a healthy lifestyle into students' lives through making nutrition and fitness a part of students' school day. In the spring of 2013, Legacy Charter School won a HealthierUS School Challenge gold award from the USDA. According to the press release, "To be eligible for an award, Legacy Charter School had to pass a number of criteria, including offering reimbursable meals that meet USDA guidelines, meeting nutrition standards for meals, offering nutrition education, providing a baseline number of minutes for physical education and opportunities for physical education." (Legacy Charter Schools, http://legacycharterschool.com/news.php)

Mill Village Farms

Operating from the Greater Sullivan neighborhood (south of the West Side), Mill Village Farms builds small, sustainable, organically-managed farms that promote holistic development in local communities. The organization has two main goals:

- Growing Food: Mill Village Farms is transforming vacant properties into bountiful gardens to grow locally-sourced produce for communities that often have limited access to fresh and local foods.
- Growing Jobs: While growing fresh produce, Mill Village Farms also grows employment opportunities for neighborhood youth. The goal is to train youth to have experience in agriculture, entrepreneurship, and basic job skills.

Source: Mill Village Farms http://www.millvillagefarms.org/

Project Host

(See page 93 for more information)

http://www.projecthost.org/

St. Francis Agricultural Exchange

Bon Secour St. Francis Health System, the hospital network that includes St. Francis Hospital Downtown just south of Pendleton and South Academy Street in the West Side, started the St. Francis Agricultural Exchange, which includes the following programs.

- Community Garden Program: Managing the St. Francis Community Garden and support the Odessa Street Garden
- Agricultural Education Program: Classes on garden design, organic gardening techniques, backyard homesteading, season extension, herb and fruit propagation, seed saving and seed starting.
- Sustainable Living Program: Classes on healthy food preparation; food preservation (drying, canning and freezing); "green" home cleaning and personal care products; and sustainable practices.

Source: St. Francis Agricultural Exchange http://lg35communitygarden.blogspot.com/2012/01/bon-secours-st-francis-agriculture.html

NAME: Jack
AGE: 17
MY FAVORITE PLACES:
West End of Downtown

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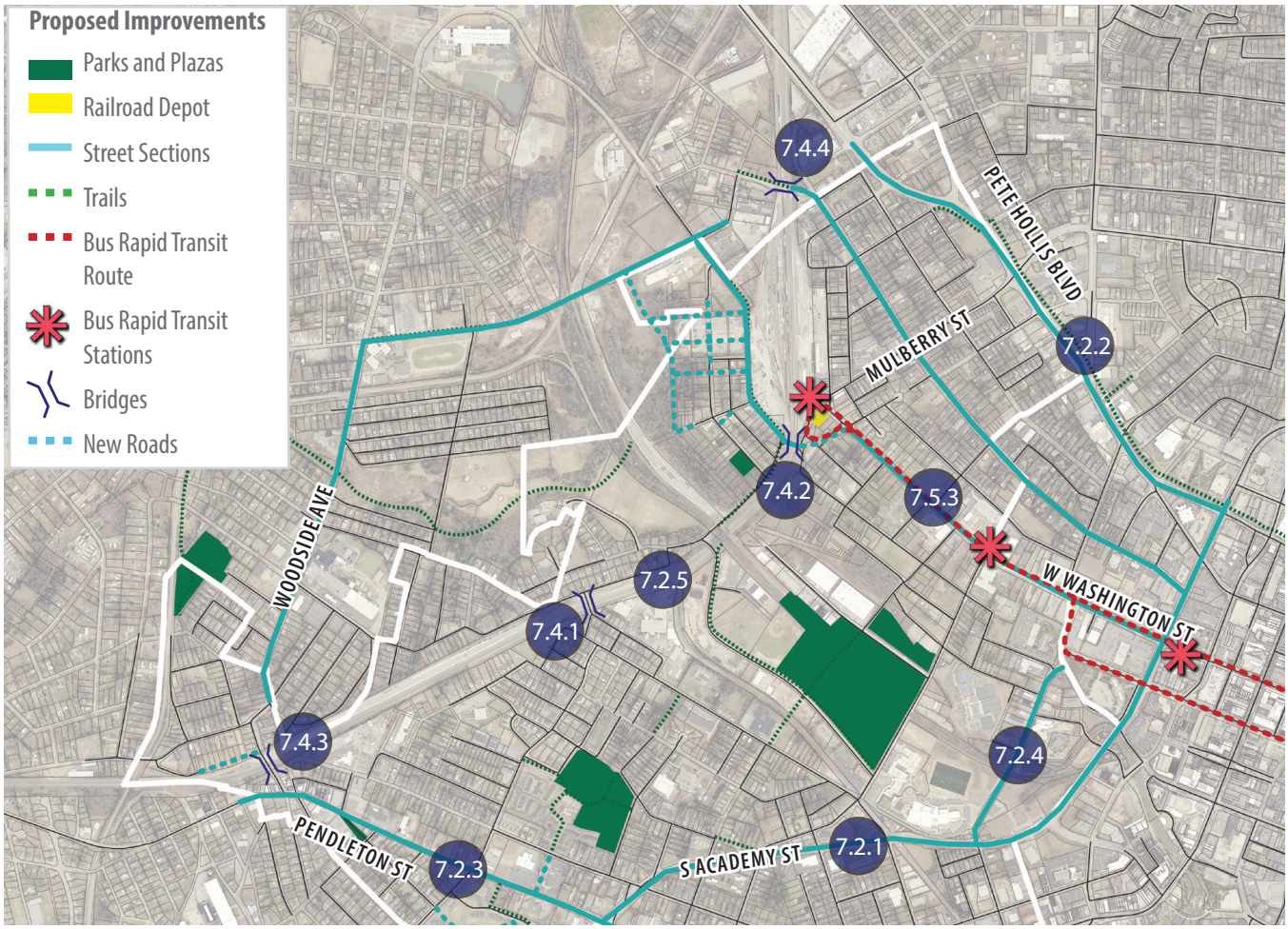
7.1: Overview

A child-friendly community provides options for all residents to navigate their neighborhoods safely, independently, and affordably. In the West Side, this means:

- Regional and neighborhood corridors, including Academy Street, Pendleton Street, West Washington Street, and Pete Hollis Boulevard need to be retrofitted with wider sidewalks, bike lanes, and protected crossings with pedestrian refuge areas (§7.2.1-7.2.5)
- The development of a neighborhood street network that provides low-traffic alternatives for pedestrians and cyclists and programs that build a local cycling culture (§7.2.6)
- Improved crossings over and under the railroad tracks that divide and isolate neighborhoods (§7.4)
- Increased availability and coverage of local transit routes to provide a low-cost alternative to car ownership for longer trips. (§7.3, 7.5)

These improvements also enhance economic development opportunities, as infrastructure improvements spur private investments on nearby properties. Additionally, more "feet on the street" increases activity and economic vitality within and adjacent to the West Side neighborhoods.

The City of Greenville has the regulatory framework and tools in place to make these changes; in 2007, Greenville's City Council passed a Complete Streets resolution officially establishing the City's support for accommodating alternative transportation. The City also amended its Engineering and Design Specifications Manual to follow the mandate of the Complete Streets Resolution and committed to annual funding for bicycle



Map of Key Infrastructure Projects

and pedestrian infrastructure. More recently, Council has shown support for bicycling through adoption of the City of Greenville Bicycle Master Plan (2011), which includes new design guidelines for bikeways and bicycle infrastructure.

The City's recent investment in the Bus Rapid Transit and Transit-Oriented Economic Development Feasibility Analysis demonstrates a commitment to improving mass transit in the city. Transit not only enhances economic vitality, but helps reduce congestion, improves air quality by reducing carbon emissions, provides connections to jobs and entertainment destinations, and reduces the need for automobiles.

7.2: Complete Street Design Recommendations

Many of the streets in the West Side area are designed to move as many cars as quickly as possible, without consideration of other modes of travel. This section details strategies for creating complete streets that serve cars, transit, bicyclists, and pedestrians. The strategies address three main street types:

- Regional Corridors: Academy Street (§7.2.1) and Pete Hollis Boulevard (§7.2.2)
- Neighborhood Corridors: Pendleton Street (§7.2.3); Woodside Avenue, East Bramlett Road, Hudson Street, and Westfield Street (§7.2.4); Willard Street (§7.2.5); and West Washington Street (addressed with the transit recommendations in §7.5.3)

Complete Streets in Greenville

Complete Streets are streets that move people, and not just cars. They seek to balance and accommodate all modes of travel and provide safe and efficient choices for mobility, whether a person decides to travel by foot, bike, car, or on bus. They also provide simple interfaces among the various modes while blending holistically with both the built and natural environments.

Source: Greenville Downtown Streetscape Master Plan

- Residential Streets: Local low-speed, low-volume streets, which make up the majority of rights-of-way in the West Side; examples include Perry Avenue, Cain Street, Mulberry Street, Hampton Avenue, and Oscar Street (§7.2.6)

The design of the area's two regional corridors, Academy Street and Pete Hollis Boulevard, are a result of federal highway improvement projects designed to strengthen the connection of regional motor vehicular traffic. These designs—vast expanses of pavement, fast moving traffic, and limited pedestrian, transit, and bicycle accommodations—also create barriers to local pedestrian and cyclist traffic, effectively isolating many portions of the West Side neighborhoods.

The area's neighborhood corridors, Pendleton Street for example, while less problematic than these major arterial streets, also lack adequate facilities for pedestrians and cyclists.

In response, the recommendations in this section propose road and/or lane diets, and reallocation of some of the right-of-way for a variety of viable travel choices. Most of the recommendations can be accommodated within the existing right-of-way, and usually within the existing curblines. This approach allows for significant livability gains without significant capital costs. Since most of these streets are state owned, working in close collaboration with the State Department of Transportation will be a key component of implementation.

Residential streets in the area generally are already pedestrian- and cyclist-friendly, so the recommendations for these streets focus on streestcape and wayfinding improvements.

7.2.1: Implement South Academy Street improvements

Responsible Agent(s): City of Greenville

Action Type: Public Investment

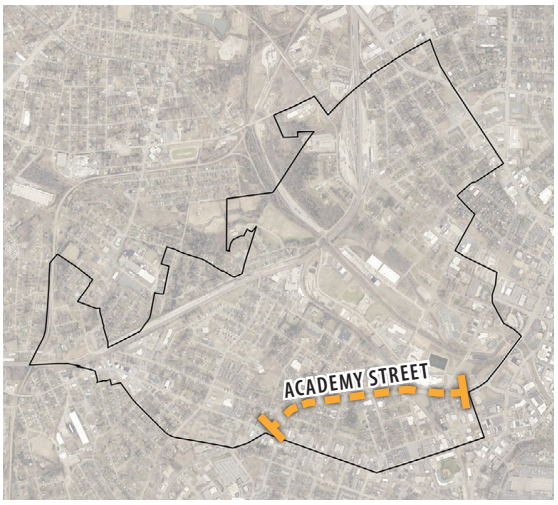
Funding Level: $$-$$$$

Time Frame: Year 1-5

South Academy Street is currently four lanes plus a center turn lane, and carries approximately 23,000 vehicles per day. It also has many continuous right turn bays that make the street effectively a seven-lane width through much of the study area.

Repurposing this excess pavement would provide space for planted medians and much needed additional width on both sides of the street for pedestrians and cyclists, thereby making South Academy Street safer and more aesthetically pleasing. These improvements also would have the effect of "traffic calming" (overall speed reduction of motor vehicles to appropriate and safe urban speeds), by providing side friction, visually, for the fast-moving traffic, with little effect on overall traffic operations.

Additionally, modifications to key intersections along South Academy Street would provide safer pedestrian and bicycle crossings, and stronger connections between the neighborhood and downtown areas. In particular, improving the Calhoun Street intersection and formalizing the bicycle/pedestrian connection at Douthit Street would strengthen an important bike route for access to the Swamp Rabbit Trail, The Salvation



Army Ray & Joan Kroc Corps Community Center, and neighborhoods on either side of South Academy Street.

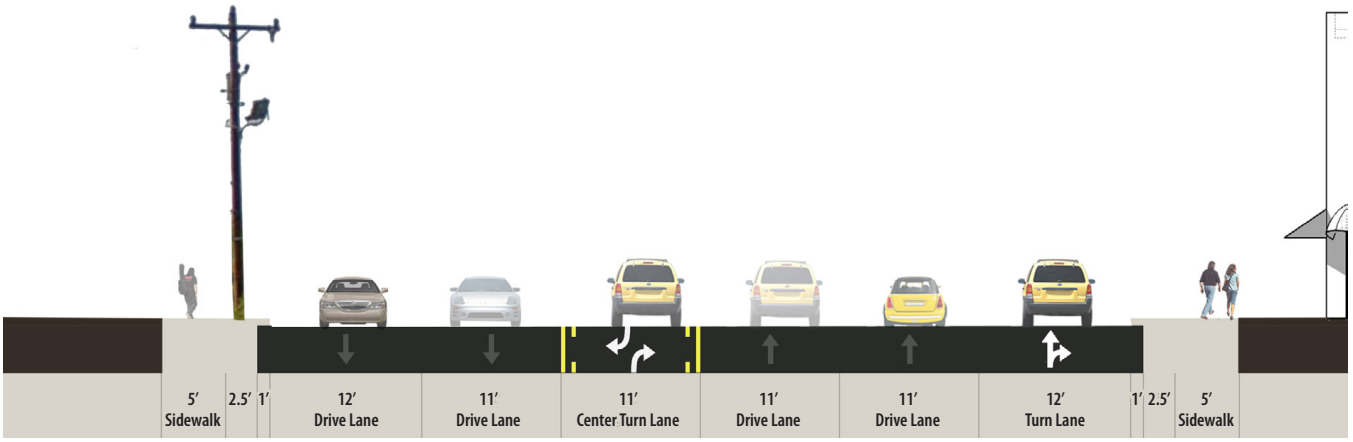
Key Recommendations

Proposed modifications are shown in the accompanying street section diagram. In addition, this plan reaffirms the intersection improvements illustrated in the City of Greenville's Downtown Streetscape Plan, including tightening intersection geometry, reducing pedestrian crossing distance, and enhancing crossing safety at the following intersections:

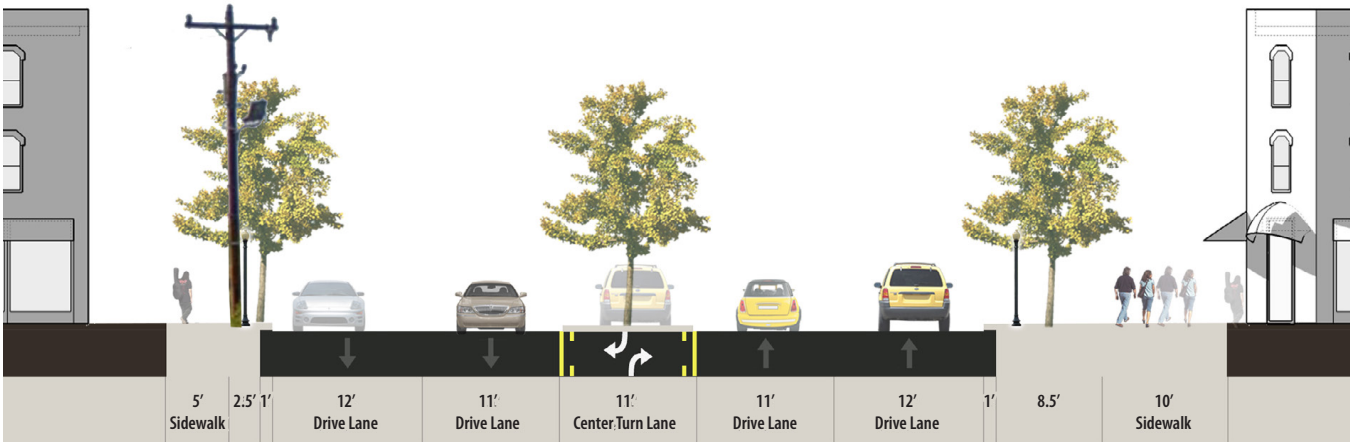
- South Academy and Pendleton Street
- South Academy and Markley Street
- South Academy and Calhoun Street

Source: google.com

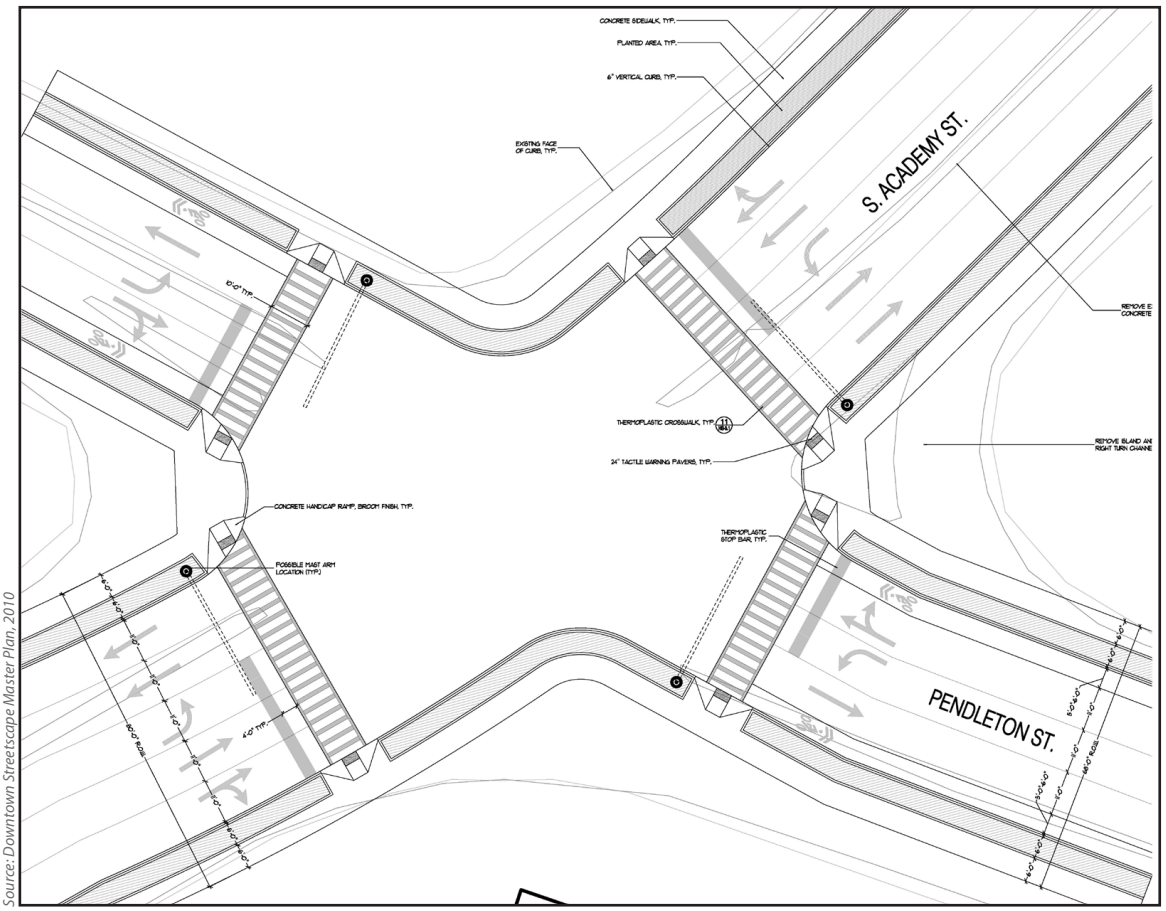
South Academy Street - Existing Conditions



South Academy Street - Existing Conditions



South Academy Street - Proposed Long-term Design Changes: Eliminate continuous right turn lanes and reclaim the space for wider sidewalks or a multi-use path on one or both sides of the street. Install spot planted medians where the continuous center turn lane is not needed.



Source: Downtown Streetscape Master Plan, 2010

Proposed Intersection Improvements at South Academy Street and Pendleton Street

Illustration of Proposed Improvements at South Academy Street and Douthit Street Intersection

7.2.2: Implement Pete Hollis Boulevard improvements

Responsible Agent(s): City of Greenville

Action Type: Public Investment

Funding Level: $$-$$$ for short-term modifications; $$$$ for long-term redesign

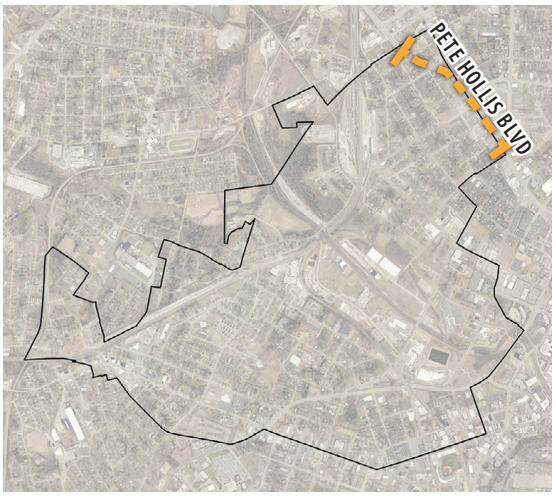
Time Frame: Year 1-5 for short-term modifications; Year 11-15 for long-term redesign

Today, Pete Hollis Boulevard is a seven-lane arterial that acts as a barrier between the West Side and the neighborhoods to the east. Pete Hollis Boulevard currently carries about 18,000 vehicles per day. Even though it is signed at 35 miles per hour, excess roadway capacity results in higher vehicle speeds, creating an uncomfortable walking environment.

Key Recommendations

This plan recommends a phased strategy to better match the capacity of the road to its actual volume of traffic. In addition to providing safer accommodations to pedestrians and cyclists, repurposing excess pavement would provide a more conducive environment to new retail businesses as future development occurs along this important regional commercial corridor (§10.9).

The proposed design and phasing is illustrated in the street sections on the following page. While the short-term recommendations could be completed with minimal investment as part of a repaving project, the long-term downsizing of Pete Hollis would require reconstruction of the curbline. Analysis of whether or not excess capacity exists is based on comparing traffic counts to generalized traffic capacity numbers for two, four, and six



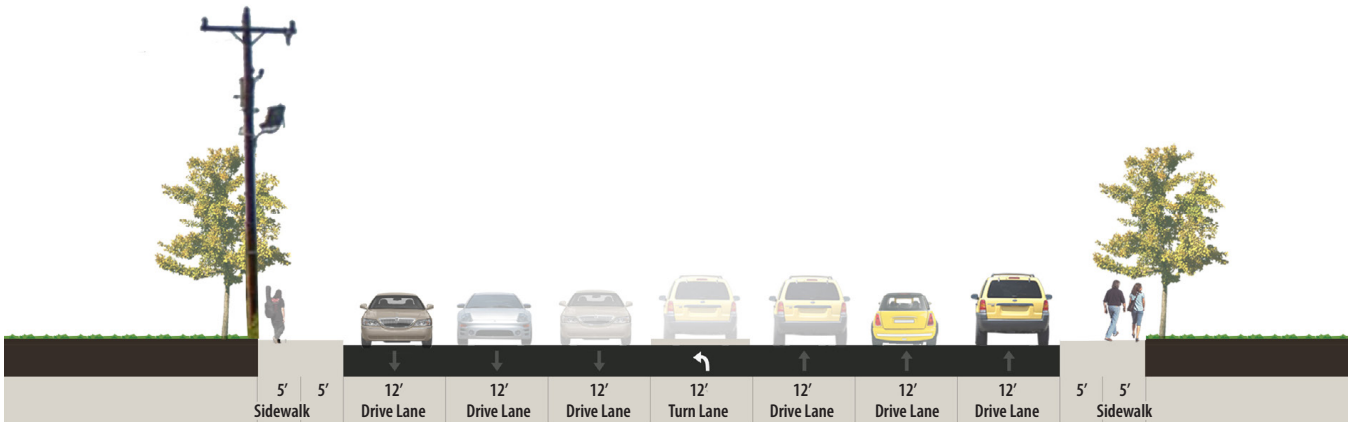
lane roadways: Detailed analysis may need to be performed to justify initiatives to SCDOT if they require it, which may include updated traffic counts, and intersection and mainline analyses based on Highway Capacity Manual methods. Additionally, use of private property and/or dedication of additional right-of-way would be necessary to support much needed wider sidewalks/multi-use paths.

The plan also recommends the following intersection improvements as illustrated in the City's Downtown Streetscape Plan:

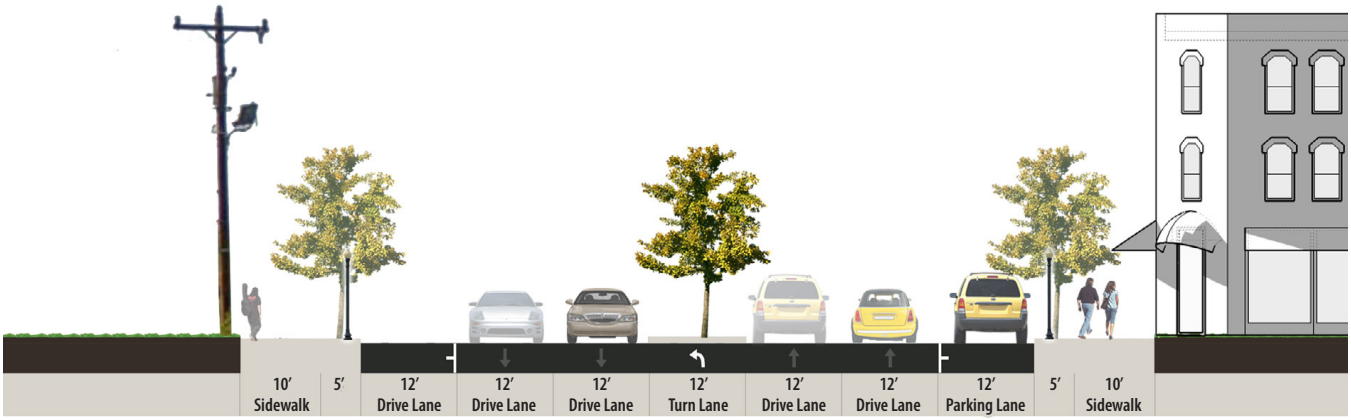
- Pete Hollis Boulevard and Rutherford Street
- Buncombe Street, College Street and Whitner Street/Civic Center Drive
- Buncombe Street and Butler Street/ Atwood Street
- Pete Hollis Boulevard and James Street
- South Academy Street and Pendleton Street

Source: google.com

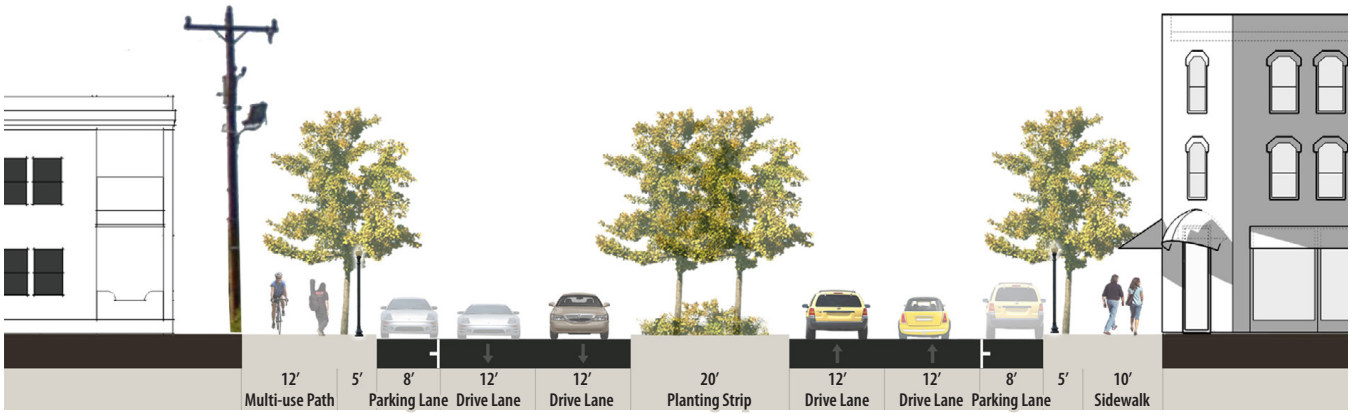
Pete Hollis Boulevard - Existing Conditions



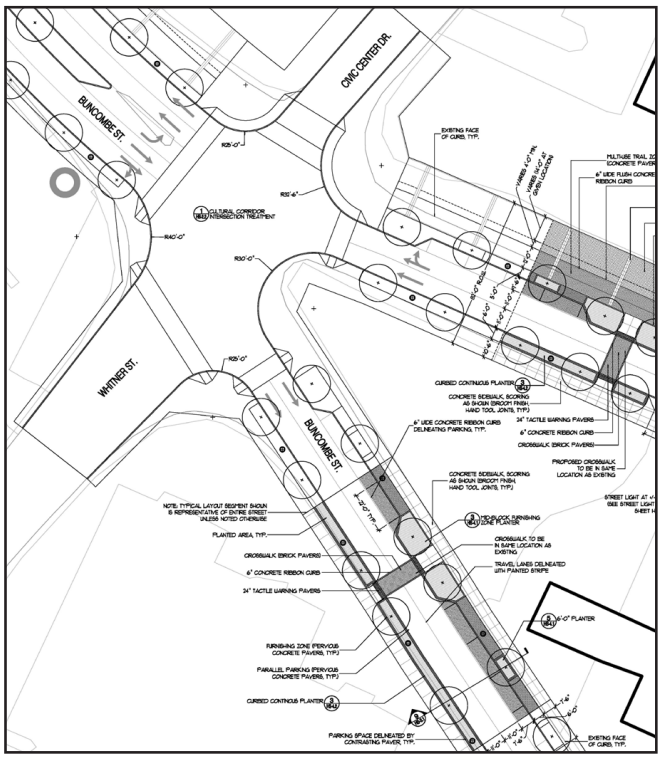
Pete Hollis Boulevard - Existing Conditions



Pete Hollis Boulevard - Proposed Short-term Design Changes: Allow on-street parallel parking in outside travel lane during non-peak hours (no parking from 7-9 am and from 4-6 pm for instance). Construct spot medians in two way left turn lane to break up large expanses of asphalt and allow for planting opportunities in the median. Create wider sidewalks in conjunction with new development.

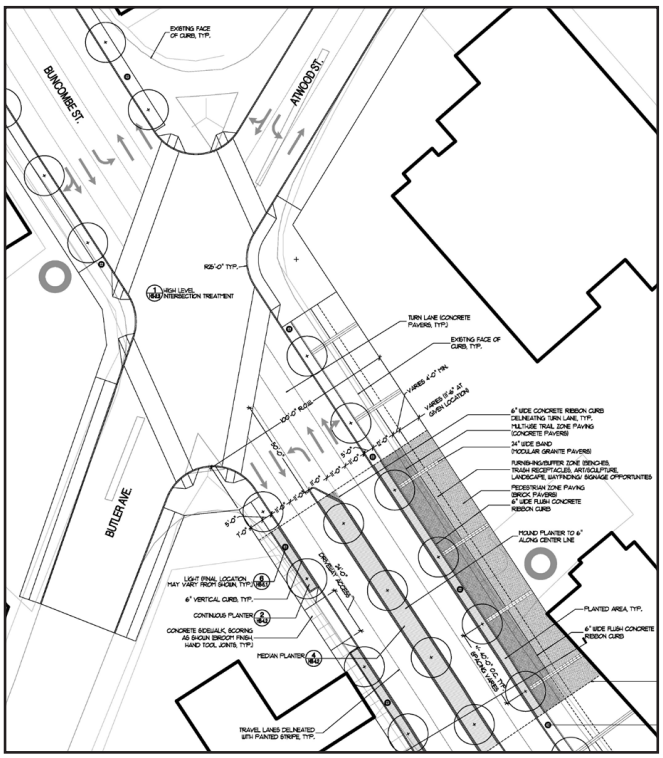


Pete Hollis Boulevard - Proposed Long-term Design Changes: Permanently reclaim outside travel lanes for parking at 8 feet in width. Narrow remaining four travel lanes to 11 feet in width. Expand center spot medians to 20 feet with reclaimed width and formalize as channelized medians with two rows of trees to create a parkway aesthetic. Create wider sidewalks in conjunction with new development.



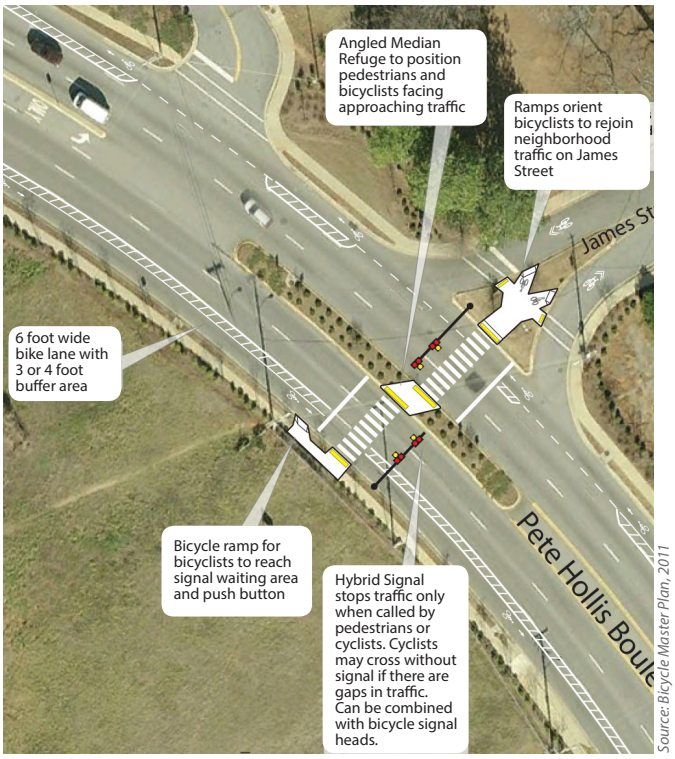
Source: Downtown Streetscape Master Plan, 2010

Proposed Intersection Improvements for Buncombe Street, Civic Center Drive, College Street, and Whitner Street. See detail on city's website: http://www.greenvillesc.gov/PlanningZoning/forms/DSMP/10_DowntownStreetscapeMasterPlan_SchematicDesign_02.pdf



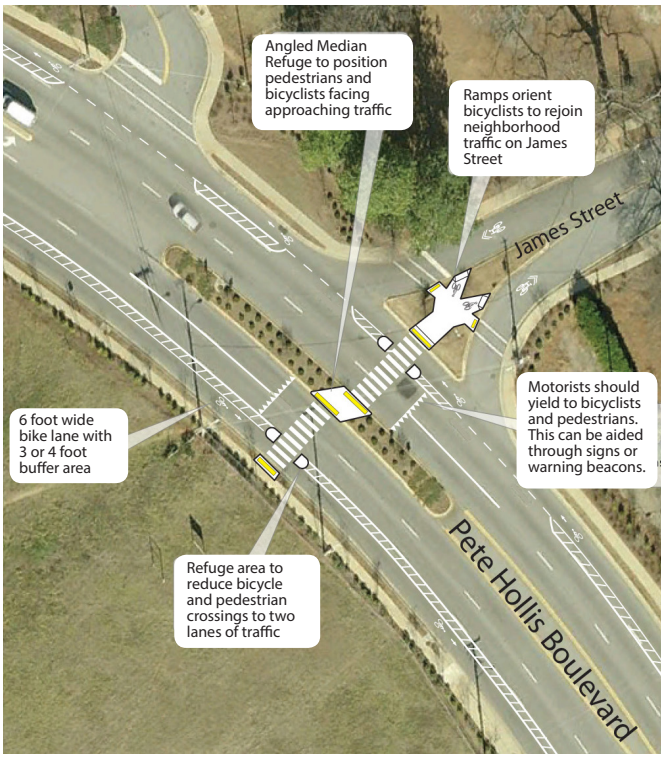
Source: Downtown Streetscape Master Plan, 2010

Proposed Intersection Improvements for Buncombe Street, Atwood Street and Butler Avenue. See detail on city's website: http://www.greenvillesc.gov/PlanningZoning/forms/DSMP/10_DowntownStreetscapeMasterPlan_SchematicDesign_01.pdf



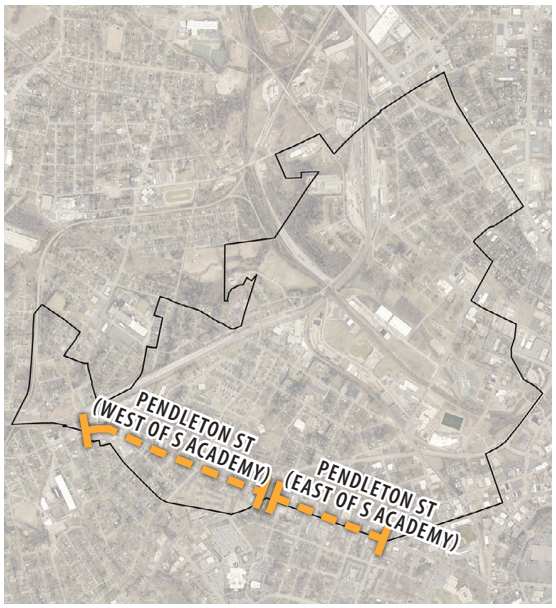
Source: Bicycle Master Plan, 2011

Proposed Intersection Improvements for Pete Hollis Boulevard and James Street - Option with a HAWK Signal



Source: Bicycle Master Plan, 2011

Proposed Intersection Improvements for Pete Hollis Boulevard and James Street



Source: google.com

Pendleton Street (West of South Academy Street) - Existing Conditions

Source: google.com

Pendleton Street (East of South Academy Street) - Existing Conditions

7.2.3: Convert Pendleton Street to a Complete Street

Responsible Agent(s): City of Greenville

Action Type: Public Investment

Funding Level: $$-$$$

Time Frame: Year 1-5 ; Year 6-10 for expanding sidewalks along with redevelopment

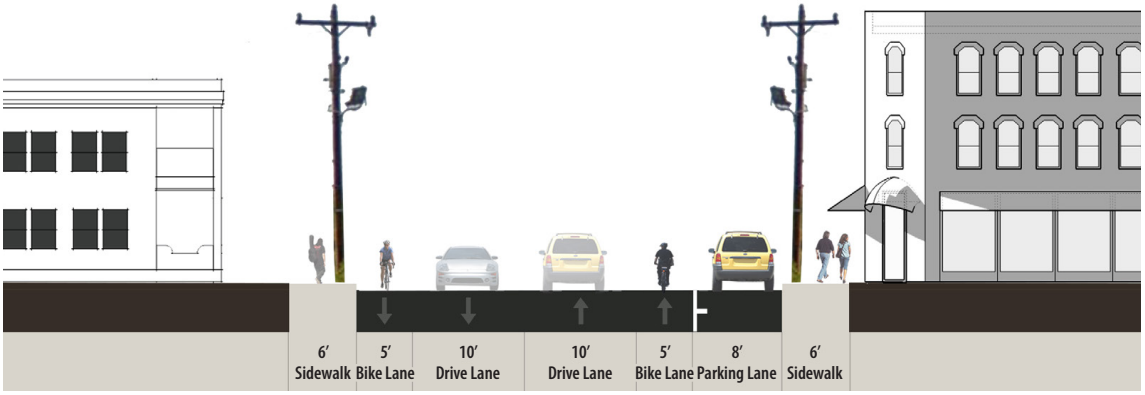
The Pendleton Street corridor exhibits two distinctly different characters within the study area: east of South Academy Street, Pendleton Street is a 50-feet wide, four-lane, undivided road that carries around 9,000 vehicles per day; West of South Academy Street, Pendleton Street is a two-lane road with bicycle lanes on each side and intermittent on-street parking on one side. Traffic volumes drop off to around 2,000 vehicles per day by the time Pendleton Street exits the City of Greenville limits just west of the Village of West Greenville at its intersection with Woodside Avenue. Traffic volumes within the Village are likely between 2,000 and 9,000 vehicles per day.[1]

The entire length of Pendleton Street within the West Side project area could accommodate the traffic volume with one travel lane per direction. Repurposing this excess pavement would slow vehicle speeds, better accommodate other travel modes, and create a more walkable environment along this section of Pendleton Street. Swinging the street pendulum from fast moving cars toward a walkable environment will be critical to its success as a vibrant, mixed use corridor.

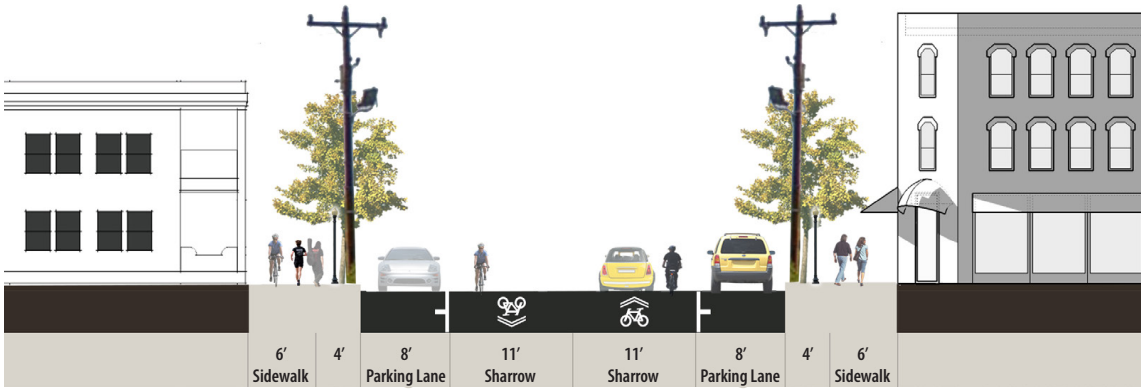
Key Recommendations

Proposed design changes are shown in the accompanying street section design. Modifications include installing a raised table at the intersections of Traction Street and Smith Street to further slow vehicle speeds through the Village of Greenville and create a gateway to this emerging district.

1 All traffic counts from 2012 GPATS data



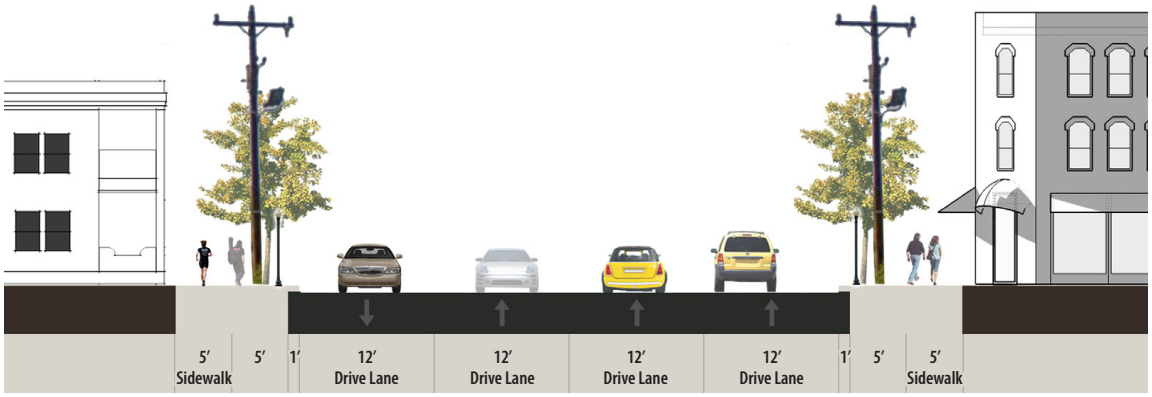
Pendleton Street (West of South Academy Street) - Existing Conditions



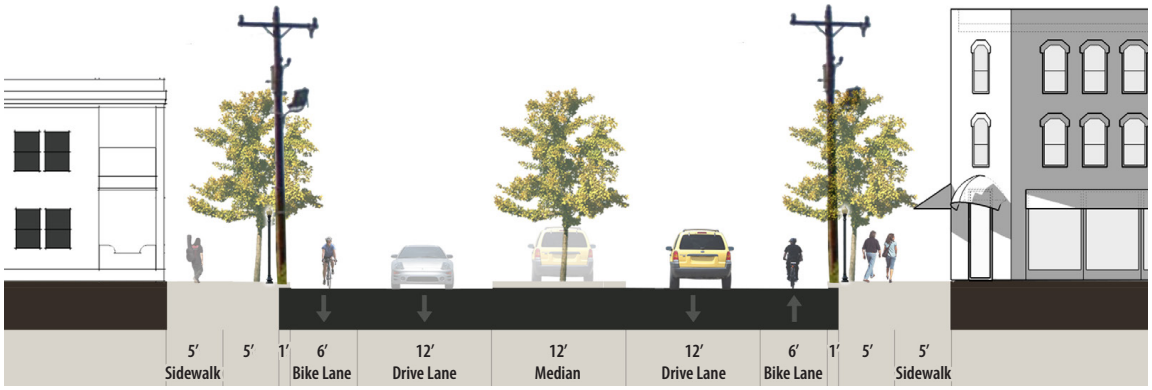
Pendleton Street (West of South Academy Street) - Proposed Design Changes with Parking Option: Convert existing bike lanes to two-sided parallel parking with marked sharrows. (This is most appropriate west of Textile Avenue). The addition of formalized parking on both sides will physically narrow the street and slow speeds while providing additional parking for the Village of West Greenville commercial area. Install sharrows on the travel lanes to signify the shared configuration of the street for cyclists.

Intersection of Pendelton, Traction, and Smith Streets - Existing Conditions

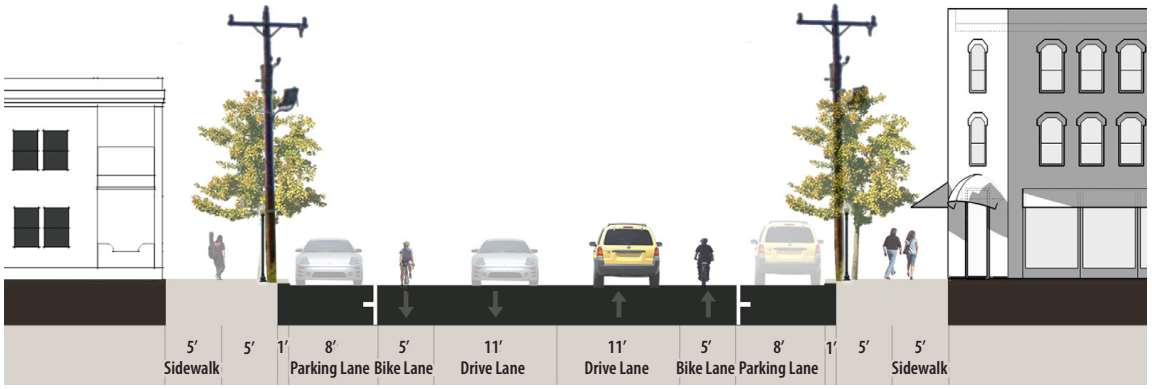
Proposed Speed Table at Intersections of Traction and Smith Streets



Pendleton Street (East of South Academy Street) - Typical Existing Conditions



Pendleton Street (East of South Academy Street) - Option 1 Proposed Design Changes: Reduce the 4-lane section to a 3-lane section (2 traffic lanes with turn lane). Re-allocate the additional pavement width for a 6-foot bicycle lane on either side of the street, a combination spot and flush median to facilitate left turns, and median plantings and streetscape.



Pendleton Street (East of South Academy Street) - Option 2 Proposed Design Changes: Reduce the 4-lane section to two undivided lanes with two 8-foot on-street parking bays, two 5-foot bike lanes, and two 11-foot travel lanes. This would provide on street parking if redevelopment along this segment were deemed to need parking to support it..

7.2.4: Improve Woodside Avenue, East Bramlett Road, South Hudson Street, and Westfield Street

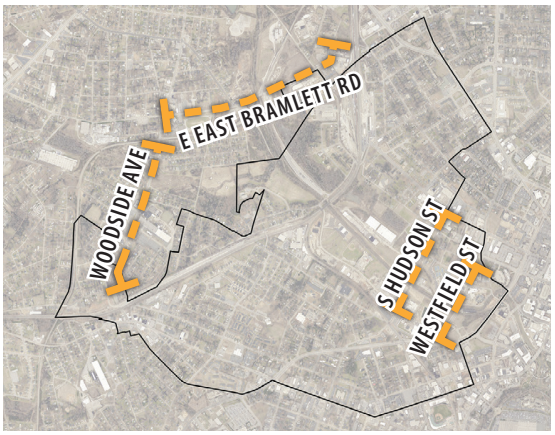
Responsible Agent(s): City of Greenville / Greenville County / SCDOT

Action Type: Public Investment

Funding Level: $$-$$$

Time Frame: Year 1-5 for South Hudson Street, Westfield Street (Phase I); Year 6-10 for Woodside Avenue and Bramlett Street (Phase 2)

Several other neighborhood corridors in the West Side—Woodside Avenue, East Bramlett Road, South Hudson Street, and Westfield Street—require similar lane reconfigurations, active transportation accommodations, and streetscape additions to become complete streets.

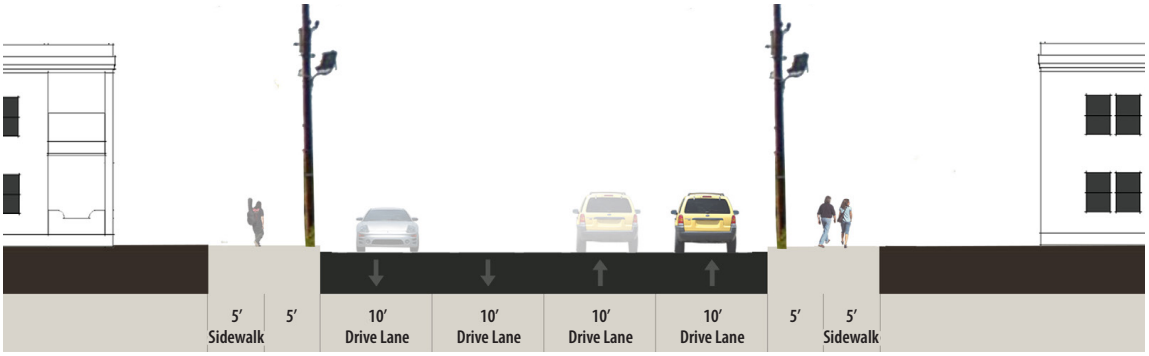


Source: google.com

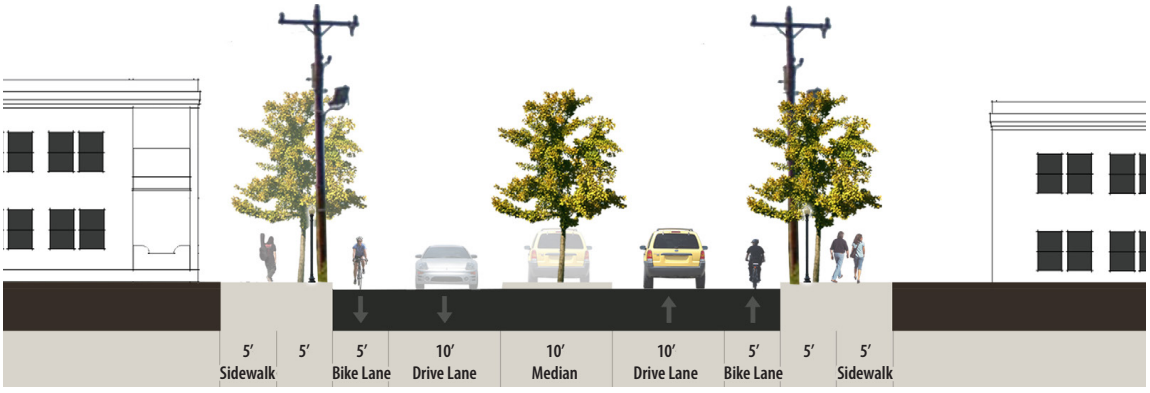
Woodside Avenue - Existing Conditions

Key Recommendations

Woodside Avenue: Woodside Avenue is currently a 4-lane undivided section in the vicinity of the Woodside Mill that carries



Woodside Avenue - Existing Conditions



Woodside Avenue - Proposed Design Changes: Reduce the number of vehicular travel lanes from four to two lanes and a center turn lane with spot medians along the length of the street. The addition of a center turn lane improves the safety for all roadway users by permitting left turning vehicles to exit the traffic stream, and allows an opportunity for spot plantings to enhance the overall aesthetic of the street and added safety for crossing pedestrians. Install bicycle lanes on both sides.

approximately 4,600 vehicles per day.[2] As Woodside Mill redevelops (§10.5), this street may be re-envisioned as a complete street to safely carry modes other than cars and to support existing and future land uses as shown in the accompanying street section.

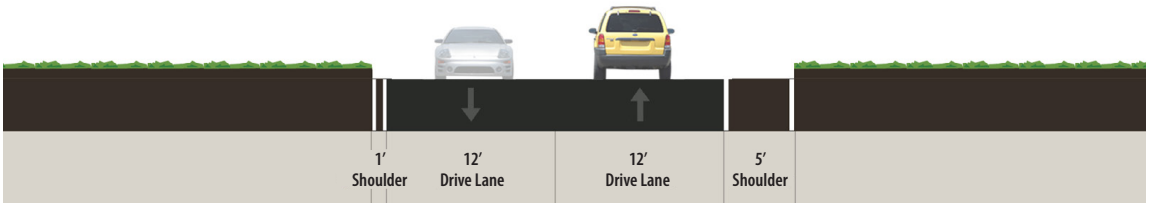
2 2012 GPATS data

Source: google.com

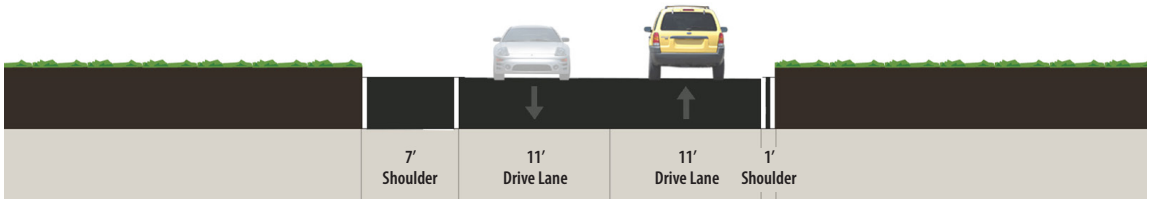
East Bramlett Road - Existing Conditions

East Bramlett Road: The section of East Bramlett Road between Woodside Avenue and West Washington Street connects the Legacy Charter Schools into a West Side corridor loop and intersects the Swamp Rabbit Trail. Recognizing the importance of this street for the safety of students (see §7.3.1 for related recommendations for a Safe Routes to School program), the plan recommends reducing lane widths to slow cars and separating pedestrians by either providing a wider shoulder or constructing a new multiuse path. Further study may be necessary to determine if construction of the multi-use path would require structural modifications to the bridge on East Bramlett.

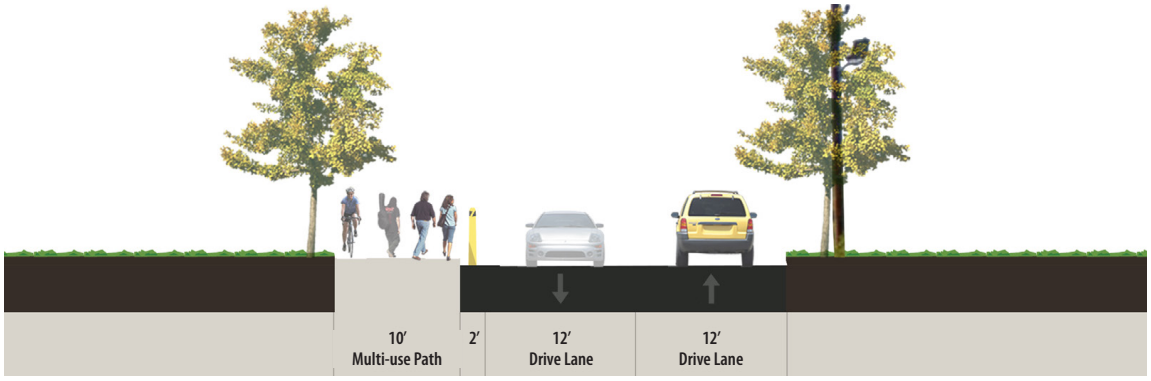
South Hudson Street and Westfield Street: South Hudson and Westfield Streets provide direct connections to the Swamp Rabbit Trail and important north-south connections for



East Bramlett Road Bridge Segment - Existing Conditions



East Bramlett Road Bridge Segment - Proposed Design Changes (Option 1): Reduce vehicle lane size on the bridge segment (over the railroad adjacent to the Swamp Rabbit Trail) from 12 feet to 11 feet to allow a wider shoulder on the south side for pedestrians and cyclists, which would connect to the new sidewalk.

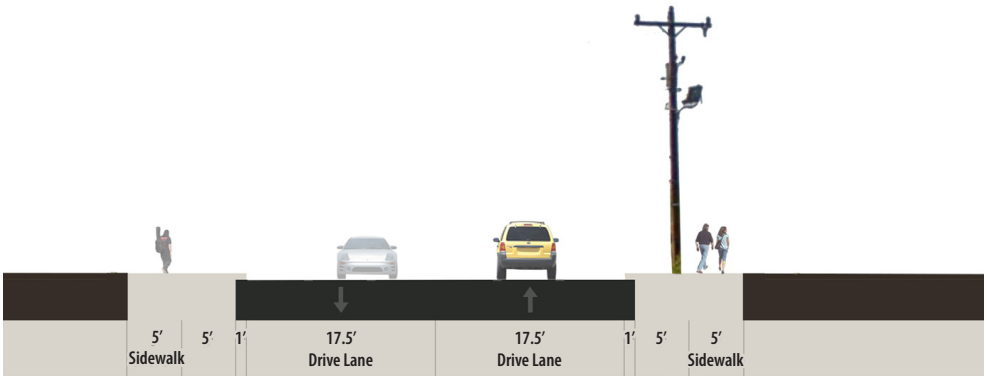


East Bramlett Road - Proposed Design Changes (Option 2): Construct a 10-foot sidewalk on the south side of the street with a 2-foot bollard separation.

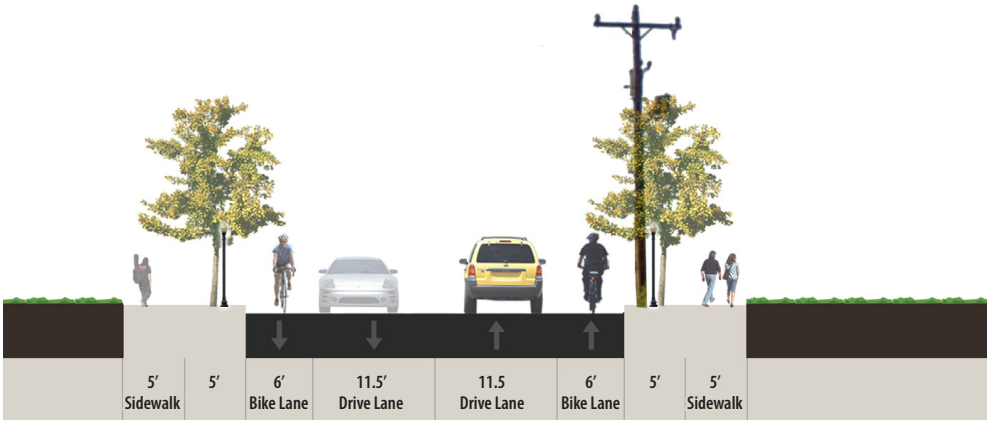
the West Side neighborhoods. They both have moderate traffic volumes (4,500 and 8,000 respectively). These volumes warrant separated bikeways, most likely in the form of bike lanes. Measures to reduce motor vehicle speeds, increase awareness of trail crossings, and providing wayfinding along these streets will increase comfort and safety of cyclists and pedestrians moving along and across these streets to and from the Swamp Rabbit Trail.

Source: google.com

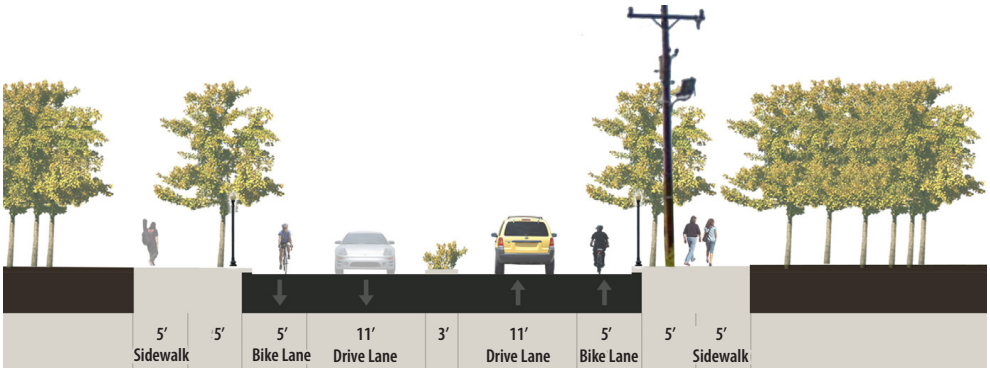
South Hudson Street- Existing Conditions



South Hudson Street and Westfield Drive - Existing Conditions



South Hudson Street and Westfield Drive - Proposed Design Changes: Add 6-foot bike lanes (or sharrows), fill gaps in the sidewalk to provide a continuous pedestrian facility, install lighting, signage, and street trees, and improve sight lines.



South Hudson Street and Westfield Drive - Proposed Design Changes at Swamp Rabbit Trail Crossing: Add 5-foot bike lanes (or sharrows), fill gaps in the sidewalk to provide a continuous pedestrian facility, install lighting and signage, improve sight lines, and enhance intersection at the Swamp Rabbit Trail crossing by adding a pedestrian refuge space

7.2.5: Build a sidewalk on Willard Street

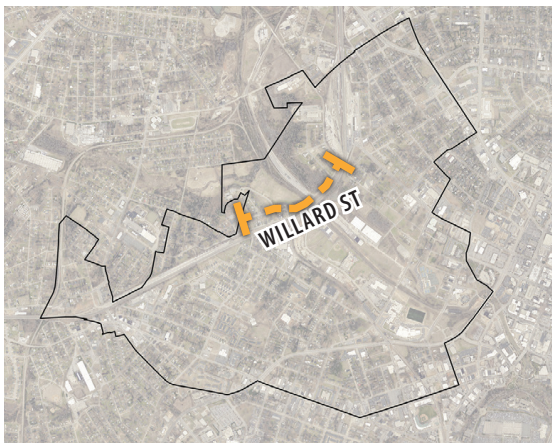
Responsible Agent(s): City of Greenville, Norfolk Southern

Action Type: Public Investment

Funding Level: $$

Time Frame: Year 6-10

The section of Willard Street between Mayberry Street and West Washington Street runs north-south, parallel to a large berm that supports elevated railroad tracks to the east. The berm, as well as the right-of-way for Willard Street, is located within a designated railroad right-of-way owned by Norfolk–Southern Railroad. Willard Street serves as a major connector for residents in the Newtown and West Greenville areas and to the Swamp Rabbit Trail, but it lacks pedestrian and cyclist accommodations; it has no sidewalks or streetlights.



Key Recommendations:

- Install street lighting (this should continue the recommended lighting improvements to the West Washington Street underpass, §7.4.2)
- Install a ten-foot sidewalk along the entire length Willard Street between Mayberry Street and West Washington Street. Installing the sidepath within the railroad right-of-way–on either side of Willard Street–would be the most straight forward option, with the preferred location on the east side of the street so as to tie easily into the bicycle and pedestrian facilities along Mayberry and West Washington Streets and the Swamp Rabbit Trail. An alternative is to pursue an easement, or purchase additional right-of-way, to install a sidewalk along the edge of the privately-owned properties abutting Willard Street to the west.

Illustration of Proposed Improvements Along Willard Street

7.2.6: Construct a neighborhood bike route network

Responsible Agent(s): City of Greenville / Bicycle Organizations

Action Type: Public Investment

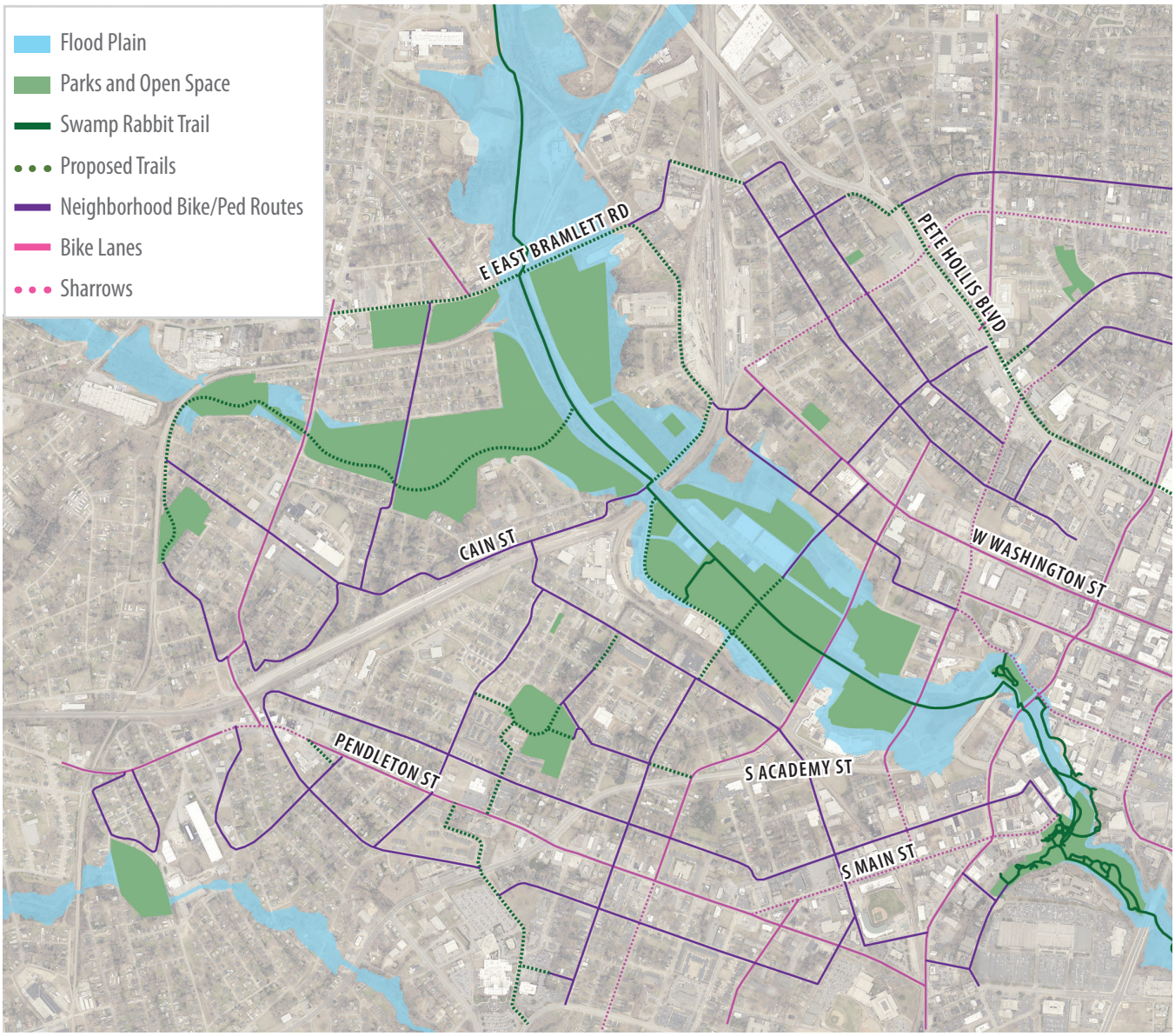
Funding Level: $

Time Frame: Year1-5

Some cyclists, especially children and less-experienced riders, may not feel comfortable using bike lanes on major streets. Instead, this plan recommends utilizing low-speed, low-volume, residential streets designated as neighborhood bike routes (also known as "bicycle boulevards," "neighborhood bikeways," and "neighborhood greenways") to serve as a low-stress, child- and family-friendly alternative.

Neighborhood bike routes incorporate cost-effective and less physically-intrusive treatments than bike lanes and cycle tracks. The City of Greenville Bicycle Master Plan and the NACTO Urban Bikeway Design Guide[3] contain detailed guidance for the development of "bicycle boulevards." The City may use these resources in implementing a neighborhood bike route network within the West Side

3 National Association of City Transportation Officials, http://nacto.org/cities-for-cycling/design-guide/



Proposed Bicycle Network: This map shows the proposed overall bicycle network in the West Side, including a system of neighborhood bike routes.

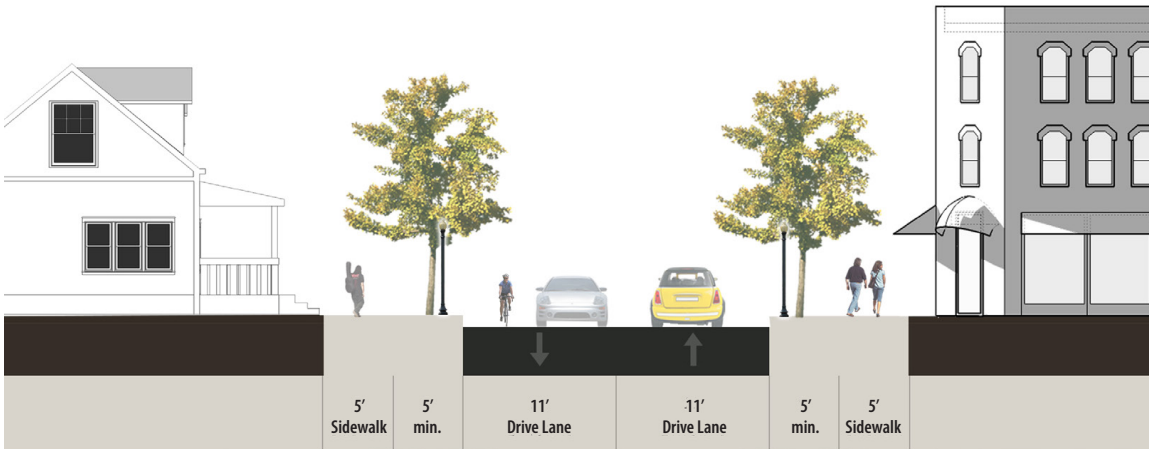
Source: all images on this page from nacto.org

Examples of Neighborhood Bike Routes

neighborhoods with the understanding that these routes should complement the City's overall bikeway network on major streets, and not serve as a substitute.

Within the West Side, the proposed network of neighborhood bike routes would provide parallel, alternative bike routes to major streets such as Pete Hollis Boulevard and South Academy Street. It would also provide north-south and east-west connections to key destinations such as the Swamp Rabbit Trail, local schools, the Village of West Greenville, the West End commercial district, Downtown Greenville and St. Francis Hospital.

Residents living along neighborhood bike routes in the West Side would also benefit from reduced vehicle speeds and less through-traffic. Pedestrians and other users would benefit from neighborhood bike route treatments as well, for example by improving the crossing environment where routes meet major streets and by slowing traffic on neighborhood streets.



Typical Residential Street/Neighborhood Bike Route: This graphic illustrates a recommended design for new or reconstructed residential streets, including designated neighborhood bike routes. Existing residential streets should be evaluated as they come up for repaving and/or improvements to look for opportunities to add sidewalks, street trees, or repurpose parts of the road for enhanced pedestrian and bicycle accommodations. This street section is shown as a template that may require modification based on the context and right-of-way width. In general, a 5-foot sidewalk and 5-foot planting strip should be considered a minimum for both new construction and existing streets.

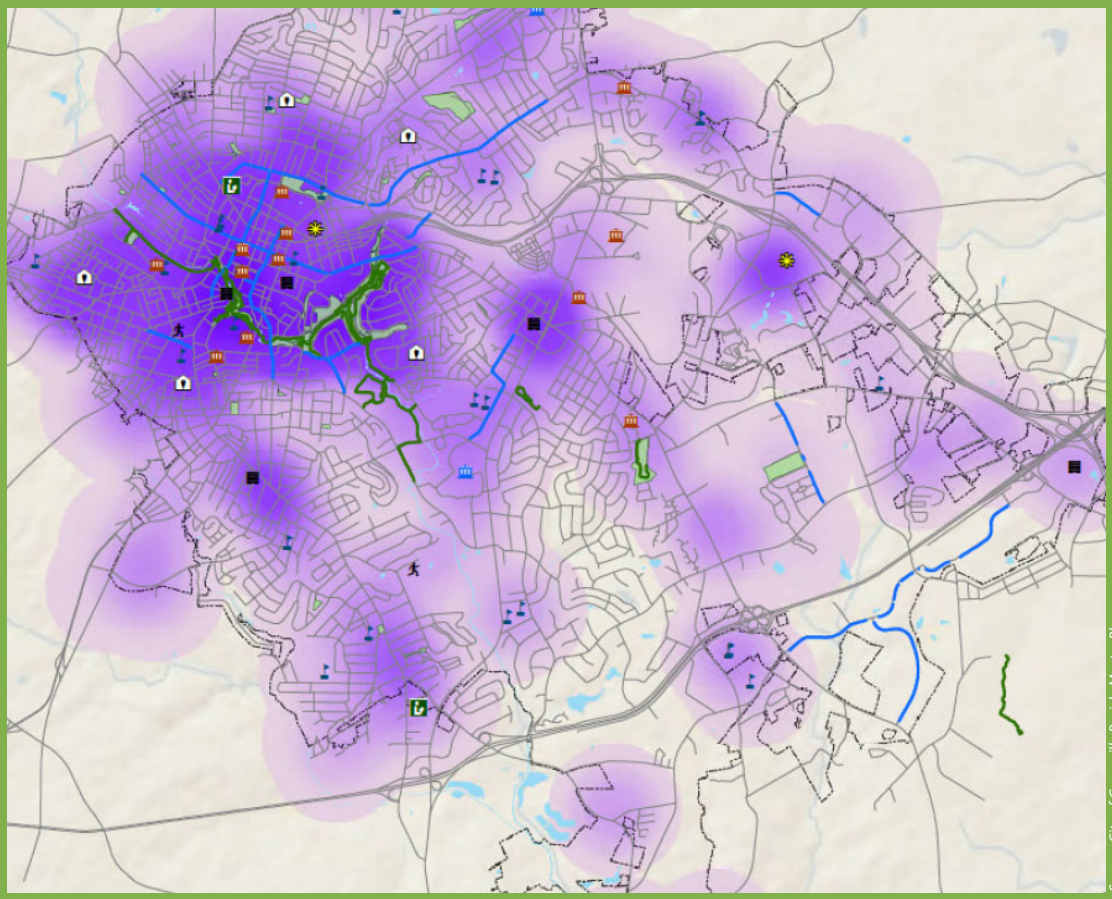
Relative Demand for Walking and Biking Access to Destinations

(adapted from the 2011 City of Greenville Bicycle Master Plan)

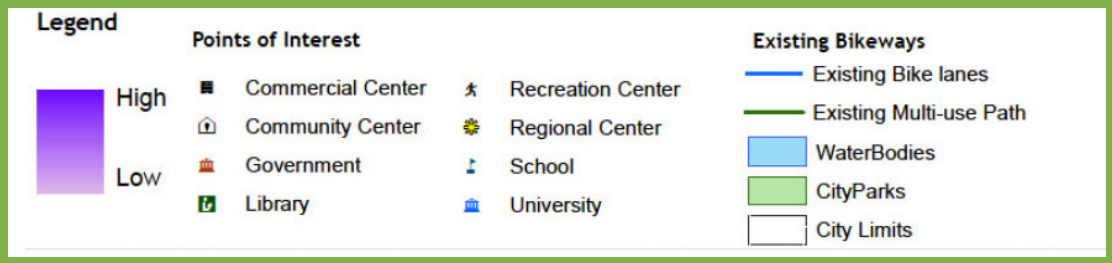
Active transportation (walking and biking) demand potential in Greenville was analyzed based on the "relative attractiveness" for biking and walking access to key destinations in the area. Each destination will generate potential demand from within a "comfortable" walking or cycling radius – the amount of that demand depends on the relative strength of the attractor to walking and biking, its geographic proximity to potential users, and conglomerations of multiple attractions.

Relative attractiveness for walking and biking access is represented by a multiplier that rates the attraction of one destination compared to another and is based on experience in other cities in the U.S. For example, a recreation center is likely to be more attractive than a government building.

GIS spatial analysis was used to model potential active transportation demands in Greenville. Areas of highest potential demand destinations are shown in darkest purple on the map below. Not surprisingly, the areas of highest walking and biking demand are on the West Side and downtown, and along major roadways leading out of the downtown area.



Source: City of Greenville Bicycle Master Plan



7.3: Programs to Promote Active Transportation

Holistic approaches to building a more active bicycling and walking culture should focus on the "6 Es" approach: Engineering, Education, Encouragement, Enforcement, Evaluation, and Equity. The recommendations in previous sections primarily focus on infrastructure interventions, or the "Engineering" component of mobility. The following section seeks to explore potential action items that address the remaining five components. The recommendations suggest ways for West Side residents, stakeholder organizations, and local partners to promote walking and biking as a healthy, low-cost choice for getting around the city every day.

7.3.1: Expand Safe Routes to School program

Responsible Agent(s): School District, Upstate Forever, SCDOT, City of Greenville (Public Works, Engineering, Transportation, Police)

Action Type: Programs & Policy

Funding Level: $ for program; $$ for infrastructure

Time Frame: Year 1-5; On-going

There are a number of schools within the West Side that serve students from the local neighborhoods, as well as students from outside the West Side. Throughout the planning process of this comprehensive plan, residents identified walking and biking to neighborhood schools as a priority. As recommended in Greenville's Bicycle Master Plan, "helping children walk and bicycle to school is good for children's health and can reduce congestion, traffic dangers, and air pollution caused by parents driving children to school." Additionally, promoting walking and biking to schools with parents and older siblings helps to improve the culture of walking and biking in general, as well as create a safer neighborhood by providing more "eyes on the street."

A Community Transformation grant was awarded to Greenville County in 2012. In partnership with a local non-profit, Upstate Forever, this grant funded safe route travel plans for five elementary schools, and identified program and infrastructure needs to promote walking and biking to schools. The results of this study will serve as a model program to implement in the West Side.

Key Recommendations:

- Strengthen the existing Safe Routes to School program through Greenville County and Upstate Forever; and expand those efforts to include schools within the West Side.
- Develop a detailed infrastructure and program improvement plan for schools in the study area, including cost estimates and a prioritized project list. This improvement plan will serve as a blueprint for future investments, and can be used to apply for further grant funding.
- Residents may support their local schools by coordinating with the City of Greenville and SCDOT's Safe Routes to School (SRTS) Program to identify funding to assess and improve walking and biking conditions around schools, including education, encouragement, and enforcement programs.

7.3.2: Increase access to bikeshare

Responsible Agent(s): Upstate Forever and Community Partners

Action Type: Programs & Policy

Funding Level: $

Time Frame: Year 1-5; On-going

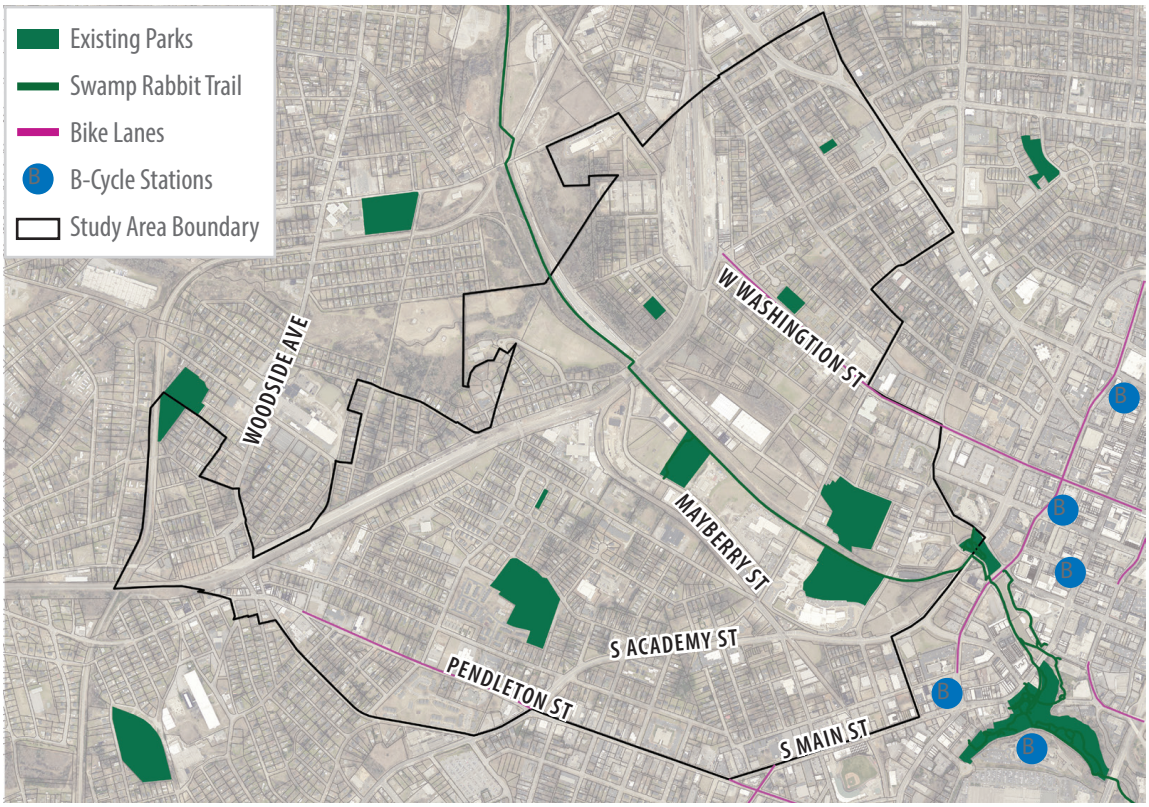
Greenville's bike share system, Greenville B-Cycle, is operated by Upstate Forever and funded by a federal Jobs Access and Reverse Commute grant. The program currently has six B-Stations, all located in downtown. The program is actively seeking ways to attract low-income users, as well as to expand access. The plan is to add stops every year for at least the first five years.

Key barriers to bike share for low income communities include financial impediments, lack of bicycle facilities, and few bike share stations nearby. Approaches to improving access include changes in station siting, bike infrastructure enhancements, financial models to increase access, and outreach and marketing.[4]

This plan recommends that Upstate Forever and stakeholders in the West Side neighborhoods continue to work together on strategies to increase bike share usage and accessibility for area residents, visitors, workers, and students.

B-Cycle Stop in West End

4 Getting the Wheels Rolling: A Guide to Using Policy to Create Bicycle Friendly Communities (page 83; changelabsolutions.org)

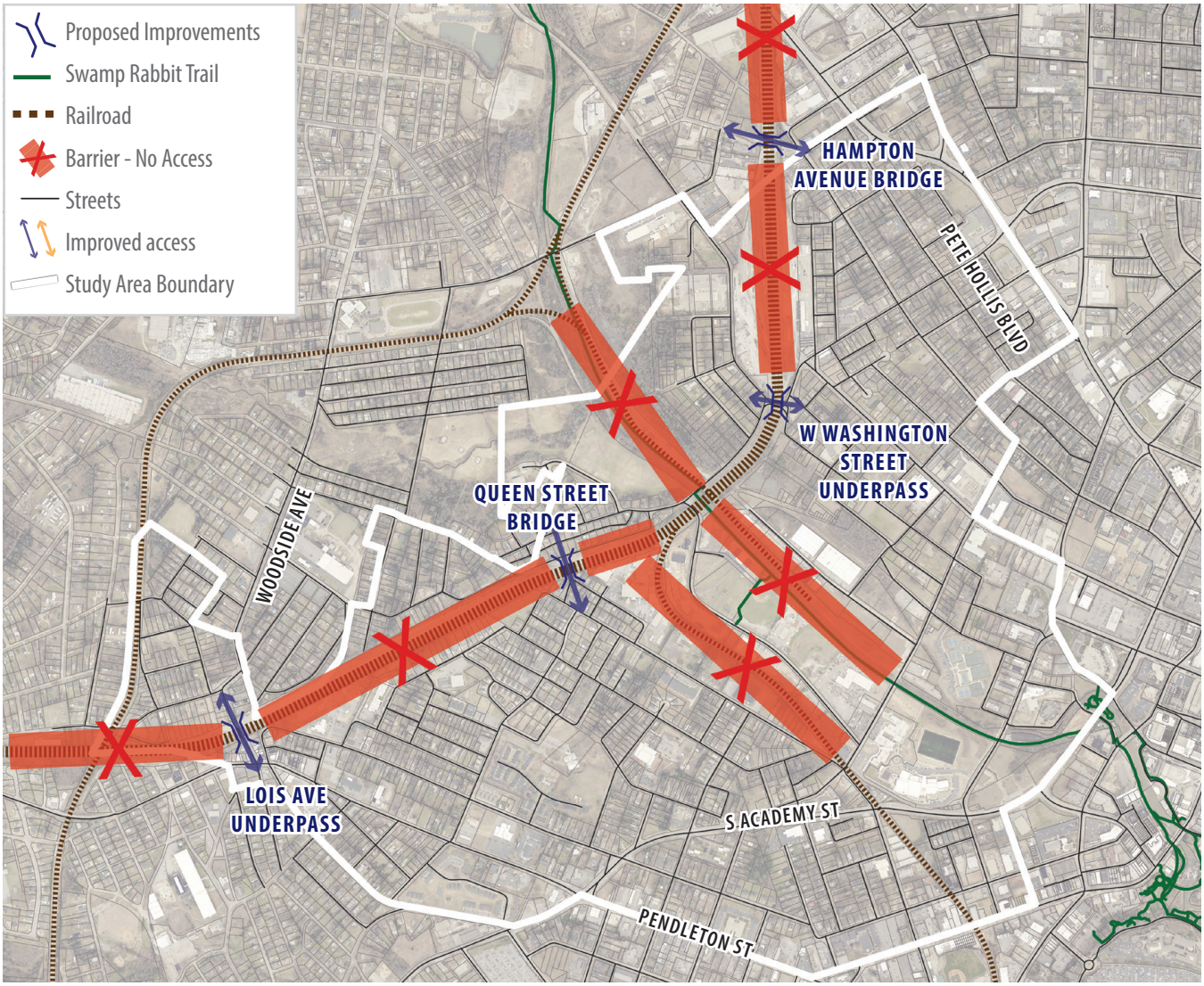


Greenville's Existing Bikeshare Network Map in relation to the West Side project area

7.4: Connections Over and Under the Railroad

The railroad infrastructure forms a significant barrier within the West Side, isolating large portions of the Southernside and West Greenville neighborhoods. Limited crossing opportunities for vehicles and even more limited opportunities for pedestrians and cyclists divides the area into separate neighborhoods with long distances between crossings. The railroad also discourages unauthorized crossings by pedestrians and cyclists, and is not likely to permit additional crossing opportunities, especially if they are not grade-separated, such as through a bridge or tunnel. While some connections exist over or under the rail line, most feel unsafe for pedestrians and cyclists.

Improving the connections over and under the railroad tracks is a critical component to creating a cohesive, equitable, and effective mobility network in the West Side. Additionally, enhancing bridges and underpasses to serve as gateways presents an opportunity to celebrate the history of the neighborhoods.



Map Showing Access Barriers and Bridge/Tunnel Improvement Opportunities

7.4.1: Improve the Queen Street bridge

Responsible Agent(s): City of Greenville

Action Type: Public Investment

Funding Level: $-$$

Time Frame: Year 6-10

The Queen Street bridge was recently re-opened after repairs to address structural deficiencies. The connection is a critical access point for residents in the Woodside Mill area to reach everyday goods and services.

Although now structurally sound, the current bridge on Queen Street does not provide comfortable or attractive accessibility for pedestrians or cyclists; the bridge deck and sidewalks are narrow, the pavement condition is poor, and access to the bridge is compromised for pedestrians by the guardrail placement. While the bridge design is historic in its fundamental form and should be preserved, the surfaces are worn and deteriorated.

Key Recommendations

- Improve walkways and pedestrian access leading up to either side of the bridge and increase lighting for night-time users
- Install sharrows on the vehicle lanes to facilitate biking and walking
- Improve pavement surface on the bridge for more comfortable motor vehicle and bicycle access
- Include aesthetic upgrades to the bridge (including local art, if possible) to celebrate the West Side neighborhoods and make the bridge a more appealing gateway to adjacent neighborhoods

Illustration of Proposed Improvements of the Queen Street Bridge

Existing Street Network Around the West Washington Street Underpass

Proposed Street Network and Potential Redevelopment Sites Around the West Washington Street Underpass, including realignment of West Washington Street using Shirley Street

7.4.2: Improve the West Washington Street underpass

Responsible Agent(s): City of Greenville, Private Development Partners

Action Type: Public Investment

Funding Level: $$-$$$

Time Frame: Year 6-10

Today, the West Washington Street underpass feels unsafe, especially at night as it is unlit. Furthermore, because of the tight turns approaching the underpass, there is very limited sight distance for approaching motorists or cyclists.

This crossing serves approximately 2,000 to 3,000 vehicles per day, which makes it feasible to improve accommodations for pedestrians and cyclists and enhance safety for motorists.

Key Recommendations

- Some aesthetic improvements to the underpass, such as lighting and decorative wall murals, would help the underpass feel safer and provide a visual connection to the neighborhood.
- To create safer sight line for vehicles entering the underpass, it is recommended that West Washington Street be realigned along Shirley Street. This would straighten the approach on the southeast side of the underpass as well as create a redevelopment site on the west side of the street.

West Washington Underpass: Existing Conditions:

Conceptual Illustration of Proposed Improvements to West Washington Underpass:

7.4.3: Improve the Lois Avenue / Woodside Avenue underpass

Responsible Agent(s): City of Greenville

Action Type: Public Investment

Funding Level:$-$$

Time Frame: Year 1-5

The current underpass at Lois Avenue/ Woodside Avenue is two travel lanes in width, and does not include separate bicycle facilities or comfortable sidewalks. The following recommendations reallocate the pavement to provide dedicated bicycle space and improved pedestrian space, and capitalize on its location to adorn it as a gateway to the Village of West Greenville.

Key Recommendations

- Install lighting to provide a safer and more inviting pedestrian connection
- Stripe bike lanes or install shared lane markings, or "sharrows," to send a consistent message to motorists to expect cyclists and that the road should be shared
- Improve and mark stormwater grates (bring them up to grade and use bicycle-safe grate covers) at the approaches to the underpass to provide safe passage for cyclists
- Install a mural and lighting on the underpass structure to celebrate the history of the surrounding area and serve as a gateway to the Village–artistic treatments may be refined by area artists and implemented with the help of local residents and students

Conceptual Illustration of Proposed Improvements to Louis Avenue / Woodside Avenue Underpass

7.4.4: Rebuild the Hampton Avenue bridge

Responsible Agent(s): SCDOT

Action Type: Public Investment

Funding Level: $$$-$$$$

Time Frame: Year 6-10

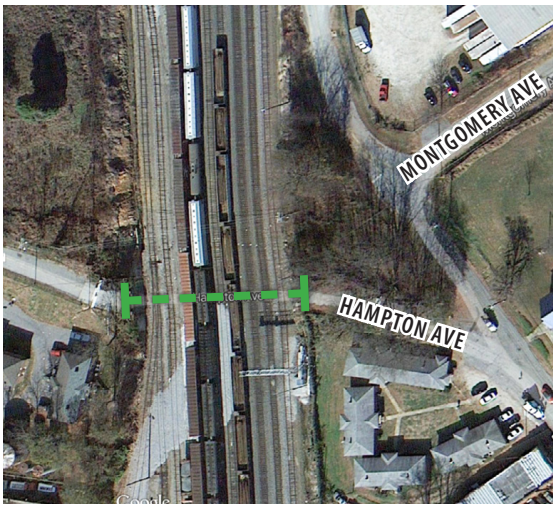
In September 2012, the Hampton Avenue bridge was demolished after SCDOT determined that it was "fracture critical" and therefore unsafe for use. State and local leaders have filed a complaint that "alleges that the Department of Transportation denied residents the chance to be involved in the decision to demolish the bridge because of their race and income level — violating Title VI of the Civil Rights Act."[5] The Federal Highway Administration's Office of Civil Rights is currently conducting an investigation.

This plan recognizes that the lack of a bridge connection at this location has significant equity, safety, and connectivity implications for Southernside. This gap lengthens emergency response time and limits other public services, including transit and sanitation. Previously, the bridge also provided a key parallel low-speed, low-volume alternative to Pete Hollis Boulevard for motorists, cyclists, and pedestrians.

5 Lee, A. (August 21, 2013). "Southernside bridge removal spurs civl rights probe." Greenville Online. http://www.greenvilleonline.com/article/20130801/NEWS09/308010098/

Key Recommendations

It is recommended that a new crossing of the railroad at Hampton Avenue be created to replace the bridge that was removed. The crossing could be pedestrian and bicycle only, or allow for emergency vehicles as well. If designed for emergency vehicles, consideration should be given to constructing the new bridge with the ability to accommodate two lanes of vehicular traffic. Given that the increment of additional cost for construction would not be significant, this would provide flexibility should the community desire to reopen the bridge for vehicle traffic in the future.

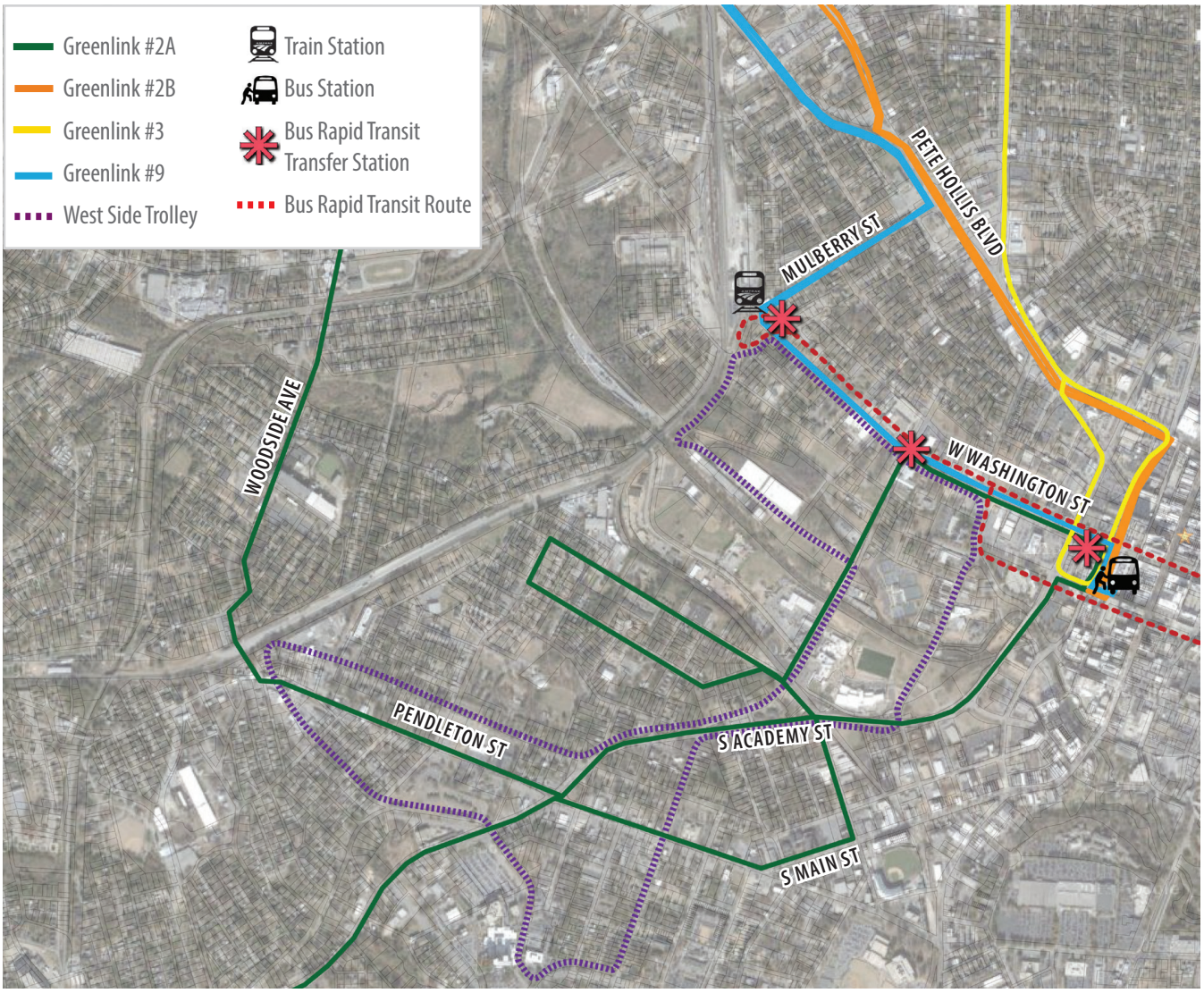


Hampton Avenue Overpass - Existing Conditions

7.5: Transit Recommendations

Greenlink is the transit provider for Greenville County, serving 11 fixed transit routes within the City of Greenville and throughout Greenville County and Pickens County. While the current transit system serves various major regional destinations—such as Clemson University, Clemson University International Center for Automotive Research (CU-ICAR), downtown, Fluor Field, and St. Francis Hospital—the routes and operational hours limit transit as a viable option for many residents and visitors in the West Side.

The transit recommendations for the West Side seek to utilize public transportation as a key component to revitalize the area by expanding existing service and phasing introduction of a bus rapid transit (BRT) line. These improvements are coordinated with the street design recommendations (§7.2) to form a comprehensive transportation network with options for all users.



Map of Proposed Transit Routes

7.5.1: Increase local bus route coverage and frequency

Responsible Agent(s): Greenlink

Action Type: Public Investment

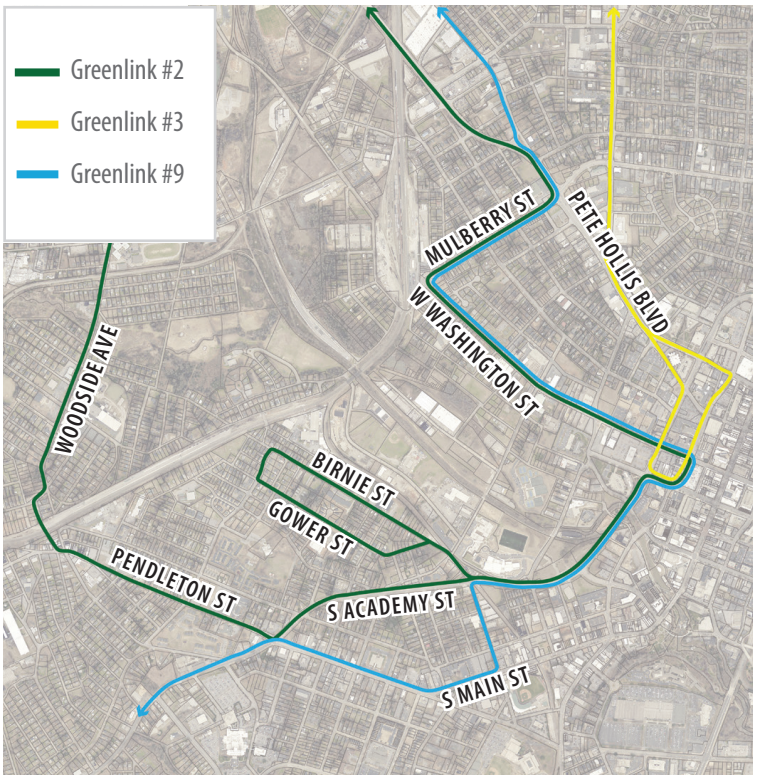
Funding Level: $-$$

Time Frame: Year 1-5

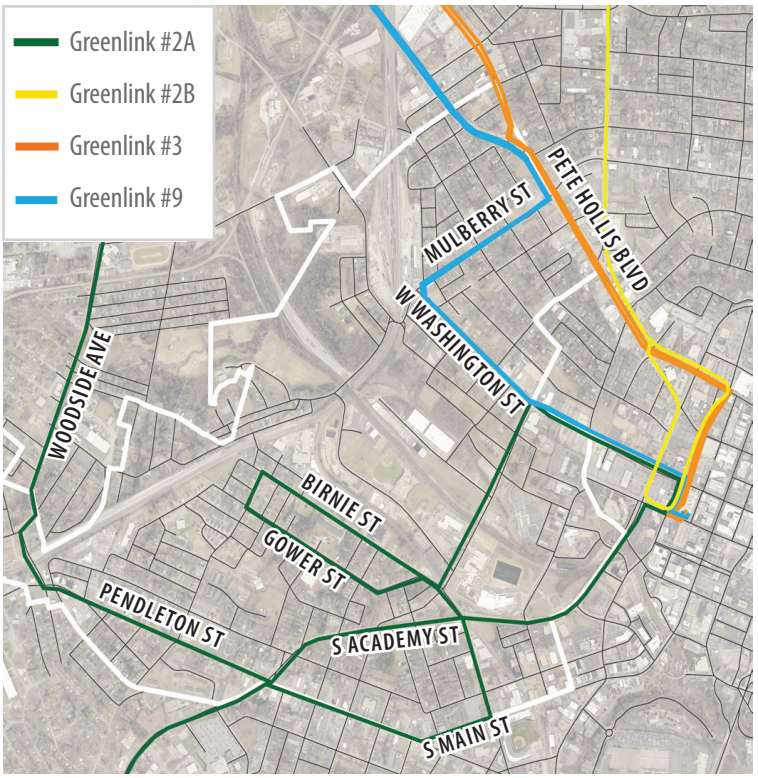
Within the West Side project area, buses operate Monday through Friday from 5:30 am to 7:30 pm for Routes 2 and 9 and on Saturday from 8:30 am to 6:30 pm, with no service on Sundays and holidays. All buses currently operate on 60-minute headways (frequency of service).

As shown in the diagram of current and proposed routes, the current alignments and low route frequencies provide limited direct service to key destinations within the project area. This plan recommends geographical route modifications that would provide direct service to key destinations such as the Kroc Center and A.J. Whittenberg Elementary School, and schedule modifications that would accommodate employees working shift hours and late-night visitors to nearby entertainment and arts districts, as follows:

- Split Route 2 into two separate routes, combining portions of existing Routes 9 with Route 2A serving the western portion of the project area, and Route 2B serving the eastern portion of the project area. The modified, shorter Route 9 would focus most of its service along West Washington Street, Pete Hollis Boulevard and West Parker Road.
- Operate Route 2 headways at 20/30 minutes and Route 9 headways at 15/20 minutes (peak/off-peak, respectively)
- Extend hours of operation for both routes to 5:00 am – 11:00 pm
- Conduct a boarding study to determine levels of bus stop utilization to provide guidance for best capturing ridership
- Perform a bus stop inventory and prioritize improvements such as shelters and benches based on utilization.



Existing Bus Routes



Proposed Changes to the Bus Routes

7.5.2: Introduce a West Side trolley route

Responsible Agent(s): Greenlink

Action Type: Public Investment

Funding Level: $$

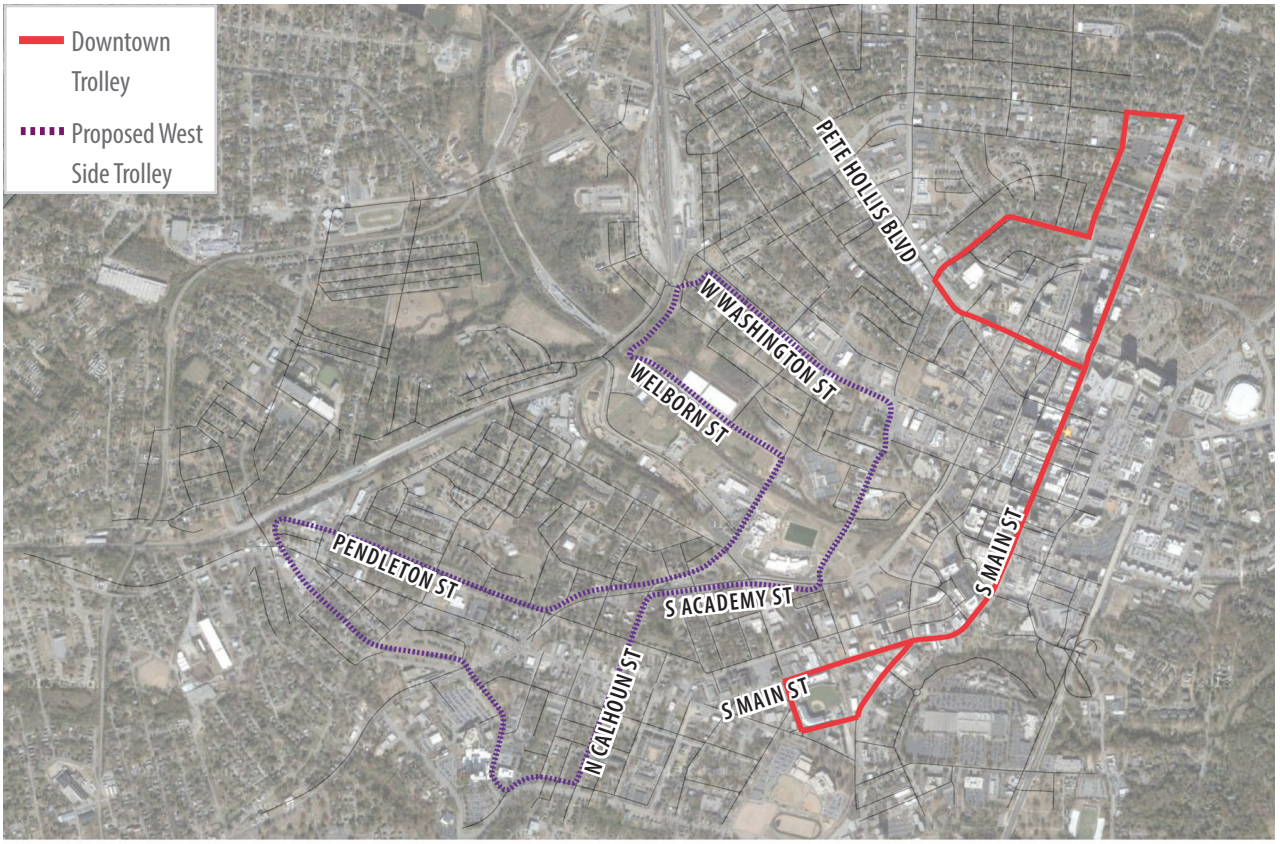
Time Frame: Year 1-5

While the proposed local route modifications (§7.5.1) would improve neighborhood residents' ability to reach city and regional destinations, improvements are necessary to provide more direct links to destinations within the West Side neighborhoods.

The City of Greenville already has invested in the Downtown Trolley, which is free to ride and runs limited hours Thursday through Sunday from Greenville Drive Stadium at the south end of the route to Earle Street at the north end.[6] The following recommendations for a West Side Trolley would build on this success:

- Introduce a West Side Trolley service that provides a direct link to the Kroc Center, the West Greenville Community Center, and St. Francis Hospital, in addition to the Village of West Greenville
- The proposed Trolley Service would operate on 10/15 minute headways (peak/off-peak, respectively) starting at 5:00 am and ending at 11:00 pm. It would connect into the new transfer center proposed at West Washington Street and Mulberry Street(§7.5.3, §10.7) to provide direct connection to modified bus Routes 2A and 9 (§7.5.1)
- Curb-side platforms would provide safe pedestrian connections, as well as a location for automated ticket machines, variable information message boards, and Close Circuit Television (CCTV)
- The proposed trolley service would not be free unless private funding is secured to support the operation

6 Department of Public Works, Downtown Trolley http://www.greenvillesc.gov/publicworks/trolley.aspx



Proposed West Side Trolley and Existing Downtown Trolley Routes

7.5.3: Phase implementation of bus rapid transit on West Washington Street

Responsible Agent(s): Greenlink

Action Type: Public Investment

Funding Level: $$ for Phase 1; $$$$ for Phase 2

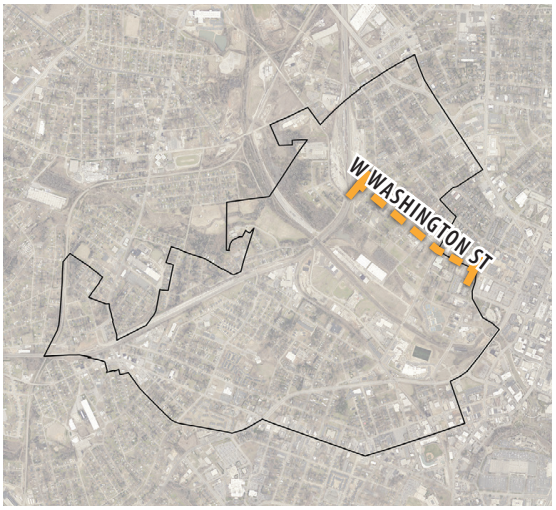
Time Frame: Year 6-10 for Phase 1; Year 16-20 for Phase 2

Currently, the section of West Washington Street between Broad/Butler Street and the Amtrak station, is an underutilized 3-lane road. Vehicular count data near the station shows approximately 2,500 vehicles per day (2012 GPATS data) which indicates that the road is carrying much less traffic than its designed capacity. Based on recommendations in the *West Washington Street Redevelopment Plan*, the City of Greenville recently made minor streetscape improvements.

The *Bus Rapid Transit (BRT) and Transit-Oriented Economic Development (TOD) Feasibility Analysis* recommends a BRT alignment along West Washington Street. As the City explores the implementation of BRT along this corridor through a phased approach as detailed below, additional minor improvements may be made in the short-term. These inexpensive improvements, as shown in the accompanying "pre-BRT" street section designs, would help the corridor's capacity to support mixed-use development and better serve all users.

The BRT study identified two sites for potential stations in the West Side: the Amtrak Station; and the intersection at Hudson Street. Based on the development strategies detailed in §10.7.3, this plan recommends that the West Washington Street BRT station/transfer center be located at the Amtrak Station, which would provide a multitude of opportunities for TOD and actual station platform locations.

In regards to implementing BRT lanes along West Washington, it is recommended that the first phase be implemented with outside lanes and curb stops. Two options are proposed for phase two, one continuing the outside lanes with curb stops, and other relocating the BRT to a median center-running alignment. The latter is the preferred option, as it would provide the city with a higher level of service.

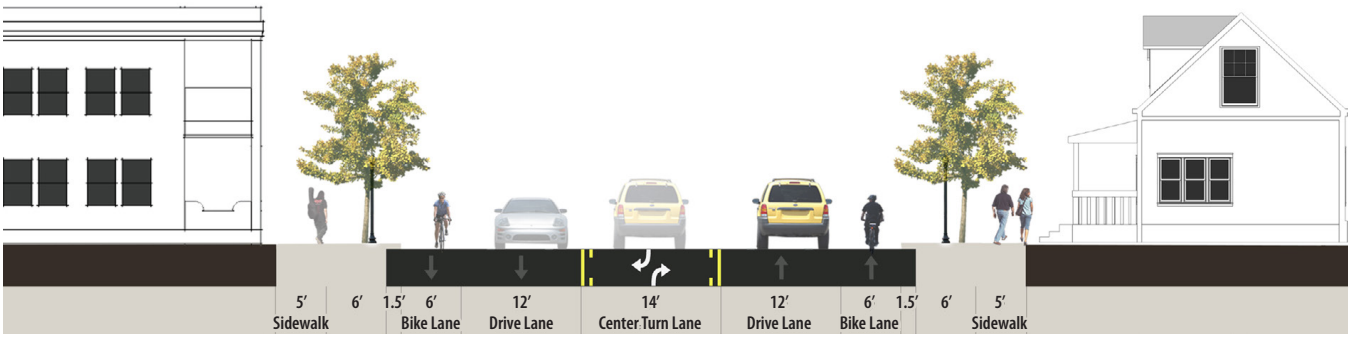


West Washington Street - Existing Conditions

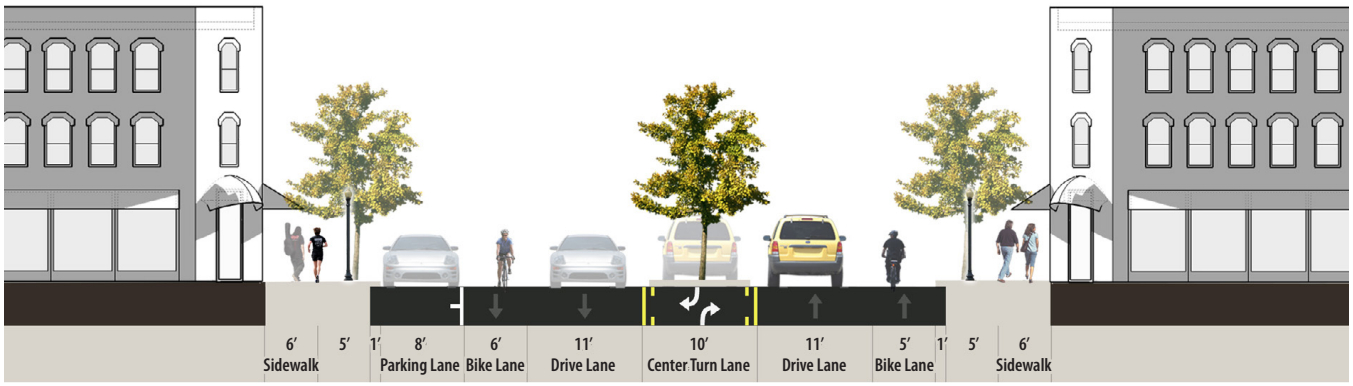
FTA Very Small Starts/MAP-21

The US Department of Transportion's Federal Transit Administration offers funding as the corridor develops with Transit Oriented Development and increases potential ridership. Funding should be sought to advance the proposed project through the newly adopted MAP-21 process. In addition, the short term recommendations could be advanced through the Very Small Starts program. This program also has been streamlined through MAP-21, including the efficiency of administering grant programs by consolidating several programs (Rural Area Formula Grant) and creating new programs (Transit-Oriented Development Planning Pilot). Both of these programs are examples of funding sources that could be used to implement some of the short term recommendations from the BRT and TOD Feasibility Analysis.

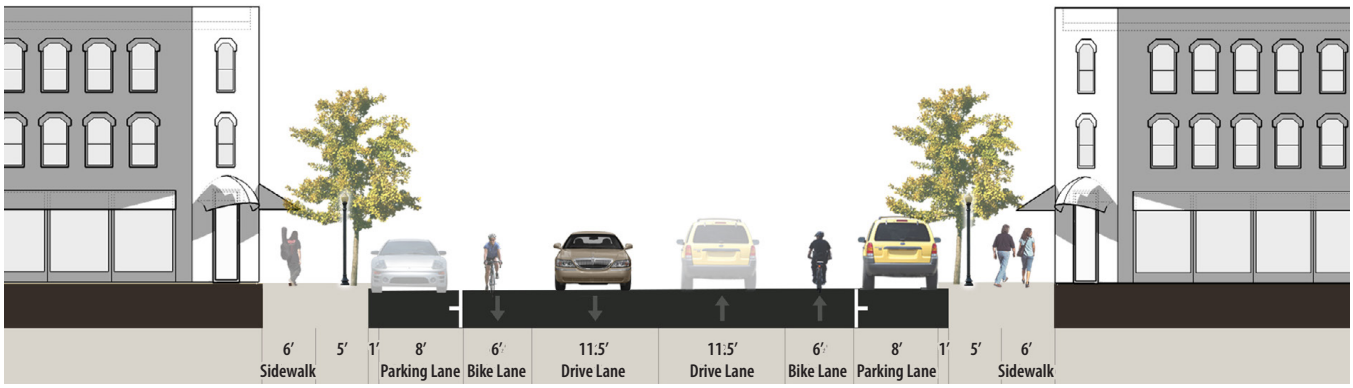
For more information: www.fta.dot.gov



West Washington Street - Existing Conditions



West Washington Street - Proposed Pre-BRT Design Changes (Option 1): Install a center planted median and continue the tree plantings along each side of the street.



West Washington Street - Proposed Pre-BRT Design Changes (Option 2): Re-stripe West Washington Street to a 2-lane street section with on-street parking on both sides of the street. This on-street parking would not only provide an additional buffer to the pedestrians on the sidewalk, but also support the development of local business.

Additionally, placing the BRT in the median, as oppose to along the curb, would provide a variety of advantages, including:

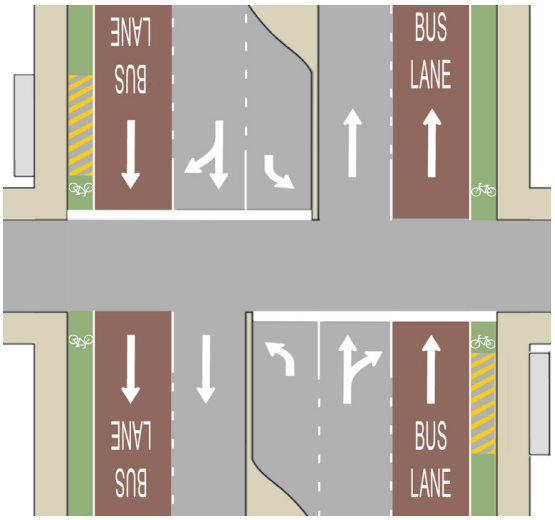
- Eliminating conflicts with right-turning vehicles and bicycles
- Avoiding access management issues with curb cuts
- Providing exclusive signal phasing for transit vehicles
- Breaking up wide streets in a way that can dramatically improve pedestrian crossing
- Increasing travel speeds, decreasing travel time, and enhancing the opportunity for transit riders to move from point A to point B.

Key Recommendations

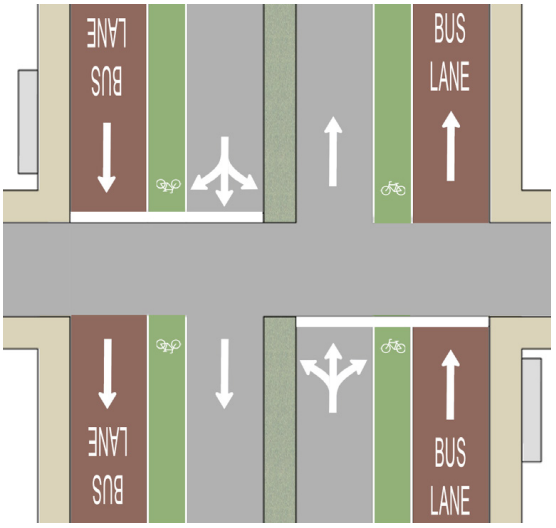
BRT could be introduced on West Washington Street using a phased approach, implementing inexpensive short-term improvements that would provide Greenlink the opportunity to enhance service for transit dependent riders and attract choice riders, before committing to longer-term infrastructure improvements.

BRT Implementation (Phase 1)

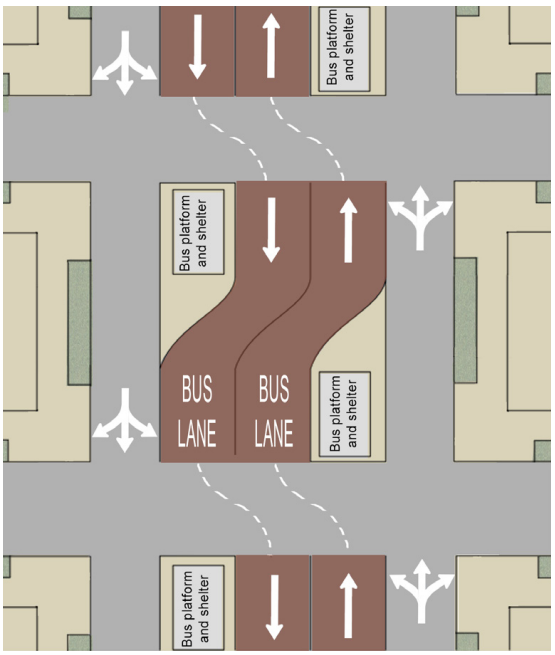
- Investigate and implement signal pre-emption at all of the signalized intersections along the West Washington Street BRT corridor
- Re-stripe curb running bus lanes along West Washington Street to allow for the introduction of BRT "light" operations in the corridor. The BRT vehicles would operate in their own bus lane or bus way, bypassing congestion with the assistance of the Traffic Signal Priority (TSP), or signal pre-emption, where BRT vehicles receive an extended green at traffic signals. This service would operate at 15/20 minute headways (peak/off-peak, respectively) with the opportunity to modify the headways as development occurs.



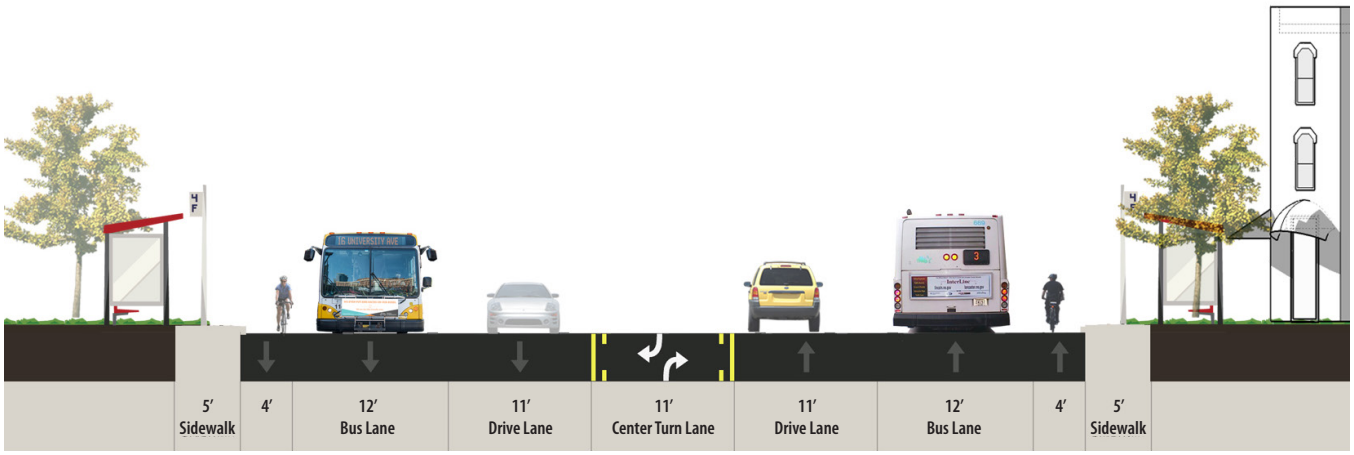
Phase 1 - BRT Stop Located at Curb - Option 1



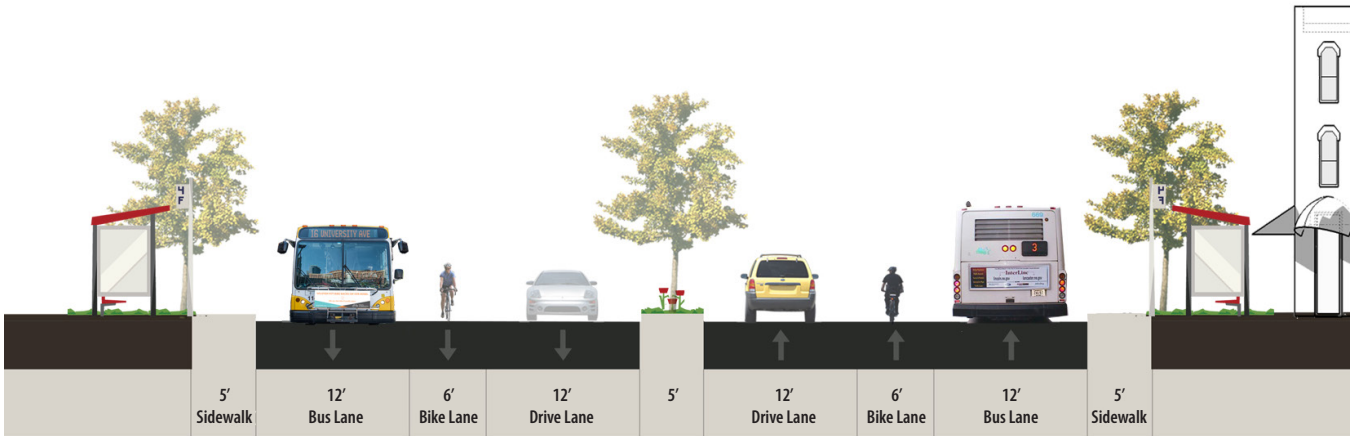
Phase 1 - BRT Stop Located at Curb - Option 2



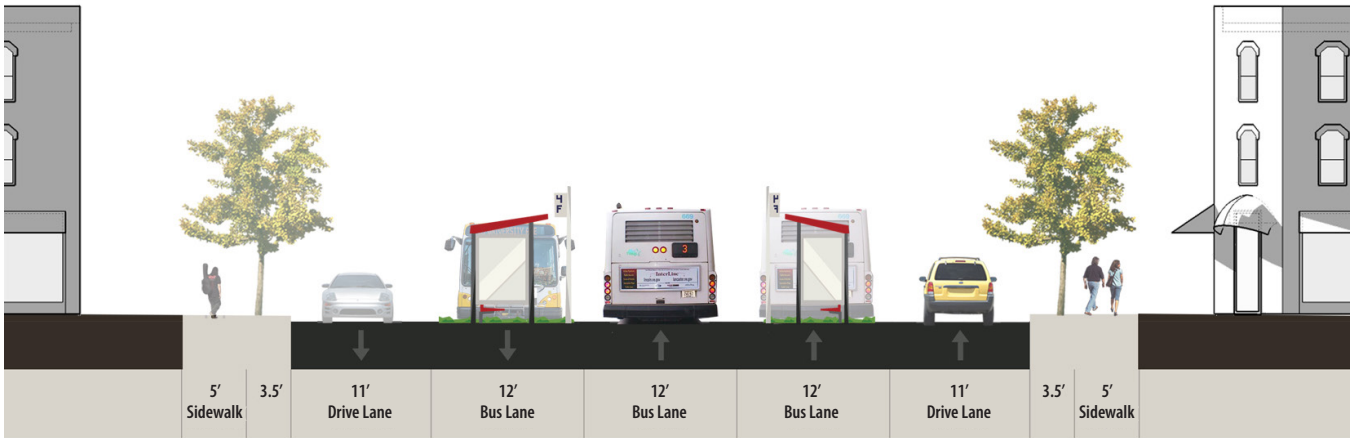
Phase 2 - BRT Stop Located in the Median



West Washington Street - Proposed BRT Implementation, Phase 1 - BRT Stop Located at Curb - Option 1: Section as illustrated could be accommodated within existing right-of-way, but would require widening of street and relocation of utility poles. To accommodate within existing street width, section could be modified by reducing travel, turn and bus lane widths, omitting dedicated bike lanes, and creating shared bike/bus lanes."



West Washington Street - Proposed BRT Implementation, Phase 1 - BRT Stop Located at Curb - Option 2: Section as illustrated could be accommodated within existing right-of-way, but would require widening of street and relocation of utility poles. To accommodate within existing street width, section could be modified by omitting dedicated bike lanes and creating shared bike/bus lanes.



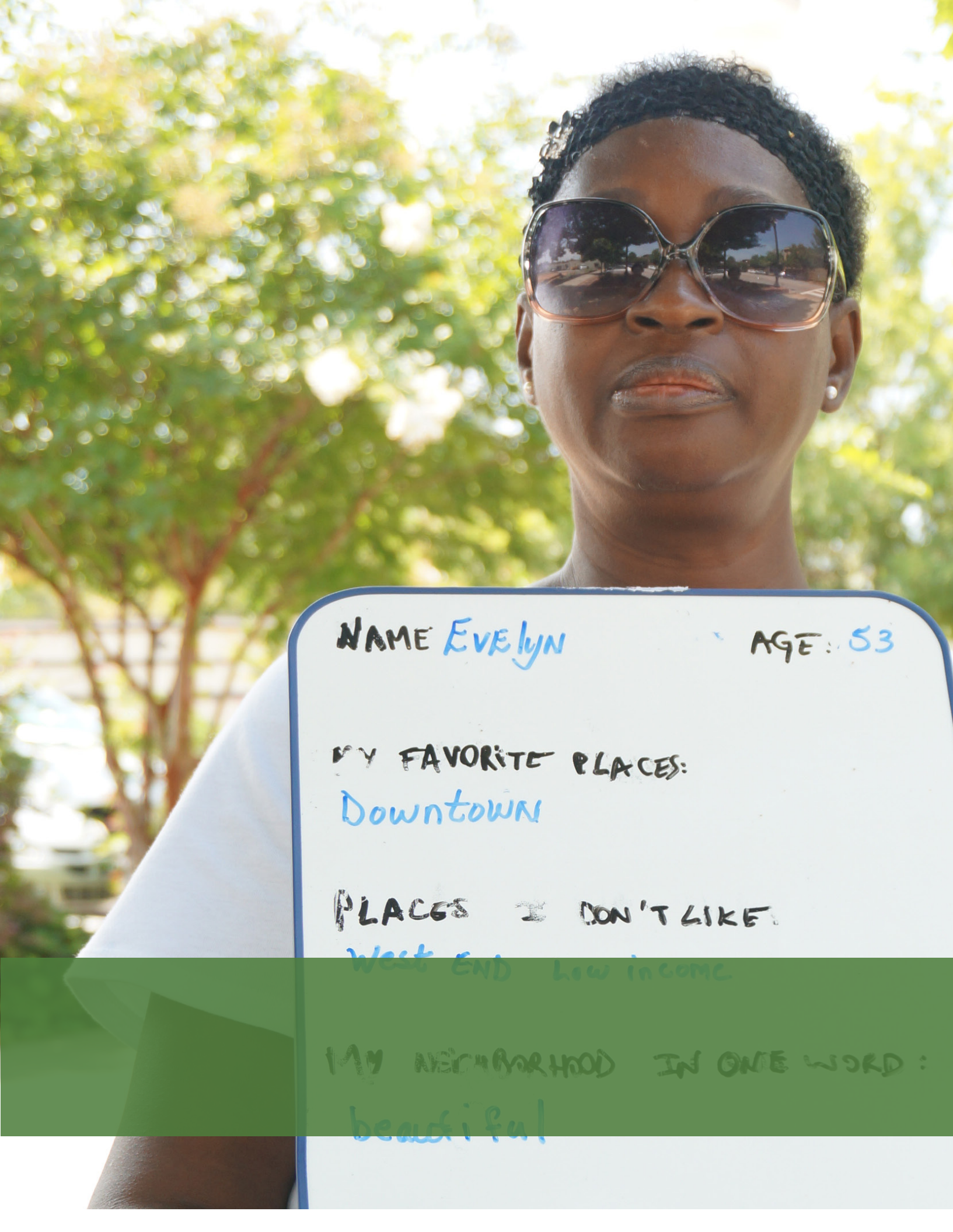
West Washington Street - Proposed BRT Implementation, Phase 2 - BRT Stop Located in the Medians: This full build-out scenario assumes significant increased density development along the corridor and at station areas. Section as illustrated could be accommodated within existing right-of-way, but would require widening of street and relocation of utility poles.

- Develop a unique brand for the BRT service to distinguish it from the local fixed bus route service
- Design and install branded station shelters that incorporate automated ticket machines, variable information message boards, and CCTV

BRT Implementation (Phase 2)

- Install dedicated BRT lanes in the median as the corridor redevelops and denser growth supports greater potential for ridership, with operation at 10/15 minute headways (peak/off-peak, respectively)
- Construct a BRT station/transfer center along West Washington between Hudson Street and Butler Avenue to provide a multitude of opportunities for TOD and station platform locations. Platforms would be in the median with pedestrian amenities providing safe connections to the platforms along with automated ticket machines, variable information message boards, and CCTV.
- Identify opportunities for eliminating BRT service during off peak hours to gain operation savings
- Investigate and assemble private funding and branding of routes, buses, station stops. One example of this is the Healthline in Cleveland, Ohio where local hospitals purchased the naming rights to help fund the line.[7]
- Explore funding sources, such as FTA Very Small Starts and MAP-21, to implement short term recommendations from BRT and TOD Feasibility Analysis
- FTA Very Small Starts Funding as corridor develops with TOD uses to help increase potential ridership

7 For more details see Urban Land Magazine, July 13, 2012. http://urbanland.uli.org/economy-markets-trends/healthline-drives-growth-in-cleveland/


NAME Evelyn
AGE: 53
MY FAVORITE PLACES:
Downtown
PLACES I DON'T LIKE
West End Low income
MY NEIGHBORHOOD IN ONE WORD:
beautiful

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Public Spaces & Infrastructure 8

8.1: Overview

The public investments recommended in this chapter focus on improvements to the public realm that will increase resident access to parks and protect the natural environment while improving stormwater and sewer services. This focus on green infrastructure will ensure responsible stewardship of the area's natural resources so that the Reedy River can be enjoyed by generations to come.

One element of making the West Side a child-friendly community is to ensure that all residents have access to a neighborhood park within a short walking distance of their home, ideally without crossing a major street. Studies suggest that a quarter-mile typcially is an acceptable distance "for parents taking toddlers and small children to a park for everyday outings and playgound opportunities."[1] Additionally, one of the key issues voiced by teenagers and young adults was the need for additional places for recreation and programming for their age group. Such places may be created by renovating existing parks and publicly accessible green space (§8.2), reclaiming floodway areas (§8.3.6), and leveraging shared-facilities. Other parks may be created

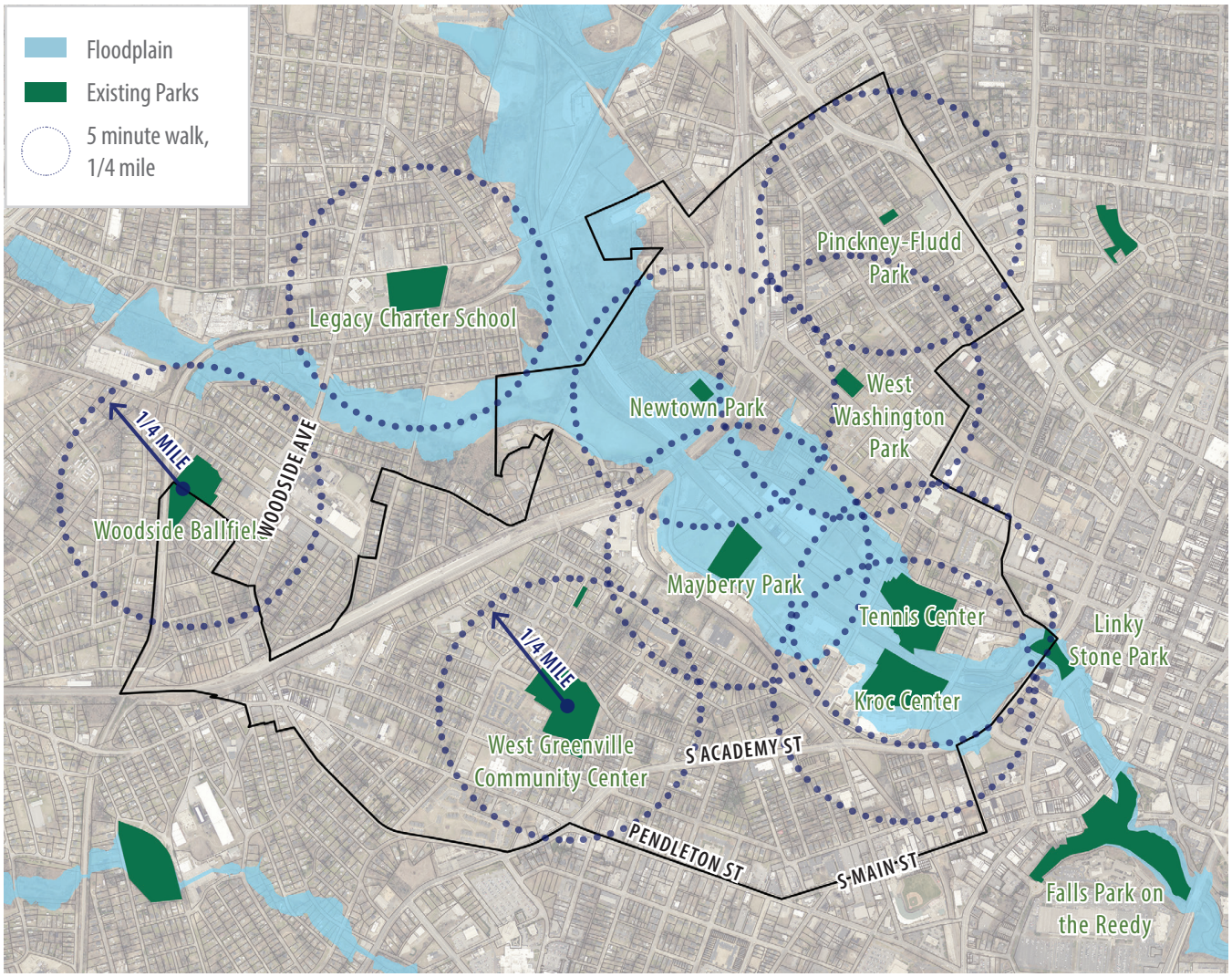
1 Wolch, J., Wilson, J., and Fehrenbach, J. (2002). *Parks and Park Funding in Los Angeles: An Equity Mapping Analysis.* University of Southern California Sustainable Cities Program. http://lusk.usc.edu/sites/default/files/working_papers/Wolch.parks_.pdf

Map Showing Proposed Natural Infrastructure Improvement Areas

in conjunction with private development (§8.3.5), or through neighborhood-based initiatives to create pocket parks (§8.3.4).

In addition to parks, the other component of the natural infrastructure that this plan addresses are waterways and associated floodplains. The responsible stormwater and sewer infrastructure upgrades proposed in this chapter (§8.4) support the development strategies presented in Chapter 10.

Soccer Fields at The Salvation Army Ray & Joan Kroc Corps Community Center



Walking Distance Analysis for Existing and Proposed Parks: This map shows how far a 1/4 mile walking radius extends from center nodes of the West Side neighborhoods.

Pickney-Fludd Park

West Washington Park

Newtown Park

8.2: Enhance Existing Public Spaces

Today, there are four neighborhood parks in the West Side: West Washington Park, Newtown Park, Pinckney-Fludd Park, and West Greenville Park, all of which are owned and operated by the City of Greenville. Additionally, the West Side contains a large community center, one of the most popular sections of the Swamp Rabbit Trail, as well as other membership-based recreational facilities. This section proposes specific improvements to these facilities that will support broader revitalization efforts.

8.2.1: Improve existing parks

Responsible Agent(s): City of Greenville, Greenville County, Residents, Development Partners

Action Type: Public Investment

Funding Level: $-$$$$

Time Frame: On-going

In general, comments from the community indicate a desire to make existing parks more accessible, open, and inviting for family use. Most of these goals may be obtained through Crime Prevention Through Environmental Design (CPTED). The general idea of CPTED is park and public space design can help to prevent crime.

Key Recommendations:

- Employ the main principles of CPTED in all public space improvements in the West Side neighborhoods to reduce crime or the threat of crime
- Complete a detailed analysis of all existing neighborhood parks with CPTED principles and guidelines in mind to identify areas for improvement
- Based on funding, implement site improvement plans for each park

Pinckney-Fludd Park: This park is adjacent to a distressed apartment complex and faces several vacant lots, though recently a few lots have been infilled with new homes. Neighbors have expressed concerns about noise at night, police calls, and a general sense of fear. Recommendations include:

- Update play facilities
- Install lighting fixtures
- Connect Fludd Street to Pete Hollis Boulevard in conjunction with redevelopment of Green Plaza (see §10.8 for details) to enliven the area

West Washington Street Park: This park is currently fenced in, making visitors feel unwelcome, and most of the surrounding houses turn their backs to it. Recommendations include:

- Update play facilities
- Make the park feel more open by removing fencing and providing additional access points from adjacent streets
- Encourage medium-density infill housing facing the park to add vibrancy and natural surveillance (see §10.6.3)

Newtown Park: This park, as well as the surrounding area, is underutilized. The plan recommends investment in Newtown Park to serve the new influx of residents as the surrounding Newtown area is redeveloped (§10.8). Recommendations include:

- Update play facilities
- Add a gazebo or other sheltered space to support gatherings

Newtown Park with new infill housing.

Falls Park

- Add spaces for active recreation, such as a playfield and/or a walking track
- Create a new connection to Swamp Rabbit Trail along Willard Street

West Greenville Community Center: The West Greenville Community Center and surrounding multi-acre park are operated by the City of Greenville. While a portion of the park is owned by the City, most of the park is located on a large parcel owned by the Greenville Housing Authority (infill strategies for this site are discussed in §10.3.3).

While the community center and park are assets to the neighborhood, both are substantially under-utilized, need upgrades, and should be better connected to the surrounding neighborhood. In particular, an unimproved street right-of-way and pedestrian bridge exists along the northern edge of the park between Douthit Street and Spencer Street. Yet, access to the bridge is not formalized from either street. Additionally, the bridge's width makes it difficult for bike usage.

Recommendations include:

- Redevelop portions of the western edge of the park site for housing (§10.3.3)
- Create an urban farming and education center at the community center (§6.3.1)
- Create a formalized east-west connection via Luther Street that would connect Queen Street with Manning Street
- Create a formal bicycle/pedestrian connection to the community center from Perry Avenue, Elmer Street, and on Luther Street
- Construct a new street, or improved bicycle/pedestrian connection, across the northern edge of the park property between Douthit and Spencer Streets, to improve access, visibility and safety

Curb cuts: Simply cutting this curb on Douthit Street would help increase access to the community center for parents with strollers, wheel chairs, cyclists, roller skaters and others with wheels

Increase Connections: Option A for Brookhaven Apartments is shown with increased connectivity to the community center

8.2.2: Improve community access to the Kroc Center

Responsible Agent(s): Kroc Center

Action Type: Programs & Policy

Funding Level: $

Time Frame: On-going

The recently-built Salvation Army Ray and Joan Kroc Corps Community Center (Kroc Center) attracts users from all over the Greenville area. The LEED-certified indoor facility offers a pool, gym, fitness center, conference center, performing arts and worship center, recreational, fitness and educational programming, and a Boys and Girls Club. The outdoor facilities include a tennis center and state-of-the-art soccer field, as well as associated classes and programs.

Although the Kroc Center is centrally-located in the West Side, unfriendly or unsafe street connections make it difficult for some residents to bike or walk from their homes to the facilities, especially if they have to cross a major arterial road like Academy Street. As the mobility infrastructure is improved (See Chapter 7), the Kroc Center will become more physically accessible to surrounding neighborhoods.

The Kroc Center is a faith-based, membership organization. The Kroc Center's vision is to ensure people from all socio-economic backgrounds have the opportunity to benefit from the facilities.[2] To this end, a variety of membership plans are available for individuals or families, including individual rates for children and teens, day passes, and discounted rates for lower-income households. Additionally, the Kroc Center has partnered with local schools, such as the Legacy Charter Schools and AJ Whittenberg Elementary School, to provide free tennis instruction and swimming lessons to students to increase access to the programs for children from lower-income households.

Public input during the design workshop revealed that some residents may be unaware of existing programs and/or availability of discounted membership plans. Therefore, it is recommended that the Kroc Center continue to promote available programs and affordable membership options to West Side residents, as well as seek other opportunities to partner with West Side organizations serving the area.

2 Kroc Center. Krocgreenville.org

A view of the Kroc Center from across the soccer field and the A.J. Whittenberg gardens

Source:Greenvilledailyphoto.com

Kroc Tennis Center Complex

8.2.3: Restore the historic ballfield in Woodside Village

Responsible Agent(s): Greenville County Recreational District, History/Historic Preservation Organizations, Residents, Community Leaders

Action Type: Public Investment

Funding Level: $$

Time Frame: Year 6-10

The historic baseball field in the Woodside Mill neighborhood near the intersection of Spring Street and Charles Street, owned by the Greenville County Recreation District, is rarely used and needs to be cleaned of collected trash and graffiti. The stands and dug-outs are below grade and separated by a wall from the adjacent residential areas, making the areas potentially attractive for illicit or unsafe activities. However, the ballfield is a true jewel within the West Side. Restoring it as an engaging public space would provide a strong anchor for the surrounding neighborhood.

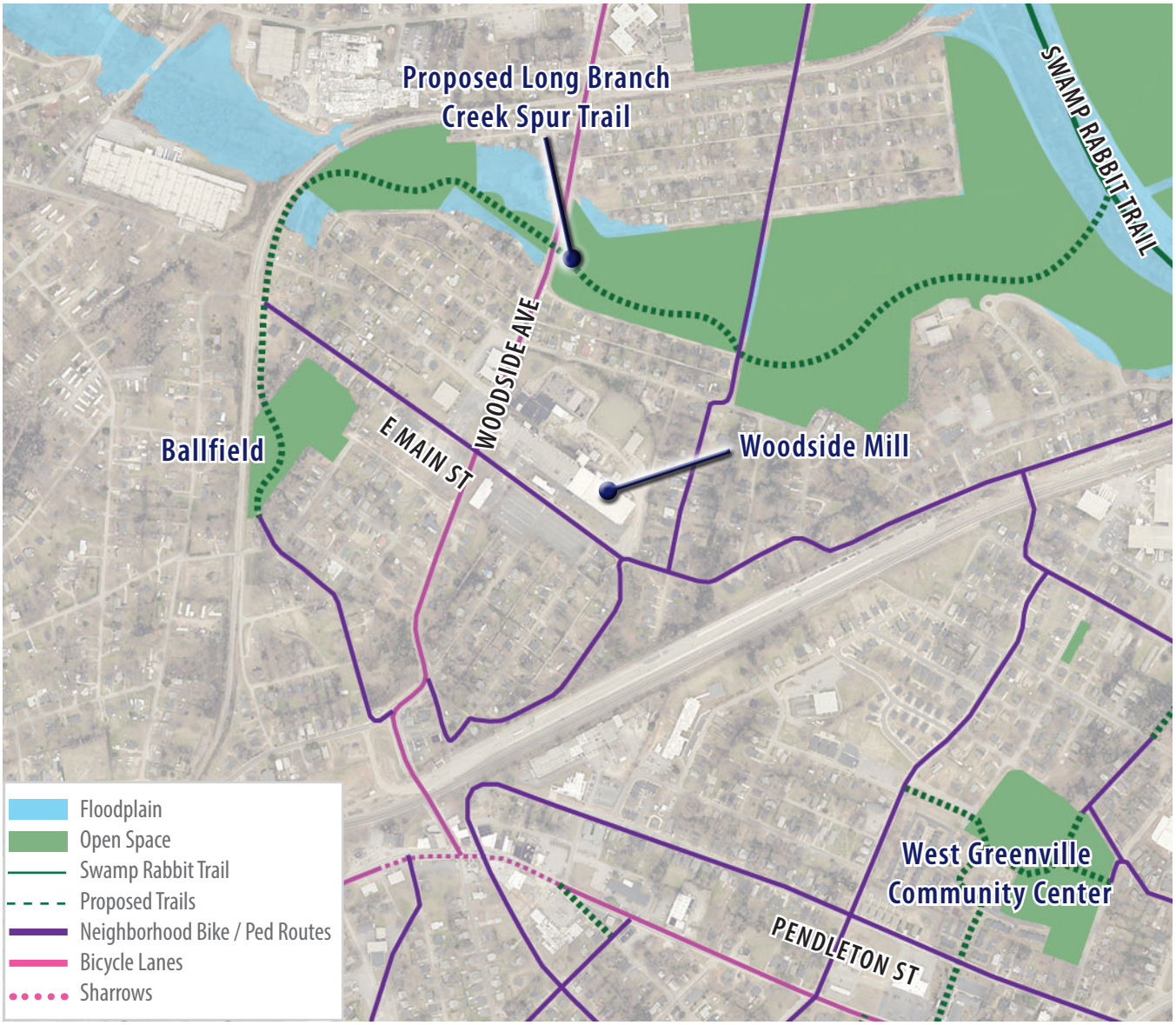
Key Recommendations:

- Identify state and local partners to renovate and program active and passive use of the ballfield. Partners may include tourism and historic agencies, baseball history organizations, and other community organizations. Consideration should be given to creating a "Friends of the Woodside Ballfield," a non-profit organization of interested groups and citizens, to take the lead in fundraising, community awareness, and continued support for the maintenance and use of the facility.
- Renovate the ballfield, walls, and dugout
- Provide organized programming at the field, including community events and provisions for informal use by neighborhood residents
- Create a small tot-lot or family-friendly park space area outside the field area or on adjacent land

Sourcemaps.google.com

Woodside Ballfield: The field was developed at the beginning of the 20th century to provide recreation and entertainment opportunities for mill workers and residents in the Woodside Mill Village. The baseball diamond and permanent stands, complete with dugouts and surrounding low brick walls, are a testament to the time when each mill supported their own baseball teams. The site likely hosted a semi-professional baseball team sponsored by the mill owners until the mid-1920s, and has historic ties to the local celebrity Shoeless Joe Jackson.

- Provide on-going maintenance and security for the field
- Connect the ballpark to the proposed Long Branch Creek trail spur that connects to the Swamp Rabbit Trail (§8.3.1)
- Work with property owners to create a pedestrian path along the creek to the rear of the homes along Spring Street between the ballpark and Woodlawn Avenue
- Provide a formal connection to the field from West Main Street to increase eyes on the park
- Provide signage and wayfinding for area residents and visitors to the area
- Conduct research on famous players who may have played at the field for interpretive signage and tours



Proposed improvements around the Woodside Mill neighborhood

8.2.4: Enhance the Swamp Rabbit Trail within the West Side

Responsible Agent(s): City of Greenville (Parks and Recreation), Greenville County Recreation District, Swamp Rabbit Trail Sponsors

Action Type: Public Investment

Funding Level: $$-$$$

Time Frame: Year 6-10

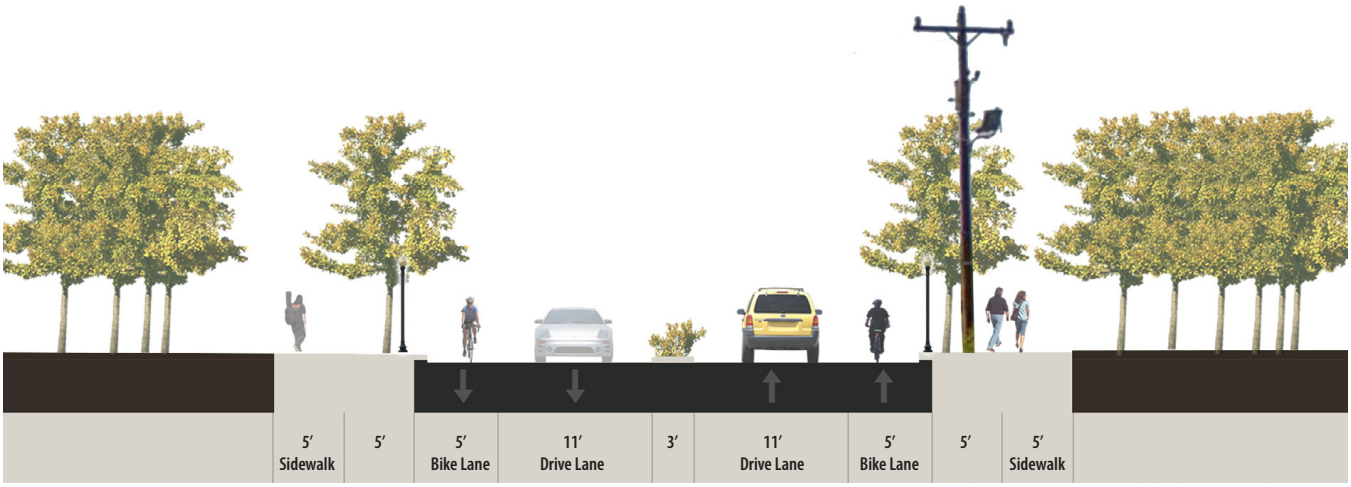
More than 17 miles long, the Swamp Rabbit Trail is the pedestrian and bicycle spine of Greenville's trail network. The portion of the trail located in the West Side is one of the most used sections of the entire network, providing physical connections to important destinations for recreation, employment, education, commerce, and services.

Based on public input during the planning process for this plan, new and improved connections to the Swamp Rabbit Trail are a top priority for residents. The following actions are recommended to enhance and expand the socio-economic impact of the existing trail and to provide new connections to and from the West Side neighborhoods.

Key Recommendations:

- Enhance street crossings (see accompanying street section diagram)
- Extend a wider sidewalk or construct a trail connection along Westfield Street from the Swamp Rabbit Trail to South Academy Street
- Improve connections at Willard Street (§7.2.5), East Bramlett Road (§7.2.4) and to the neighborhood greenway and bikeway network (§7.2.6)

Conceptual Improvements: Photo simulation of the Swamp Rabbit Trail with a free library, extra seating, and a mural on the base of the railroad bridge over Mayberry Street with the existing view at the corner above.



Proposed Enhancements at Swamp Rabbit Trail Crossings at Westfield and South Hudson Streets: Improve safety of the trail crossing by removing undergrowth vegetation to improve sight distances, adding signage (including flashing strobe warning signs for motorists), medians, and additional pavement markings; (see §7.2.4)

Conceptual Improvements: Each mile marker on the Swamp Rabbit Trail could be a unique place marked by public art and a place to sit.

8.3: New Public Spaces

The City of Greenville has proposed development of a new regional park along Mayberry Street that would be an attractive recreation opportunity for not only the West Side neighborhoods but also for all Greenville residents. Recognizing that this is a long-term plan, this section proposes a range of strategies to create new public spaces that would complement the potential City Park.

8.3.1: Build a trail spur along Long Branch Creek

Responsible Agent(s): City of Greenville (Parks and Recreation)

Action Type: Public Investment

Funding Level: $$$

Time Frame: Year 11-15

As recommended in the City of Greenville's Greenway Master Plan, this plan proposes a greenway/trail spur be created along the floodplain area of Long Branch Creek to connect to the Swamp Rabbit Trail near Willard Street. This trail would connect to the historic baseball park in the Woodside Mill Village Neighborhood (§8.2.3).

8.3.2: Extend the cultural trail up Pete Hollis Boulevard

Responsible Agent(s): Community Organizations, Residents

Action Type: Public Investment

Funding Level: $$-$$$

Time Frame: Year 6-10

The City's Downtown Streetscape Master Plan recommended development of a "Cultural Corridor that will provide an urban multi-use trail to reconnect Heritage Green and the Bon Secours Wellness Arena to the historic Main Street." This project is currently being designed for implementation, but will terminate at Butler Street. This plan recommends that the pedestrian and bicycle improvements be extended along Buncombe Street as far as Lloyd Street in the near term. (Longer term, the improvements could be extended along Buncombe Street/Pete Hollis Boulevard.)

Source: Downtown Streetscape Master Plan, 2010

Illustration of the Proposed Cultural Trail from Downtown Streetscape Master Plan

The intersection at Lloyd Street provides a natural transition into the proposed neighborhood bike route network (§7.2.6). The Lloyd-Madison-Nassau Streets route would provide a direct, family-friendly pedestrian and bicycle route into the potential expansion of Mayberry Park (See the Potential City Park Plan in Section §8.3.6), the northern alignment of the Swamp Rabbit Trail, and the proposed bridge across the Reedy River. In the opposite direction, it would provide a route from the West Side neighborhoods along the Buncombe Street corridor into downtown and the Cultural Corridor.

8.3.3: Create a central plaza in the Village

Responsible Agent(s): City of Greenville, Private Development Partners

Action Type: Public Investment

Funding Level: $$-$$$

Time Frame: Year 6-10

In conjunction with the recommended development strategy (§10.3.4) and entrepreneurial support program (§5.3) for the Village of West Greenville, this plan proposes the creation of an urban public space where Burdette Street meets Pendleton Street. The approximately 300-foot section of Burdette Street up to Mason Street would be closed to traffic and designed to create a central plaza. By incorporating public artwork into the plaza design and programming the space with events that feature local artists, this plaza would become a signature feature of the Village. It also would provide a public gathering space to complement the narrow streets and attached buildings of this historic commercial center by encouraging visitors to spend more time walking between galleries and enjoying an invigorated street life.

Source: backofthehouse.tumblr.com

City Market Plaza in Savannah, Georgia is a good example of an urban plaza that The Village could also develop

Source: foleyinn.com

City Market Plaza in Savannah, Georgia

Source: 101thingshiltonhead.com

City Market Plaza in Savannah, Georgia

8.3.4: Support a neighborhood-based pocket parks program

Responsible Agent(s): City of Greenville, Property Owners, Neighborhood Associations, Healthy Food Organizations

Action Type: Programs & Policy

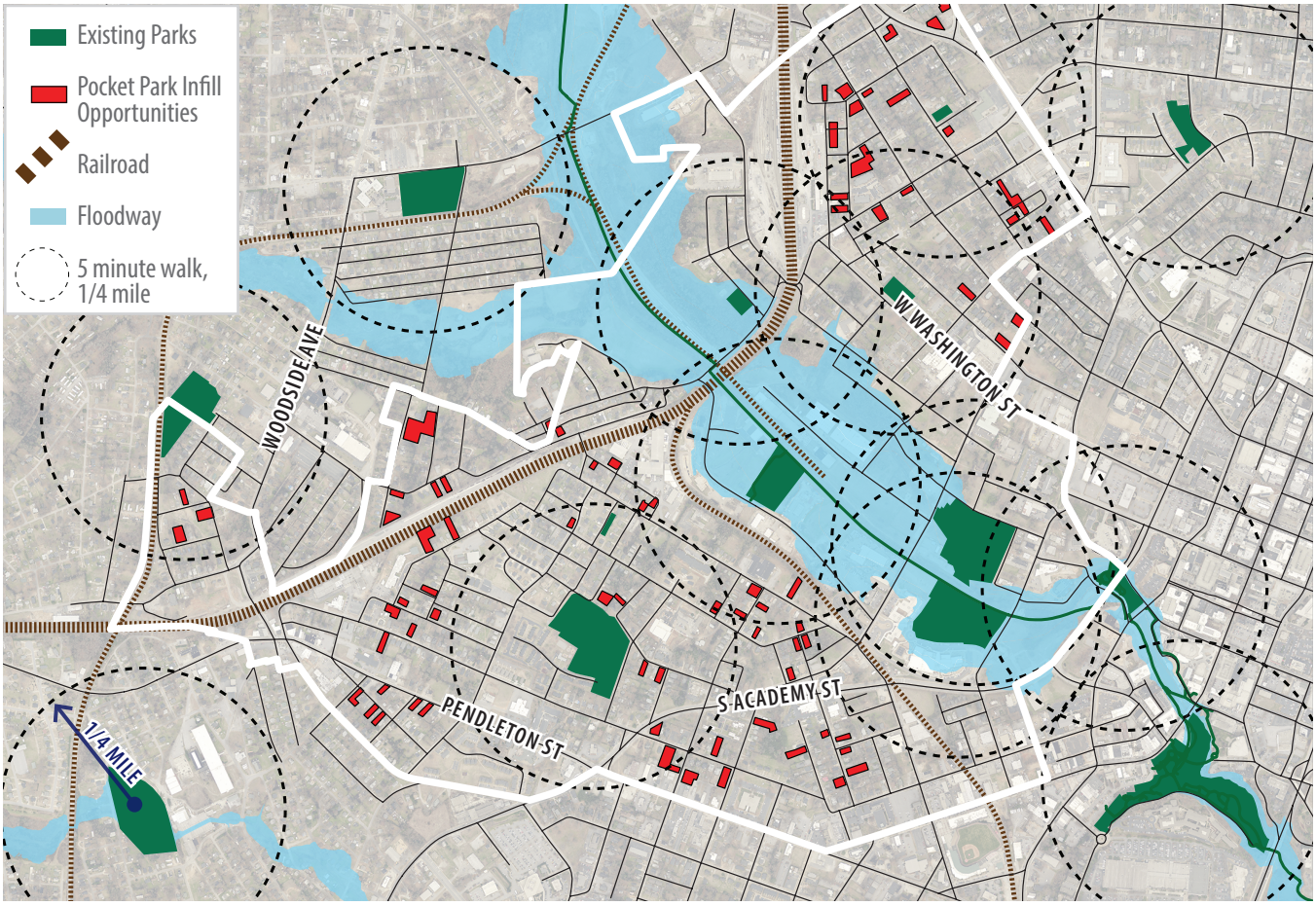
Funding Level: $-$$

Time Frame: On-going

In order to provide adequate public green space within walking distance of all households in the West Side, a city-supported pocket parks program may be implemented to transform vacant lots into vibrant public spaces. In conjunction with the recommendations for expanding food-growing capabilities (§6.3) and abating and demolishing irreparable houses (§9.2.2), some vacant and blighted properties throughout the West Side could be repurposed as small neighborhood parks and urban farms.

Some additional design concepts that could be programmed into pocket parks, or can be provided in conjunction with neighborhood partner organizations, include:

- Youth parks/spaces for youth to hang out, including after dark
- Concerts locations
- Place for art (wall of art/graffiti walls)
- Community pool
- Food trucks and mobile food vendors
- Studio for music
- Basketball courts
- Dog Park
- Skate-friendly spots



Pocket Park Opportunities: This diagram illustrates opportunities for new infill pocket parks on currently empty lots. A 5-minute walking radius is shown around each existing park.

8.3.5: Dedicate green space as part of private development

Responsible Agent(s): City of Greenville

Action Type: Programs & Policy

Funding Level: $-$$$$

Time Frame: On-going

Private parks and playgrounds offer opportunities to increase recreational resources within the West Side without increasing the burden on the local government budgets.

Key Recommendations:

- As private development occurs in the West Side, encourage dedication or preservation of small parks, courtyards, community gardens, playgrounds and other types of greenspace.
- Create design standards and minimally-acceptable maintenance requirements for private open space/parks. These standards may be placed either on the tract title or in a written agreement with the City of Greenville or Greenville County. Design standards should incorporate CPTED standards, as noted

A mural brightens the Elks Lodge wall on Birnie Street

Source: Alta Planning and Design

Small skate spots can provide beginners a chance to hone their skills within existing parks

Pocket Parks

A 'pocket park' is a small, outdoor park usually developed on an otherwise forgotten space in a 'pocket' surrounded by other buildings. Growing in popularity, pocket parks can bring shade, quiet, and enhanced property values to urban areas. Parks have been shown to increase the overall well-being in neighborhoods and provide greater physical and mental health to its residents.

Pocket parks are modest, without all of the big amenities that city parks offer, and are generally used only by neighbors. Pocket parks generally serve as gathering spaces for neighborhood residents and can provide quiet, reflective space. Those wanting more active accommodations such as basketball hoops or a large gathering space will be more likely to select another nearby, city-owned park.

Pocket parks vary widely in appearance and character. However, some elements of a pocket park are essential. To discourage illegal activity, most of the park should be highly visible from the street. The community should provide regular maintenance and trash cans that are emptied frequently. It should also have at least one shade tree.

Source: Excerpt from http://www.historicmeridianpark.org/for-residents/pocket-park-faqs/

A pocket park can be a series of play toys next to housing, like this Copenhagen street.

This is a more formalized park in Chicago.

in §8.2.1. Some of these spaces may be leveraged for public access and public or non-profit programming through development agreements, bonuses or regulatory standards. Such agreements and design criteria will help ensure that the goals of the parks system are met. Additionally, the adoption and implementation of updated design standards will allow parks to be more efficiently maintained, more aesthetically appealing and safer.

- Place specific attention on the existing privately-held, publicly-accessible parks, along with consideration paid to minimum design criteria or standards as new facilities are permitted and constructed.

8.3.6: Reclaim floodway for recreational and passive green space

Responsible Agent(s): City of Greenville, Private Development Partners, Property Owners, Healthy Food and Other Community Organizations

Action Type: Public Investment

Funding Level: $$-$$$$

Time Frame: On-going

One of the defining features of the West Side is the significant floodplain areas of the Reedy River and Long Branch Creek that shaped historic development patterns. Both federal and city regulations allow building within a floodplain with mitigation, but prohibit any new development or major rehabilitation of structures within the floodway. While the improvements along the Swamp Rabbit Trail have provided safe and environmentally-sensitive access to flood areas adjacent to the Reedy River, much of the remaining floodplain within the West Side is characterized by brownfields and overgrown or unmanaged urban wetlands that contribute to blight and safety issues in the area. Reclaiming some of these areas provides the opportunity to expand neighborhood access to passive and active greenspace, address environmental issues, and create open space that serves as an amenity

Case Study: Seattle Neighborhood Greenways

Formed in 2011 by three neighborhood groups, Seattle Neighborhood Greenways is a grassroots volunteer coalition that plans and advocates for safe and healthy streets. The main focus is on creating connections along residential streets (generally off of main arterials, with low volumes of auto traffic and speeds) where people who walk and ride bicycles are given priority.

Today, SNG represents 19 neighborhoods, through a core group of 30 leader representatives and a steering group of seven people who focus on citywide operations. Activities include volunteering, meetups, walks, rides, mapping, membership, grantwriting, research, communications, and social events, as well as targeted campaigns such as Greenways Go to School, Greenways for All Communities, and Safe Routes to Transit.

See more at: http://seattlegreenways.org/

to—not a burden on—the surrounding neighborhoods. The recommendations below provide short- and long-term strategies at several scales.

Key Recommendations:

- Continue to explore the construction of the potential park, as proposed in the City Park Plan
- Integrate uses into the flood areas like community gardens and urban agriculture activities (§6.3)
- Include passive green space for water quality and storm water management (§8.4.1)
- Develop low-impact neighborhood trails and greenways
- Preserve and protect natural habitat, including wetland areas
- Teach environmental education

City Park (Draft Plan)

2013 | SWA Urban Edge Studio, DP3 Architects

City Park (draft plan): Designed by SWA Urban Edge Studio and DP3 Architects - this park features a large play area, community gardening space, a pavilion, playground, and new connections across the Reedy River.

Source: All images on this page: SWA Urban Edge Studio

- Explore potential partnerships with organizations such as: Friends of the Reedy River; Salvation Army; A.J. Whittenberg Elementary School; Legacy Charter School; and local churches

Swamp Rabbit Trail along Mayberry Street

8.4: Stormwater & Sewer

The Reedy River and Long Branch Creek that run through the West Side are part of a much larger watershed system. The strategies in this section support new development in the West Side that is environmentally responsible, ensuring that community businesses and residents contribute to the preservation and restoration of the local ecosystem.

8.4.1: Implement a multi-neighborhood stormwater system

Responsible Agent(s): City of Greenville, Property Owners, Local Land Trusts, Private Development Partners

Action Type: Public Investment

Funding Level: $ for Program; $$-$$$$ for Infrastructure

Time Frame: Year 6-10

The City of Greenville's current regulations require management of stormwater to be addressed primarily through retention and percolation on individual lots, and that certain size retention areas be fenced. Additionally, the City's regulations require that any cut and fill within the floodplain be mitigated by 150 percent.

Public Art: Art can make less attractive features of property boundaries more interesting

Given that, with the exception of a few large sites, much of the revitalization of the West Side will occur through infill of smaller properties, these regulations will make such projects challenging, as well as potentially cost-prohibitive in an already weak market. Additionally, large, fenced-off stormwater detention/retention ponds tend to interrupt the lively public realm that defines walkable communities.

Key Recommendations

To support the development as envisioned in this plan, it is recommended that the City and its partners reevaluate stormwater regulations to allow for off-site mitigation through a multi-neighborhood stormwater system and to encourage low impact development (LID) stormwater management. In the West Side, such a system would utilize the low-lying areas of the Reedy River and Long Branch Creek floodplain as retention and detention areas.

A multi-neighborhood stormwater system is an environmentally responsible approach to the sustainability of the West Side. It is a low maintenance use of the floodplain that provides an amenity to the surrounding neighborhoods and ensures that stormwater and water quality issues throughout the area are appropriately managed. Additionally, it supports development on existing smaller size parcels and discourages development within the floodplain.

LID principles preserve and recreate natural landscape features, minimizing effective imperviousness to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product. Examples of LID practices include bioretention facilities, rain gardens, vegetated rooftops, rain barrels, and permeable pavements.[3]

Recommended next steps include an analysis of the stormwater system as it relates to the West Side; review and modification of current local regulations to incorporate appropriate options; and execution of any necessary agreements between private property owners and public partners to ensure access.

Funding for this system may be supported by implementing a stormwater impact fee as a payment in lieu of requiring retention/detention on-site.

Low Impact Development Stormwater Management: A raingarden located along the Swamp Rabbit Trail

Fenced Retention Pond: Creates a barrier between the multifamily apartments and the housing across the street.

3 US EPA. Low Impact Development. http://water.epa.gov/polwaste/green/

8.4.2: Create a CIP for planned sewer upgrades to facilitate development

Responsible Agent(s): City of Greenville, Parker Sewer District

Action Type: Public Investment

Funding Level: $-$$$ for Analysis; $$-$$$$ for Infrastructure

Time Frame: On-going

According to the City of Greenville's Engineering Department, portions of the West Side's sewer system have been studied for flow capacity. The study include the areas around Pete Hollis Boulevard, West Washington Street east of South Hudson Street, the West End Neighborhood and along South Academy Street, and the Village of West Greenville.

While the Village of West Greenville and the residential area around Woodlawn Avenue has available flow, some capacity limitations and constrictions are known in portions of the West End Neighborhood and along South Academy Street near Westfield Street. Additional sewer issues are suspected in the areas around Pete Hollis Boulevard and West Washington Street, but the pipe systems have not been analyzed to confirm if there are any constrictions. Sewer capacity and conditions in the rest of the project area are unknown.

Parker Sewer District maintains the lines outside of the City of Greenville's municipal boundaries to the west. Additionally, through an annexation agreement with the City, Parker also serves any property within their service area that is annexed into the city limits. According to Parker Sewer District, both Woodside and Brandon mill areas have flow capacity. However, there are issues associated with storm water infiltration into the sewer system, particularly with roof drainage at Woodside Mill.

Providing sewer upgrades, especially within the city, will be critical to the successful development of the West Side.

Key Recommendations

- Complete analysis of all unstudied, or incompletely studied areas of the West Side to confirm existing sewer capacity and any necessary upgrades to support development as recommended in the plan (Chapter 10). Priority should be given to completing the analysis of capacity limitations and constrictions in the areas around Pete Hollis Boulevard and West Washington Street east of Hudson Street.
- Investigate potential funding mechanisms that will need to be put in place to support the West Side growth.
- Develop a Capital Improvement Plan for implementing sewer upgrades as major development occurs.

Low Impact Development (LID) Stormwater Management Tools for Property Owners

- Treat water as a resource, not as a waste product.
- Minimize impervious surfaces on your property.
- Use water runoff from your roof. A 1,000 square foot roof can produce about 623 gallons of water from a 1 inch rainfall. Direct the downspout to a vegetated area (making sure the water comes out at least 5 feet from your foundation), or install cisterns or rain barrels to catch water.
- Replace lawn areas with native plants. Native plants have more extensive root systems that capture water more effectively, and require less irrigation and maintenance.
- Add 2-4 inches of mulch once a year. Compost or mulch can reduce runoff while making your plants happier.
- Plant trees and preserve existing vegetation.
- Create a rain garden. Rain gardens are planted in a slight depression that collects water and allows it to slowly permeate into soil.

Sources: http://www.wikihow.com/Reduce-Stormwater-Runoff-at-Your-Home http://www.werf.org/liveablecommunities/tool_sbmps.htm

Source: http://water.epa.gov/infrastructure/greeninfrastructure/images/DownspoutDisconnect_StormwaterPlanter.jpg

Source: http://ciceet.unh.edu/unh_stormwater_report_2007/treatments/tree_box/index.php

Swamp Rabbit Trail Enhancements: This photo simulation shows how ditches along the Swamp Rabbit Trail can be activated with public art, stormwater gardens and educational opportunities about natural systems.

ME: Yvonne
AGE:
I LIKE IN MY NEIGHBORHOOD:
Quiet, good neighbors
I DON'T LIKE IN MY NEIGHBORH
OT Too Much to say

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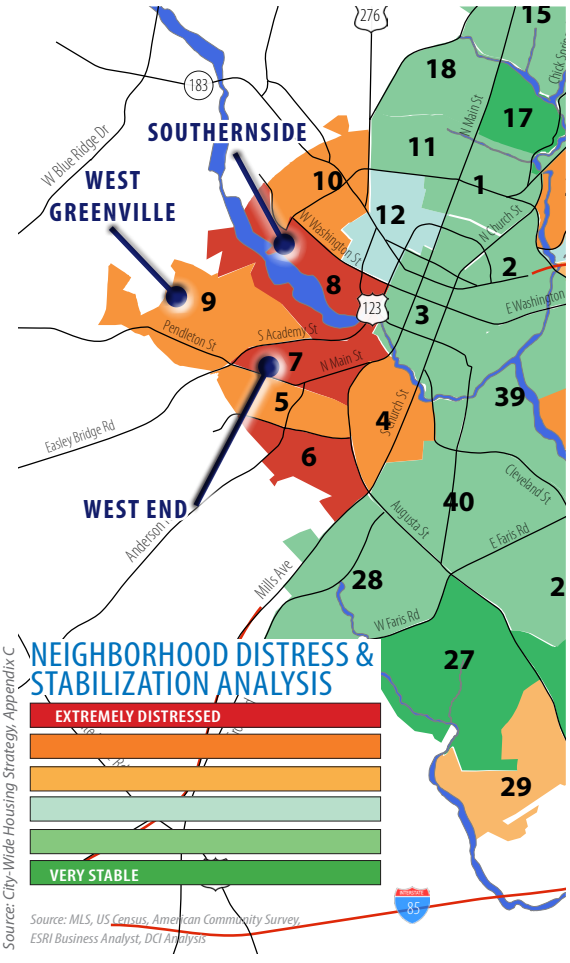
9.1: Housing Strategy Overview

Today, the West Side has a high vacancy rate (19.8 percent) and a significantly larger proportion of renters (54.9 percent) than homeowners (25.3 percent). While areas of the West Side remain characterized by blight and crime, community development projects have begun to tip the neighborhoods toward revitalization. Yet, while renewed interest brings opportunities for diverse and quality housing options, the success of these projects, as well as recent investments at the edges of the project area, present a new force for the neighborhood to face: gentrification.

This chapter proposes housing programs that are intended to stabilize West Side neighborhoods, prevent displacement of residents (as outlined in the Displacement Prevention Action Plan in Chapter 4), and preserve the character of these residential neighborhoods.



Stabilize the neighborhood: The first set of recommendations is intended to stabilize the West Side neighborhoods through a new approach to code enforcement and aggressive property acquisition.

Protect existing homeowners from displacement: Two strategies are provided to help homeowners address rising property taxes, and ensure that those residents interested in cashing-out increased equity receive fair values for their properties.

Increase affordable home ownership opportunities: Community housing providers in the West Side support residents with household incomes below 80 percent of the Area Median Income (AMI), with the majority providing rental housing to households below 60 percent AMI. This plan recommends the provision of new affordable housing that targets working-class households that need assistance to buy a home. This approach will help stabilize the neighborhood by attracting more homeowners, and prevent a drastic level of stratification in the community should new market-rate housing production continue at a rate that is only affordable to higher-income households.

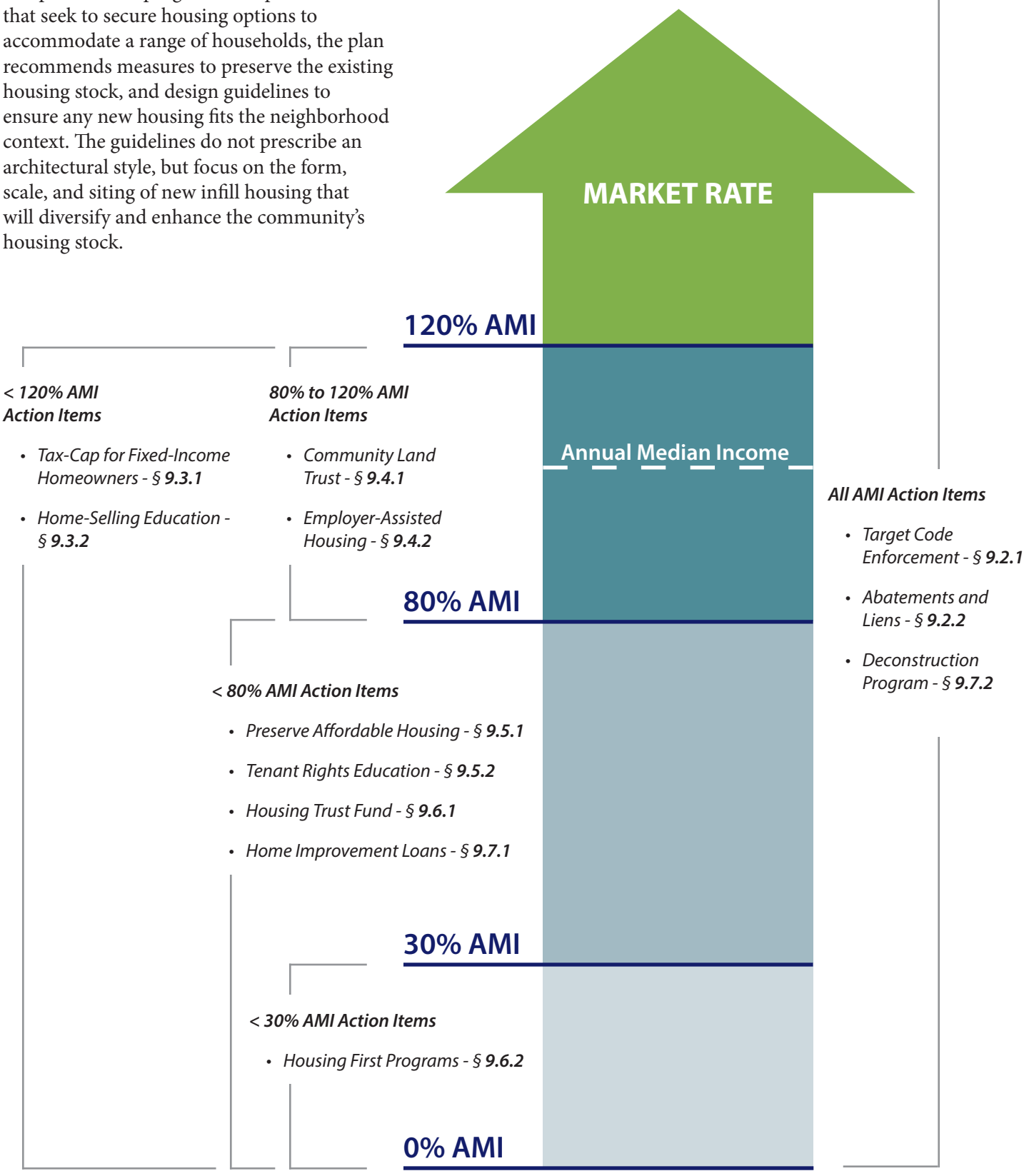
Protect renters: A combination of community housing development organizations and the Greenville Housing Authority currently provide a significant number of units of affordable rental housing. Additionally, there are many privately-owned rental units within the West Side. Unfortunately, many of these remain at substandard condition. Recommended action items seek to ensure both affordable rental units and higher quality non-subsidized rental units. Additionally, the plan recommends educational workshops to assist tenants in understanding and defending their rights as renters.

Develop new mixed-income housing: In addition to programs that target the preservation of affordable rentals for households earning 0-60 percent AMI and affordable homeownership opportunities for households in the 80-120 percent AMI range, this plan recommends several strategies for developing new revenue streams to fund

affordable housing production, and for encouraging the construction of affordable housing within private development.

Preserve neighborhood character: To complement the programs and policies that seek to secure housing options to accommodate a range of households, the plan recommends measures to preserve the existing housing stock, and design guidelines to ensure any new housing fits the neighborhood context. The guidelines do not prescribe an architectural style, but focus on the form, scale, and siting of new infill housing that will diversify and enhance the community's housing stock.

HOUSING STRATEGY SUMMARY DIAGRAM



City-Wide Housing Strategy #5: Increased Enforcement of Distressed and Vacant Property

Escalate efforts to enforce regulations on distressed properties and acquire property through tax foreclosures to control blight, improve living conditions, and return delinquent property to the tax rolls.

As part of an overall neighborhood revitalization strategy tied to housing, it is recommended that the City enact a proactive approach to dealing with blighted properties. This strategy includes three key components:

Aggressive liens against and foreclosures of blighted and vacant properties with the necessary system to take control of problem properties and transfer ownership or redevelop;

Increased enforcement of building and property codes;

A system of rental licensing designed to bring the condition of single family and small multi-family buildings up to the standards of owner-occupied housing in stable neighborhoods.

In essence, it should be illegal to own and/or operate a residential structure (or commercial) in the City of Greenville that does not conform to reasonable expectations of safety, stability and respect for neighboring property owners and users.

Source: Excerpt from City-Wide Housing Strategy, 2012.

9.2: Stabilize the Neighborhood

The City-wide Housing Strategy identifies a few strategies that may be used to help turn blighted neighborhoods around. This section provides more detailed recommendations as to how the City can make code enforcement more effective, as well as mechanisms to acquire vacant nuisance properties.

9.2.1: Target code enforcement

Responsible Agent(s): City of Greenville, Greenville County, Community Organizations, Residents

Action Type: Programs & Policy

Funding Level: $

Time Frame: On-going

The City of Greenville handles code violations through the Building Codes Division of the Economic Development Department. The City uses the International Property Maintenance Code (IPMC).

Currently, the City is fairly progressive in its approach to code enforcement, in that the Building Codes staff meet weekly with representatives from the City's Community Development, Legal, and Police departments/ divisions to discuss nuisance properties within the City's special emphasis neighborhoods. The City also, through its Community Development Division, is proactive in funding purchasing and/or demolishing of extremely substandard structures.

Utilizing this coordination, and by engaging the community, the City may continue to strengthen code enforcement as a tool for revitalizing neighborhoods.

Key Recommendations:

Target specific enforcement areas with current practices: Prioritizing focus in areas that are already distressed and at the edges of these distressed areas will help prevent the spread of blight. This may include areas adjacent to new and recent community development projects, such as Kingsview Pointe, to protect the City's investment, build on the stability of new development, and

keep affordable housing in good condition.[1] Additionally, it will be critical to continue to approve the funding necessary to acquire and demolish properties.

Fully utilize the tools provided within the International Property Maintenance Code: The IPMC, particularly *Section 112 Maintenance of Vacant and Boarded Structures,* has the tools to address blight when proactively and aggressively enforced. Strong leadership within the City will be necessary to rethink how the City interprets the code in order to best serve the community. There is always an element of interpretation in the enforcement of codes, and officers will need clear direction as to how hard the City would like to push.

1 See "Target Code Enforcement for Increased Impact" for more information: http://www.foreclosure-response.org/policy_guide/secure_maintain.html?tierid=268#1

Construction and maintenance of quality affordable housing contributes to the success of neighborhoods

Unleashing the IPMC's Potential

Strict implementation of a few key provisions of the International Property Maintenance Code (IPMC) in targeted code enforcement could be especially powerful in turning around distressed properties. The following are a few examples of elements that have a profound influence on public perception:

302.1 Sanitation:	All exterior property and premises shall be maintained in a clean, safe and sanitary condition.
302.3 Sidewalks/driveways:	All sidewalks, walkways, stairs, driveways, parking spaces and similar areas shall be kept in a proper state of repair, and maintained free from hazardous conditions.
302.8 Motor vehicles:	Except as provided for in other regulations, no inoperative or unlicensed motor vehicle shall be parked, kept or stored on any premises, and no vehicle shall at any time be in a state of major disassembly, disrepair, or in the process of being stripped or dismantled.
304.2 Protective treatment:	All exterior surfaces, including but not limited to, doors, door and window frames, cornices, porches, trim, balconies, decks and fences, shall be maintained in good condition.
304.13 Window/skylight/door:	Every window, skylight, door and frame shall be kept in sound condition, good repair and weather tight.
304.13.1 Glazing:	All glazing materials shall be maintained free from cracks and holes.

Source: International Property Maintenance Code, 2012.
https://law.resource.org/pub/us/code/ibr/icc.ipmc.2012.html

Enlist help from the neighborhood through outreach efforts on recognizing basic code violations and use of Greenville Cares: Nearby property owners have real incentive to improve their neighborhood's condition, reduce the perception of disinvestment that can lead to increased criminal activity, and protect their investments. The City has the Greenville Cares program in place to receive and manage resident requests. This program may be accessed by phone, online, through e-mail, or through a dedicated Greenville Cares application for smartphones. The program also allows residents to track their requests and receive updates when issues are addressed and resolved. This ability to see real evidence of a City response will encourage residents to continue participating, help build trust, and ensure ongoing maintenance of properties that continue to have violations. Additionally, enlisting the help of the residents and property owners will increase coverage in areas that need attention, save code enforcement officer time, and empower local residents to make a difference in their community.

Follow Up with Solutions: While it is important for the City to follow-through in pushing property owners to fix code violations, an approach that offers assistance — rather than just threatening fines — may be useful for lower-income households. For example, the City's Emergency Repair Program (see details in § 9.7.1) provides zero-interest loans to qualified homeowners to make repairs necessary to the safety of the occupants. Providing information about this program when posting violations may encourage a better response.

9.2.2: Use abatements and liens to fix nuisance properties

Responsible Agent(s): City of Greenville, Greenville County

Action Type: Programs & Policy

Funding Level: $

Time Frame: On-going

South Carolina does not currently have statutes that permit vacant property receivership, making it difficult for municipalities to take control of nuisance properties where the ownership is unclear or unresponsive. Unless statutes change,[2] the City should follow up on targeted code enforcement and offers for assistance with an aggressive strategy of nuisance abatements and liens on properties that continue to exhibit violations.

2 A 2012 South Carolina Senate bill proposed the Rehabilitation of Abandoned and Dilapidated Buildings Act, which would have clearly legislated receivership as a tool for municipalities. The bill did not make it out of committee. http://www.scstatehouse.gov/sess119_2011-2012/bills/1117.htm

Prioritizing code enforcement can help turn blighted neighborhood areas around

9.3: Protect Existing Homeowners

One element of the Displacement Action Prevention Plan (see Chapter 4) is to develop policies that protect long-time residents from the negative effects of property appreciation. The two strategies in this section address situations in which rising prices push residents out, as well as situations where residents choose to leave.

9.3.1: Legislate a tax-cap for fixed-income homeowners

Responsible Agent(s): Greenville County

Action Type: Programs & Policy

Funding Level: $

Time Frame: On-going

As investment spurs property value appreciation, some long-time homeowners may not be able to afford increasing property taxes. The City could collaborate with Greenville County to pass a measure that would freeze, slow, or defer property tax increases for vulnerable residents.

As acknowledged in the City-wide Housing Strategy, (Strategy #8: City-County Partnerships for Revitalization) because the county is the regional taxing authority, the City must collaborate with the county on issues related to taxes. Working together on a tax cap that would benefit city and county residents would be a good way to build a stronger working relationship.

The two main policy decisions in a tax cap are: 1) how the tax rate should be adjusted, and 2) who should be eligible for the rate adjustment. Whatever the policy change, it would need to meet state enabling legislation, and when implemented, would have a county-wide effect.

Key Recommendations

Further study is needed to determine the appropriate mechanism and target population. Additionally, the policy choices should take into consideration the South Carolina Homestead Exemption, which exempts the first $50,000 of fair market assessment value for homeowners who are over the age of 65 or disabled.[3] Below are two examples of existing policies within the country.

Property Tax Rate Control: This policy limits the annual percentage increase of taxes in order to avoid dramatic increases in tax burden. For example, in Washington D.C., the Assessment Cap Credit limits the increase of property taxes to 10 percent per year.[4] New York State has a property tax cap that limits the annual increase in local government and school district taxes to 2 percent.[5]

Income-based Tax Cap: This policy limits property taxes based on household income in order to match tax rate to a household's ability to pay. The State of Maryland uses this strategy using a formula that increases the maximum percentage of household income that may be taxed as income increases.[6]

9.3.2: Create a home-selling education program

Responsible Agent(s): Greenville County Human Relations

Action Type: Programs & Policy

Funding Level: $

Time Frame: Year 1-5; On-going

As property values in the area increase, some homeowners may decide to "cash in" and move elsewhere. While there is nothing wrong with taking advantage of this newfound equity, there is a risk that homeowners could be taken advantage of and not receive the full value of their property.

Greenville County Human Relations Commission offers a variety of housing education programs, including workshops on buying and financing a home, fair housing policies, and foreclosure prevention. Adding

3 SC Department of Revenue. http://www.sctax.org/Tax+Information/Property+Tax/CM_FAQs+Homestead.htm

4 District of Columbia Office of Tax and Revenue. http://otr.cfo.dc.gov/page/real-property-tax-relief-and-tax-credits

5 New York State Department of Taxation and Finance. http://www.tax.ny.gov/research/property/cap.htm

6 Maryland Department of Assessors and Taxation. http://www.dat.state.md.us/sdatweb/htc.html

home-seller education to these offerings would help to empower homeowners to make knowledgable decisions. This could be created as a separate workshop or incorporated as additional curriculum into one of the existing programs.

Housing Education Programs

Existing programs provided by Greenville County Human Relations Commission:

- Foreclosure Prevention
- Homebuyer Education
- Housing Counseling (reverse mortgages, loss mitigation/foreclosure prevention, high-interest loans, victims of predatory lending)
- Fair Housing
- Reverse Mortgages
- Mediation (related to employment law; landlord/tenant law; discrimination in education, housing, public accommodations, community disputes)

Source: Greenville County Human Relations http://www.greenvillecounty.org/humanrelations/essential_services.asp

9.4: Increase Affordable Homeownership Opportunities

Households that own their homes are less susceptible to the pressures of displacement than renters. The West Side is in a transitional stage, where stabilization is necessary, but new residents have begun to move in. Homeownership opportunities for working-class residents (earning 80-120 percent AMI) will both help stabilize the community by increasing the percentage of homeowners, as well as contribute to the goal of a mixed-income community by filling the socio-economic gap between new high-income residents and existing lower-income residents.

This section presents two strategies for attracting working-class households: A community land trust; and an employer-assisted housing program. While the City would play a role in the implementation of both of these strategies, neither would require City leadership or resources.

City-Wide Housing Strategy - Housing Affordability Key Findings

Households with incomes equal to Greenville's median household income have somewhat limited options in the marketplace. Typical 1 Bedroom Apartments, Condominiums and 2 bedroom homes of reasonable quality and location are affordable, but better quality family based product - 3 bedroom SF homes for example - are much less affordable.

There are a number of housing options for the lowest end of the income scale, but the units available are almost entirely very low quality units located in distressed neighborhoods. Households in Greenville require at least $45,000 - $55,000 in income to afford a home of reasonable quality.

Source: Excerpt from City-Wide Housing Strategy, 2012. Appendix A, p. 31

9.4.1: Form a community land trust

Responsible Agent(s): City of Greenville (Community Development), Local Land Trusts, Community Organizations, Affordable Housing Providers

Action Type: Programs & Policy

Funding Level: $ for Program; $$-$$$$ for Capitalization

Time Frame: Year 6-10

Community Land Trusts (CLTs) provide affordable housing by unbundling the house structure from the land that it sits on, effectively taking rising property values out of the cost equation. The land is held by the CLT, a member-controlled nonprofit community organization, and leased to member-residents who rent or own the homes.

In the West Side neighborhoods, a Community Land Trust would have the ability to buy single-family homes at current (relatively low) prices, and keep this set of houses affordable to a targeted income group in perpetuity. The homes do not need to be adjacent to one another — there is no day-to-day maintenance that requires a cohesive or centralized location — and could be spread throughout the West Side.

CLTs can be started as grassroots organizations by neighborhood residents, or as programs of existing nonprofit organizations

5 Characteristics of Community Land Trusts

CLTs across the country share certain basic characteristics, including:

- Dual Ownership: Ownership of land is separated from ownership of homes located on the land. A long-term land lease defines the arrangement between a CLT and leaseholders who own their homes and other improvements.
- Permanent Affordability of Housing: CLTs protect affordability for future residents by ensuring the affordable resale of homes and other improvements on the land. Shared-appreciation provisions in the ground lease agreement offer homeowners a fair return on investment while protecting the community's investment of public and private resources (funds as well as skills) that go into creating a CLT and making housing affordable.
- Commitment to Local Control: CLTs provide greater local control over land and housing ownership, giving community members a greater say in land-use decision-making. Community land trusts are community based and democratically controlled, so the community residents -- the members — decide how the land trust is run.
- Flexibility: The CLT model is flexible. In addition to affordable housing, community land trusts may make land available for community gardens, playgrounds, parks, local businesses and other community services.
- An Active Land Acquisition and Development Program: CLTs are committed to an ongoing acquisition and development program that seeks to meet diverse community needs.

Source: Excerpt from National Community Land Trust Network, 2013 www.cltnetwork.org/About-CLTs/Frequently-Asked-Questions

or the City.[7] While the City would have an interest in coordinating efforts with the CLT regardless, it is important to note that government funding is not a necessary element.

The typical CLT governance model is controlled by three equally-balanced groups of members: CLT residents, community residents not living on CLT land, and members who represent broader community interests, such as local community development experts.[8] This model emphasizes community control and democratic decision-making, and would encourage community empowerment and trust within West Side neighborhoods.

In the West Side, a CLT could use a shared-equity homeownership model that targets working-class households, or about 80-120 percent AMI. Shared equity appreciation models allow homeowners to build financial resources through their ownership while keeping the initial subsidy in place. Building equity helps low-income households climb the economic ladder, so that they can afford market-rate housing while also allowing other households to benefit from the same assistance that they received.[9]

Residents of the Sterling neighborhood, just south of the West Side study area, formed the Sterling Community Land Trust in 2010. This CLT has been pursuing renovation of the Plush Velvet Mill for commercial use that would revitalize a large blighted site and provide funding for other opportunities.[10] West Side residents could coordinate with the Sterling CLT to learn about how the organization formed, what obstacles it has overcome, and what opportunities there may be for future partnership. As noted in §4.2, coordination of efforts with the larger West Side can help residents build capacity to influence change.

7 For more information, see: White, K. (January 2011) "Chapter 2: Initial Choices" from *The Community Land Trust Reader*. National Community Land Trust Network. http://www.cltnetwork.org/index.php?fuseaction=Blog.dspBlogPost&postID=1614pdf

8 White, K. (January 2011) "Chapter 2: Initial Choices" from *The Community Land Trust Reader*.

9 For more information about shared equity models, see Center for Housing Policy "Use Shared Equity Mechanisms to Preserve Homeownership Subsidies" http://www.housingpolicy.org/toolbox/strategy/policies/shared_equity.html

10 Sterling Land Trust. http://www.sterlinglandtrust.com/current-campaign

9.4.2: Recruit local job-providers to participate in employer-assisted housing program

Responsible Agent(s): CommunityWorks Carolina; local employers

Action Type: Programs & Policy

Funding Level: $

Time Frame: Year 1-5; On-going

When organizations assist their employees in buying a home that is close to the workplace, they have more productive employees and less turnover. There are already two active employer-assisted housing programs in Greenville, administered by CommunityWorks Carolina: the Home from Work program for employees of Greenville Hospital System, and the Home for Teachers program for Greenville County School District teachers. These programs provide employees who are first-time home buyers with down payment assistance and closing costs (up to $5,000 for Home from Work or $3,000 for Homes for Teachers).[11]

This type of program — perhaps coupled with home renovation assistance (§9.7.1) — would be an attractive package for young working households looking to buy a first home. As noted in Chapter 5, the majority of jobs in Greenville are concentrated in and around downtown, and the West Side provides very convenient access.

With the program organization already in place through CommunityWorks Carolina, the community can focus on recruiting employers. A first step is to develop marketing materials to provide to potential program participants, as well as to display the successes and raise the profile of these programs.

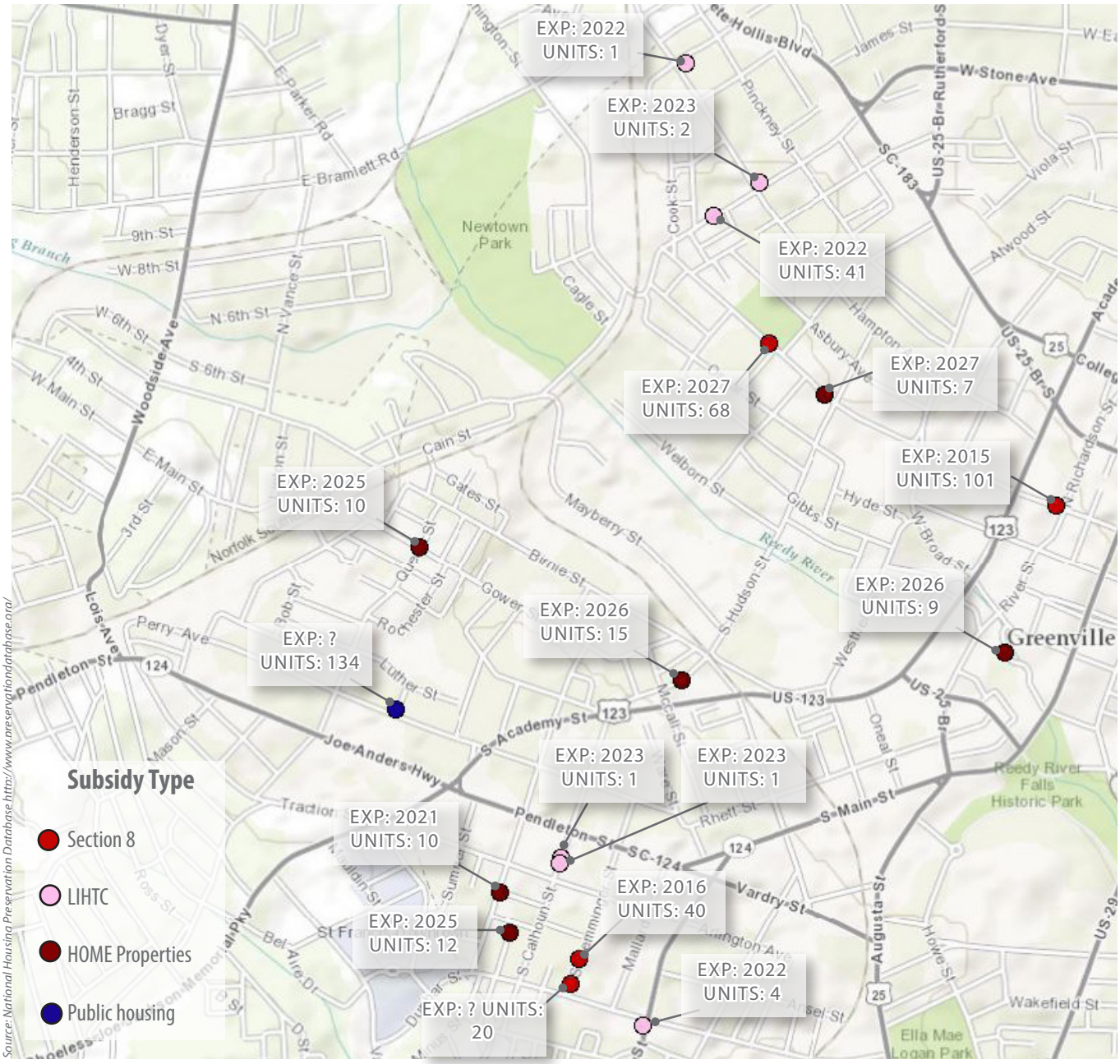
In addition to explaining the benefits to employers, the City could also develop financial incentives such as matching programs or tax credits for employer participation.[12]

Possible partnerships to pursue include:

- Legacy Charter Schools
- City of Greenville Fire Department and Police Department
- Greater Greenville Restaurant and Lodging Association (or individual downtown hotels/restaurants)
- Bon Secours St. Francis Health System
- Major Downtown Employers

11 http://communityworkscarolina.org/programs-services/homebuyer-assistance/

12 www.housingpolicy.org/toolbox/strategy/policies/employer_assisted_housing.html?tierid=63#sub2



Federally-Subsidized Housing: This map shows all of the federally-subsidized affordable housing located in the West Side and vicinity, as well as the earliest covenant expiration date and number of units located at each site.

9.5: Protect Renters

Strategies to make homeownership more attainable to households (as detailed in the previous section) may enable renters to become homeowners. For those renters who continue to need support, this section seeks to preserve existing affordable housing in the West Side, and to empower renters through a better understanding of landlord-tenant law.

9.5.1: Preserve affordable housing

Responsible Agent(s): City of Greenville (Community Development), Affordable Housing Providers, Community Foundations, CDFI

Action Type: Programs & Policy

Funding Level: $-$$$

Time Frame: On-going

When federal subsidies are used to develop affordable housing, the income-restriction covenant on these properties runs out over a few decades. Many of these properties deteriorate over this use cycle, and are sold to the private market for rehabilitation. Without a deliberate effort to keep income-restriction covenants in place, the subsidy in the property is lost.

A significant portion of the City of Greenville's affordable housing stock is located in the West Side neighborhoods, and many of these developments were created using federal programs, including the Low Income Housing Tax Credit (LIHTC), HOME funds, and the Section 8 program. Most of these subsidies will expire in the next 10-15 years. So, developing a plan now would ensure that these units remain affordable in perpetuity.

9.5.2: Expand tenant rights education program

Responsible Agent(s): City of Greenville (Community Development), Greenville County (Human Services)

Action Type: Programs & Policy

Funding Level: $

Time Frame: Year 1-5; On-going

Greenville County Human Relations Commission provides several housing education programs, including mediation between landlords and tenants. An additional educational offering that helps renters to understand their rights under landlord-tenant law would help to equip renters who face unjust rent raises or evictions.

5 Reasons to Preserve Existing Affordable Housing

The following points are excerpt from the National Housing Trust, see source below.

1) For every new affordable apartment created, two are lost due to deterioration, abandonment or conversion to more expensive housing. Since one third of American households live in rental housing, preserving affordable rental housing helps meet the country's supply needs.

2) Preserving existing affordable housing can cost one-third to one-half less than building new construction, especially in communities with restrictive land use regulations.

3) Preserving existing affordable housing in healthy neighborhoods is key to creating equitable access for families of all wealth to safe living environments, quality education, meaningful job opportunities and transportation options.

4) Preserving affordable housing saves energy by reusing existing buildings, using existing infrastructure, preserving green space, and reducing household energy use.

5) Preserving decent, affordable housing stabilizes neighborhoods by serving as a revitalization catalyst.

Source: National Housing Trust http://www.nhtinc.org/why_preserve_affordable_homes.php

9.6: Develop New Mixed-Income Housing

The biggest obstacle to creating affordable housing is assembling funding from the various subsidy, tax credit, and grant programs. The first strategy in this section would dedicate new housing and funding sources by linking new affordable housing production to other development activities. The second strategy, which targets the homeless population, ensures that mixed-income housing truly serves the full range of housing needs within the community.

9.6.1: Develop a dedicated funding stream for local housing trust fund

Responsible Agent(s): City of Greenville, CommunityWorks Carolina, Community Foundations, Private Sector Partners

Action Type: Programs & Policy

Funding Level: $ for Program; $$-$$$$ for Capitalization

Time Frame: Year 6-10; On-going

Rather than relying entirely on federal and state subsidies to support affordable housing development and programs, this plan recommends that the City develop a dedicated funding stream, using a locally-funded Housing Trust Fund. This fund would provide a sustainable and more flexible source of revenue, as well as a mechanism for public and private donations.

The likely partner in creating this dedicated fund is CommunityWorks Carolina (formerly Greenville Housing Fund), a local Community Development Financial Institution (CDFI) with existing ties with the City's community development efforts, and the capacity to manage and operate a housing trust fund.

Potential Revenue Sources

Linkage Fees: New commercial and industrial development bring jobs to the community, but also pressure the housing supply. A fee for this type of development, usually applied per square foot, can help balance jobs and housing.

Document Recording Fee: The South Carolina Housing Trust Fund uses deed transfer fees to generate revenue (which is distributed to municipalities). While it may not make sense to extract a deed transfer fee at the city level as well, the recording of any public document could add a small contribution to the fund.

Hospitality Taxes: Downtown Greenville has many successful hotels and restaurants that bring tourism to the city, but also rely heavily on low-income wage earners. Dedicating a portion of these taxes would allow these industries to contribute to housing opportunities for their employees. (Note that one of the potential partners for employment-assisted housing, detailed in §9.4.2, also included this industry).

Private Donations: Greenville boasts an extensive philanthropic community. The fund would provide a venue for tax-deductible donations from local individuals, businesses and foundations specifically interested in supporting affordable housing initiatives within the city. Additionally, financial institutions would be able to meet community reinvestment criteria through support of the fund.

City-Wide Housing Strategy #7: Comprehensive Housing Rehabilitation/Renovation Program

In addition to the other various components related to neighborhood revitalization in this Housing Strategy, the following issues need to be examined when implementing a comprehensive renovation/rehabilitation program.

- **INCENTIVES:** Not all incentives or financial assistance available for new construction can be used for rehabilitation projects. It is necessary to have tools designed specifically for rehabilitation. In addition to HUD-related programs, property tax based tools, such as abatement, refunds, or credits, can be used to incentivize homeowner and landlord repair, as well as offset costs for investors. Sales tax rebates are another incentive, which reduces the cost of construction materials. Low- to no-cost financing and donated materials can also reduce costs.
- **SKILLED LABOR AND MANAGEMENT:** The skills required to renovate a home or building can be different than those needed to build a new building, and this needs to be taken into consideration when hiring contractors or working with not-for-profit partners whose experience lies primarily in new construction. If work crews and project managers can be sufficiently trained, utilizing their skills in implementation can be invaluable.
- **ECONOMIES OF SCALE:** The act of rehabilitating multiple residential properties tends to utilize similar materials per unit - roofing, furnaces, siding, gutters, flooring, etc. If this program can be implemented on a wide scale, it makes sense to form a pool to buy materials in bulk so that the economics of scale reduce the cost over multiple properties.
- **DECONSTRUCTION:** Removing valuable architectural features and materials during the demolition process and creating a secondary market for those items is becoming a popular initiative to complement the act of demolishing distressed properties. Known as "deconstruction", this process essentially recycles salvaged materials to be used in other homes. This practice is not only "green", but serves to restore and enhance historic character in homes and reduces the cost of replacing certain architectural features.
- **COVENANTS:** In the cases where renovation is performed for owner-occupied units, the city may want to consider placing covenants on the property that prevent an investor/owner from quickly turning the property into a rental unit.
- **EQUITY RECAPTURE:** If the city makes an investment in a property–especially for units where owners already live–it should consider placing covenants that recapture the equity put into the property if sold within a short period of time after the public investment.

Source: Excerpt from City-Wide Housing Strategy, 2012

Case Study: Ending the Cycle of Homelessness with Housing First

Housing First is an innovative approach to ending chronic homelessness that focuses first on providing individuals and families with permanent affordable housing, then providing services as needed. The model does not attempt to determine who is "house ready" or demand treatment prior to access to housing.

Due to its high degree of success, the Housing First model is becoming adopted by national and community-based organizations as a best practice for solving homelessness. While each individual program may differ based on targeted population and community, Housing First programs share critical elements:

- A focus on helping individuals and families access and sustain permanent rental housing as quickly as possible without time limits;
- A variety of services delivered to promote housing stability and individual well-being on an as-needed basis; and
- A standard lease agreement to housing – as opposed to mandated therapy or services compliance.

In 2012, the US Department of Veterans Affairs (VA) made Housing First the official policy for the National Center on Homelessness among Veterans program. The program combines housing vouchers for Veterans to rent privately-owned housing, and support through VA case management services, including health care, mental health treatment, vocational assistance, and job development.

In Greenville, South Carolina, the Upstate Homeless Coalition and nonprofit partners are beginning to develop housing specifically for the Housing First model. The first facility was opened in 2006, and now houses 26 residents.

Sources:

National Alliance to End Homelessness. http://www.endhomelessness.org/pages/housing_first

US Veterans Affairs. http://www.endveteranhomelessness.org/programs/housing-first-pilot

9.6.2: Support the homeless population through housing first programs

Responsible Agent(s): Upstate Homeless Coalition and Partner Organizations, Housing Providers

Action Type: Programs & Policy

Funding Level: $$-$$$$

Time Frame: On-going

There is a sizable homeless population in the West Side neighborhoods, including a concentration living under Pete Hollis Boulevard where it crosses the railroad north of Montgomery Avenue. Housing First programs have become widely-accepted by field experts as the best model for helping chronically-homeless individuals. These programs provide permanent housing with supportive services to homeless individuals without requiring other rehabilitative programs first, so that stability in housing becomes the first step to repairing an individual's life.[13]

With the success of Reedy Place, located in the West Side, Greenville has a proven example of the Housing First model. As is the case with many housing programs, securing funding is the major barrier to creating more facilities like Reedy Place. A major function of the Housing Trust Fund recommended in §9.6.1, should be to support the development of more Housing First facilities to help homeless individuals recover their dignity and make a fresh start.

13 For more information about the housing first model, see Roman and Stand (July 24, 2012) "Housing First." *Shelterforce*. http://www.shelterforce.org/article/2755/housing_first/

9.7: Preserve Neighborhood Character

During the design workshop, community members expressed a desire to preserve neighborhoods' historic structures whenever possible. The strategies in this section seek to preserve houses and, when this is not possible, preserve architectural components. Additionally, §10.11 supports the preservation of neighborhood character through infill design that respects surrounding homes.

9.7.1: Target home improvement loans to West Side homeowners

Responsible Agent(s): City of Greenville, Property Owners

Action Type: Programs & Policy

Funding Level: $-$$

Time Frame: On-going

The City has two home rehabilitation loan programs, the Emergency Repair Program and the Community Improvement Program, that assist low-income homeowners. Increasing funding to these programs through the Housing Trust Fund would improve the reach of the program. Additionally, the City could market these programs directly to West Side homeowners — especially in areas targeted for aggressive code enforcement (see §9.2.1).

City of Greenville's Existing Housing Rehabilitation Programs

Emergency Repair Program (ERP)

Income Eligibility: <80 percent AMI

Goal: To assist low-income homeowners to make repairs needed to correct serious housing deficiencies that threaten human health and safety.

Funding: Provides loan of up to $20,000 at 0 percent interest. Loan is forgiven in 10 years if property ownership doesn't change.

More information: http://www.greenvillesc.gov/CommDev/forms/EmergencyRepairProgramApp.pdf

Community Improvement Program (CIP)

Income Eligibility: <80 percent AMI

Goal: To revitalize and stabilize selected neighborhoods through rehabilitation of owner-occupied housing.

Funding: Provides loan of up to $24,500 at 0-2 percent interest; loan terms are 10 years and repayment provisions vary based on income level.

More information: http://www.greenvillesc.gov/CommDev/forms/CIPInfoPacket12.pdf

Conceptual illustration of housing rehab project - before and after

Model Deconstruction Programs

Rebuilding Together New Orleans (RTNO)

By deconstructing buildings slated for demolition and identifying reusable materials such as doors, windows, bricks, lumber and historic architectural elements, RTNO's salvage and deconstruction teams are able to not only preserve valuable supplies and save landfill space, but also (through the sale of salvaged materials) create a sustainable revenue stream that helps to supplement warehouse costs.

Reclaimed materials are brought to the PRC Warehouse and Salvage Store and either stored for RTNO's construction use or made available to the public for purchase in the Salvage Store. Salvaged materials cost less than new materials and similar historic architectural pieces and are available to Orleans parish residents at affordable prices.

Source: Excerpt from Rebuilding Together New Orleans
http://www.rtno.org/

Iowa Prison Industries Partnership

Center on Sustainable Communities (COSC) in Des Moines, Iowa has developed an offender training program in partnership with Iowa Prison Industries. The program teaches deconstruction skills and how to convert the salvaged materials into home furnishings, which are then sold to the public. This hands-on training provides a path to a job upon release from prison.

Source: Sustainable City Network (September 11, 2013)
http://www.sustainablecitynetwork.com/topic_channels/solid_waste/article_5b6a5306-1b13-11e3-a324-0019bb30f31a.html?mode=story

Better Futures Minnesota

A nonprofit organization based in the Twin Cities, Better Futures Minnesota supports adults with histories of imprisonment, substance abuse, mental illness, chronic unemployment, and homelessness. The organization's deconstruction program offers services at a lower cost than demolition, and also allows owners of deconstructed properties to donate salvaged materials to Better Futures; the owners can write-off the value of those salvaged materials on their taxes, another incentive for participation.

Source: Better Futures Enterprises - Better Futures Minnesota
http://betterfuturesenterprises.com/minnesota/deconstruction-and-recycling-services/

9.7.2: Create a deconstruction program

Responsible Agent(s): City of Greenville, Private Development Partners, Property Owners

Action Type: Programs & Policy

Funding Level: $-$$

Time Frame: Year 1-5

Recognizing that many homes in the West Side have become dilapidated beyond repair, implementing a deconstruction program will allow the community to salvage architectural resources before demolition. Deconstruction programs divert materials from landfills, save costs from buying new materials, and preserve architectural elements.

The City of Greenville recently adopted advertisement requirements for demolition to allow opportunities for interested individuals to contact property owners to determine opportunity for salvaging architectural components. Formalizing the practice of deconstruction and developing a marketplace around the procured materials is a logical next step. A fully-realized deconstruction program also could create jobs that require fairly minimal training. Deconstruction programs can be spearheaded by nonprofits (see examples in sidebar), or developed as a municipal program. For example, Cleveland, Ohio developed a deconstruction pilot program as one step in the City's strategy to redevelop brownfield properties.[14]

As new infill housing is developed in the West Side, this program would allow incorporation of recycled building materials from the neighborhood, and help keep artifacts of the neighborhood's history intact.

14 See EPA (May 12, 2009) "Technical Memorandum, Brownfields Sustainability Pilot, Cleveland Ohio." http://www.epa.gov/brownfields/sustain_plts/factsheets/cleveland.pdf

Key Local Resources

Greenville Cares

The City of Greenville's Greenville Cares office takes service requests for any service the city of Greenville provides.

Common service requests handled by Greenville Cares include:

- Replace traffic signal bulb
- Repair traffic signal malfunction
- Repair street light outage
- Repaint poor pavement markings
- Send traffic calming information
- Repair a cracked or raised sidewalk
- Repair a pot hole
- Report a sidewalk trip hazard
- Report a driveway tie-in problem
- Deliver a garbage roll cart
- Deliver a recycling bin
- Send recycling information
- Report storm water problems (clogged or backed up storm drains)
- Report sewer problems (backups, smell, and other problems)
- Replace damaged or missing street sign
- Report illegal dumping
- Extra garbage collection

Source: Greenville Cares
http://www.greenvillesc.gov/PublicInfo_Events/GreenvilleCares.aspx

CommunityWorks Carolina

CommunityWorks Carolina helps low-wealth families and communities break the cycle of generational poverty through education, lending, and investing.

The goals of CommunityWorks are to:

- Educate the community about affordable housing, economic development and financial needs.
- Build strong public/private partnerships to promote and support financial stability.
- Leverage local resources by operating a local housing trust, CDFI, and community development credit union fund to help finance affordable housing construction, community economic development, and financial stability opportunities.
- Increase the local market opportunities for non-predatory financial services for Upstate residents.

Source: CommunityWorks Carolina
http://communityworkscarolina.org/about/mission-vision/

NAME:
MY FAVORITE PL
Greenville
PLACES I
Peaceful

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Development Strategies 10

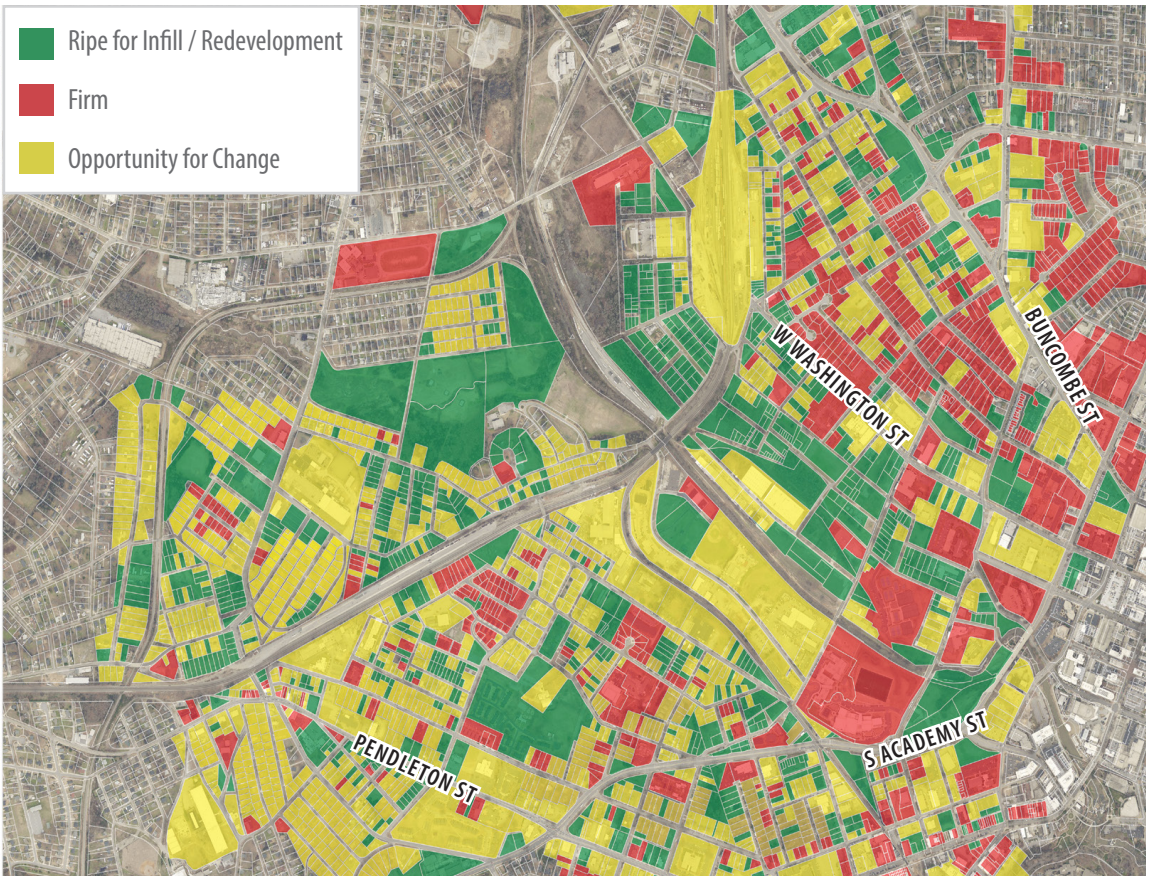
10.1: Overview

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.

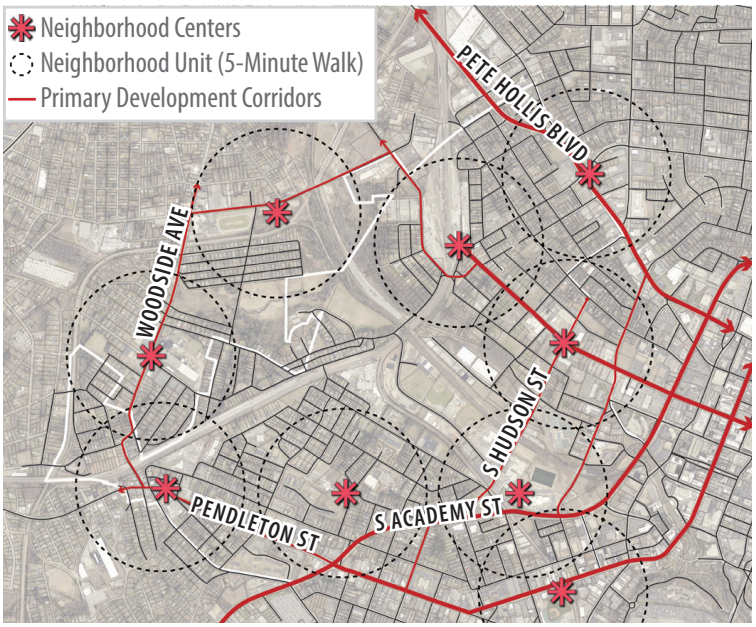
Combining the existing neighborhood units with the Ripe/Firm Analysis helped the design team establish major development opportunities areas on which to focus conceptual planning efforts for redevelopment strategies. Additionally, smaller infill residential opportunities also were identified



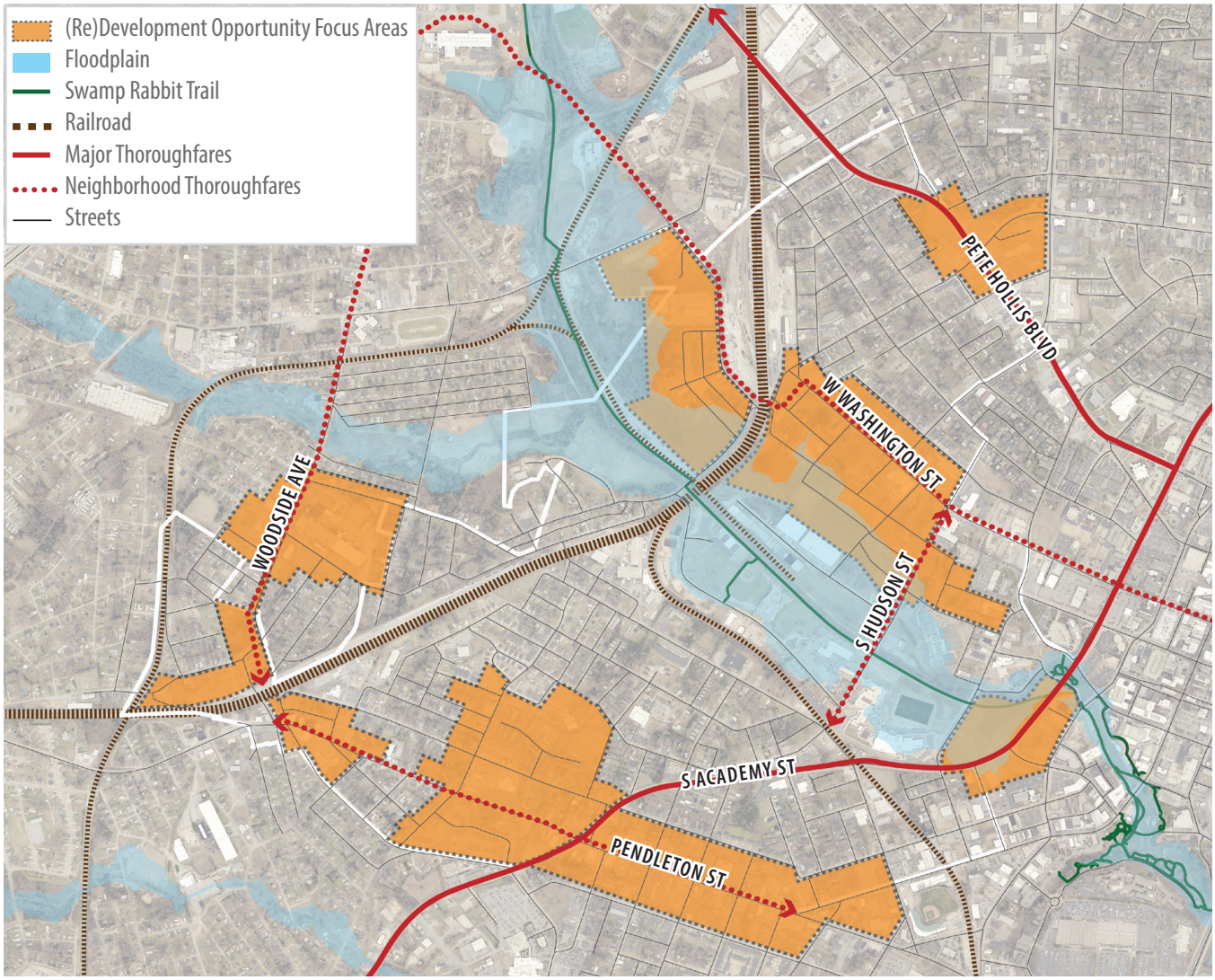
Ripe/Firm Analysis of the West Side

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.

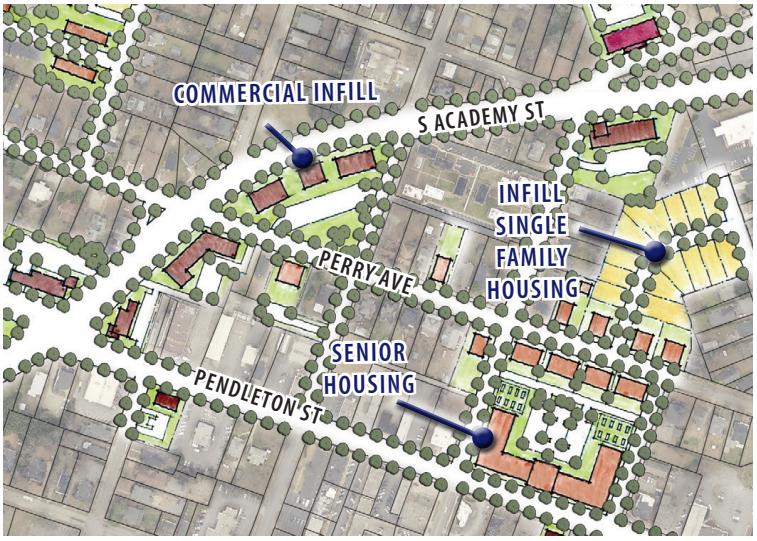
with commercial space facing South Main Street and residential units facing Rhett Street. The garage would provide more than adequate parking for both churches, as well as support new development and visitors to the nearby baseball stadium and the West End commercial district.

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.

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

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

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.

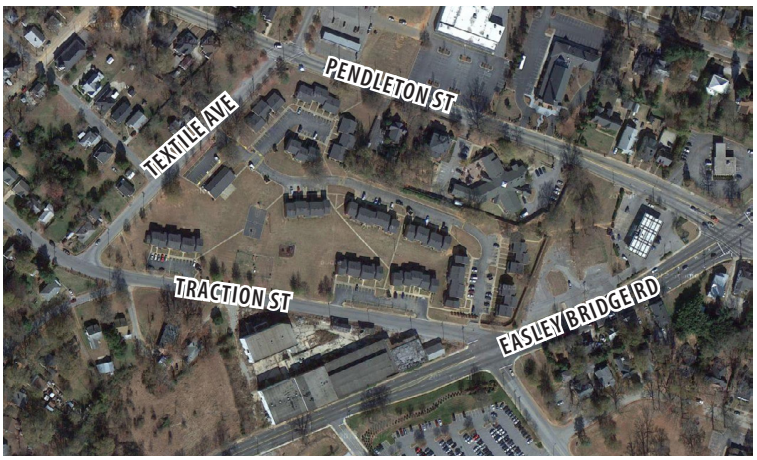
Option A

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.

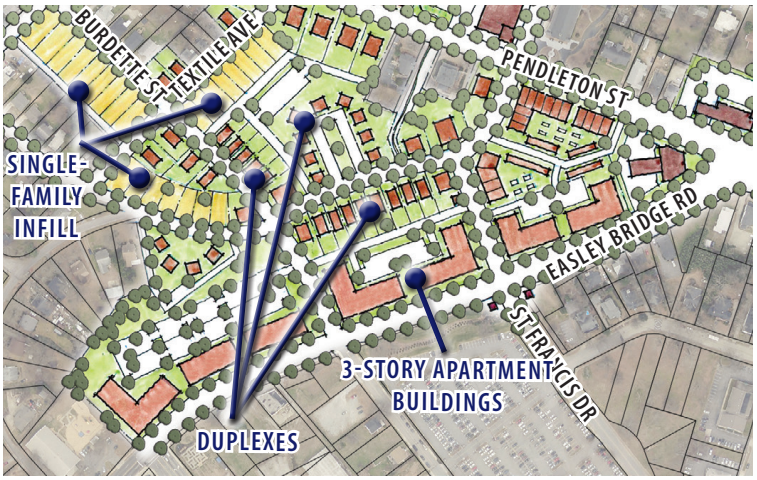
Option B

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.

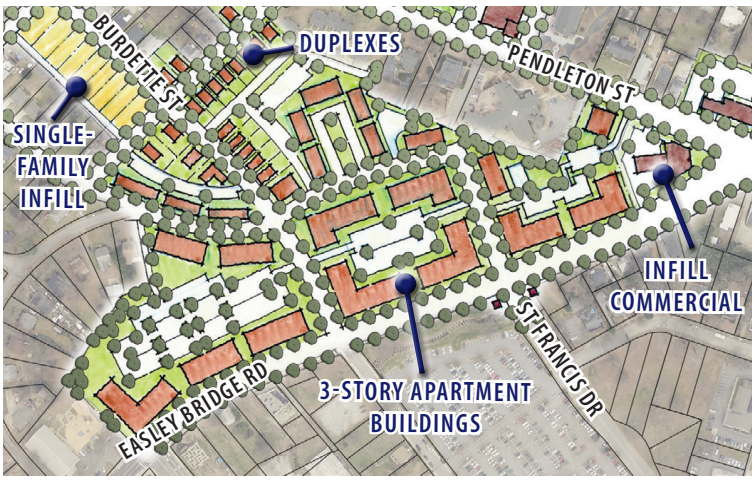


Source: maps.google.com

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,

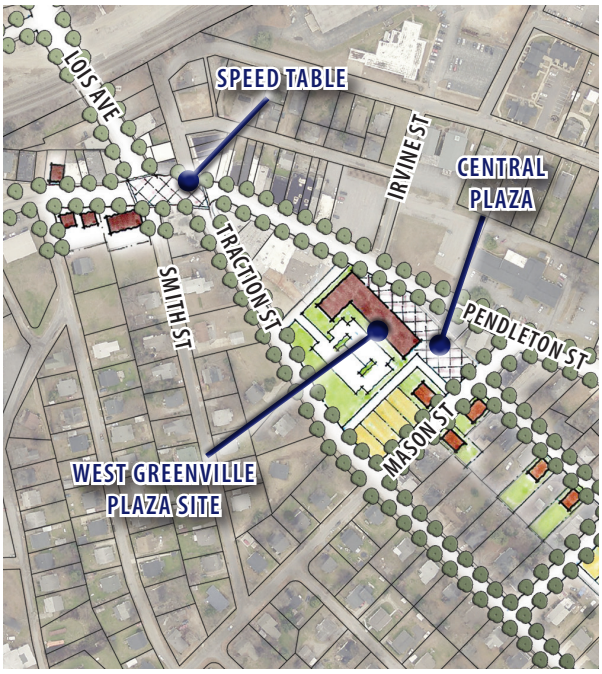
10.4: Village of West Greenville

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).

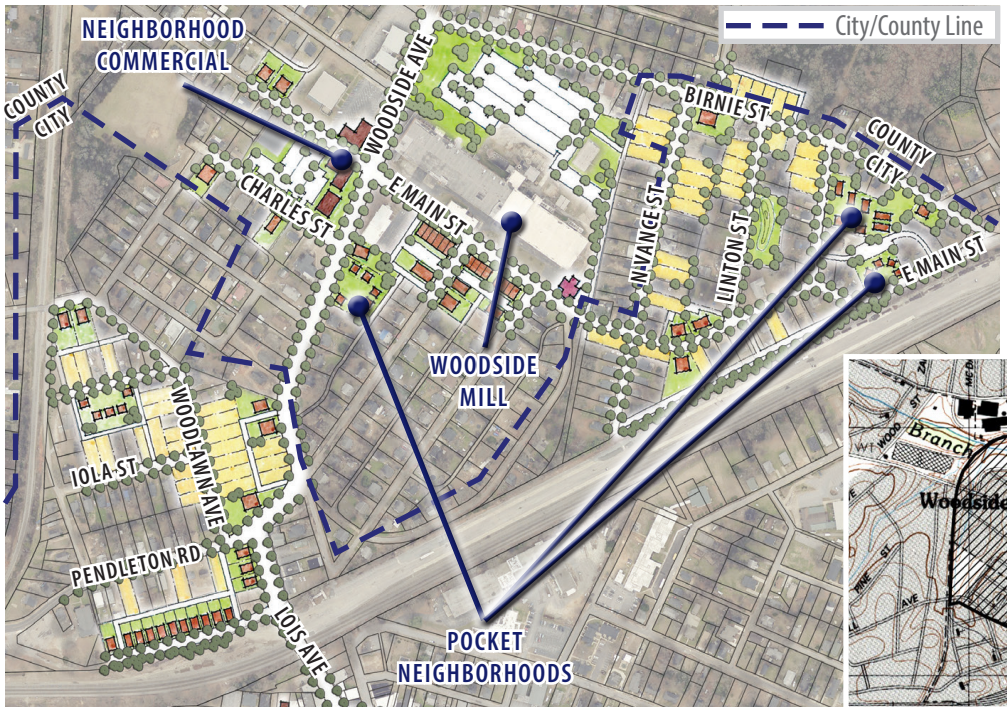
This plan proposes a small commercial node at the intersection of Woodside Avenue and East Main Street that would renew the historic village pattern of the mill as a neighborhood center for the surrounding homes. Additionally, the plan envisions a variety of infill housing opportunities spurred by the 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.

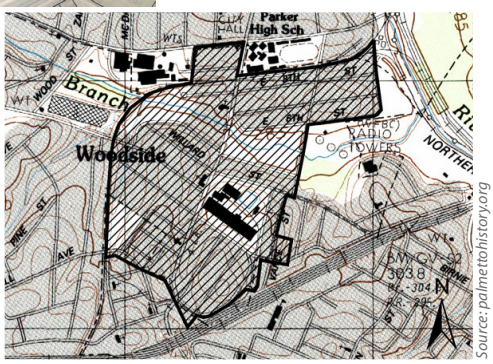
The plan recommends residential infill development on vacant lots and underutilized properties, as well as a strong focus on rehabilitation of the existing mill houses. The plan envision single-family houses that echo the historic mill housing vernacular filling in the quiet neighborhood blocks like 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)



Source: palmettohistory.org

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.

The current Greenville Water building could become a restaurant

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.

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

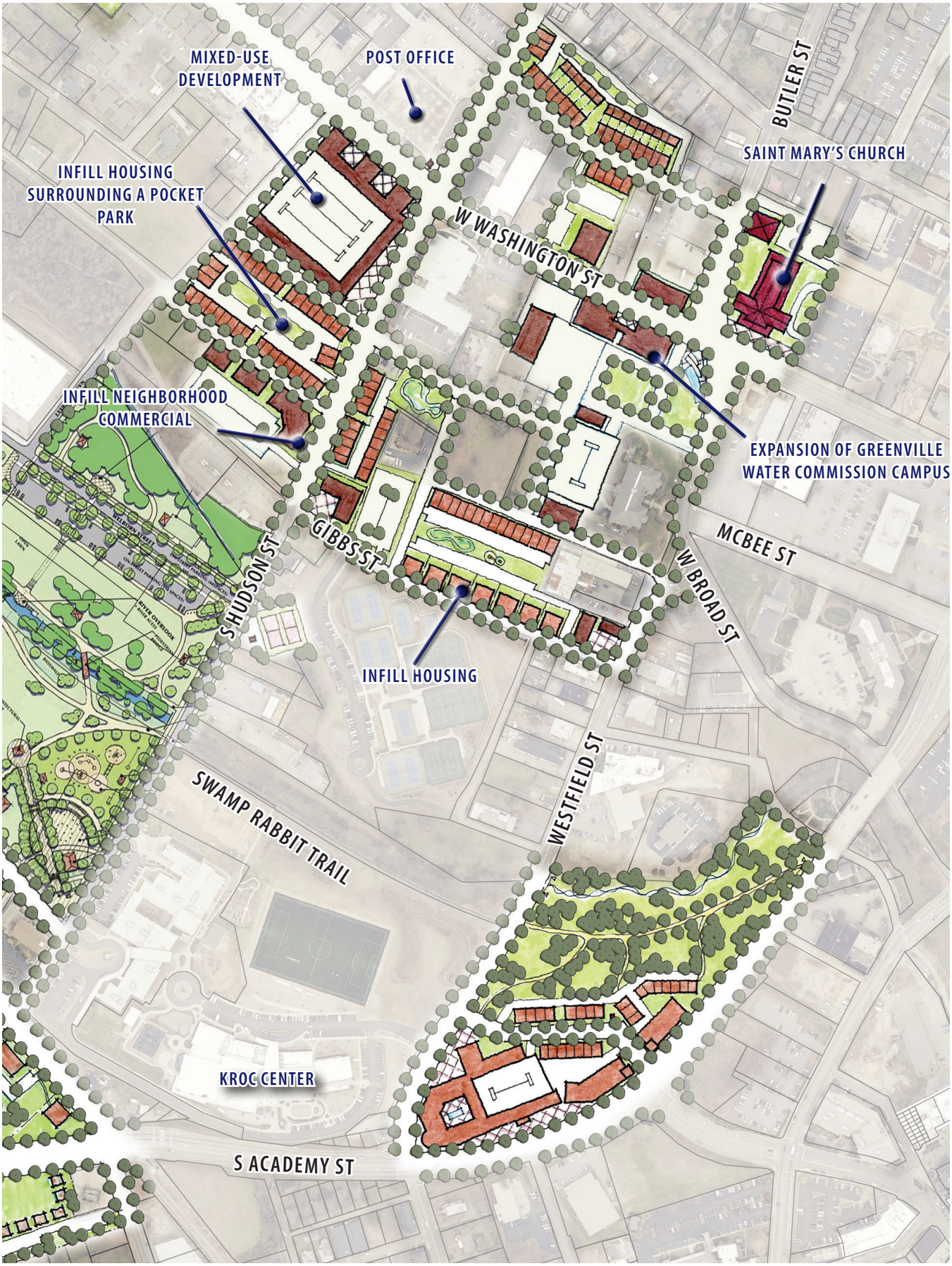
10.7: West Washington and South Hudson Street Corridors

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: 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

Source: maps.google.com

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

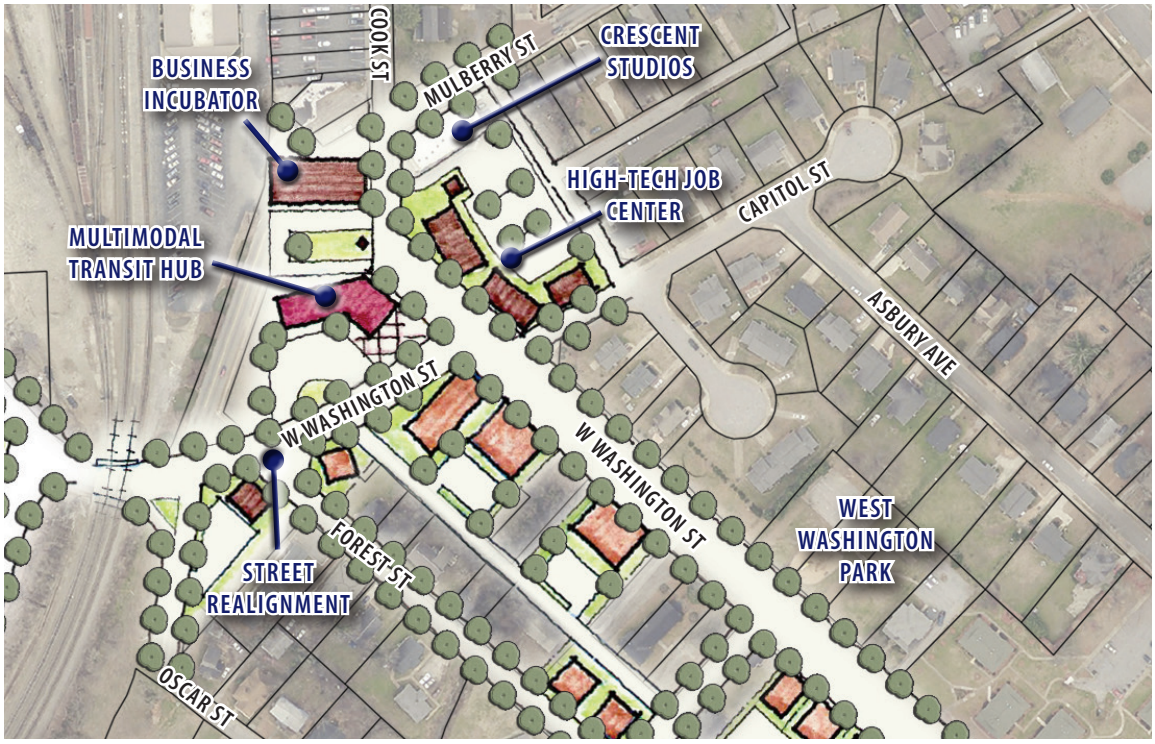
10.7.3: West Washington Street block at Amtrak Station

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/

Source: skyscrapercity.com

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

Source: myrzone.com

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

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

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.

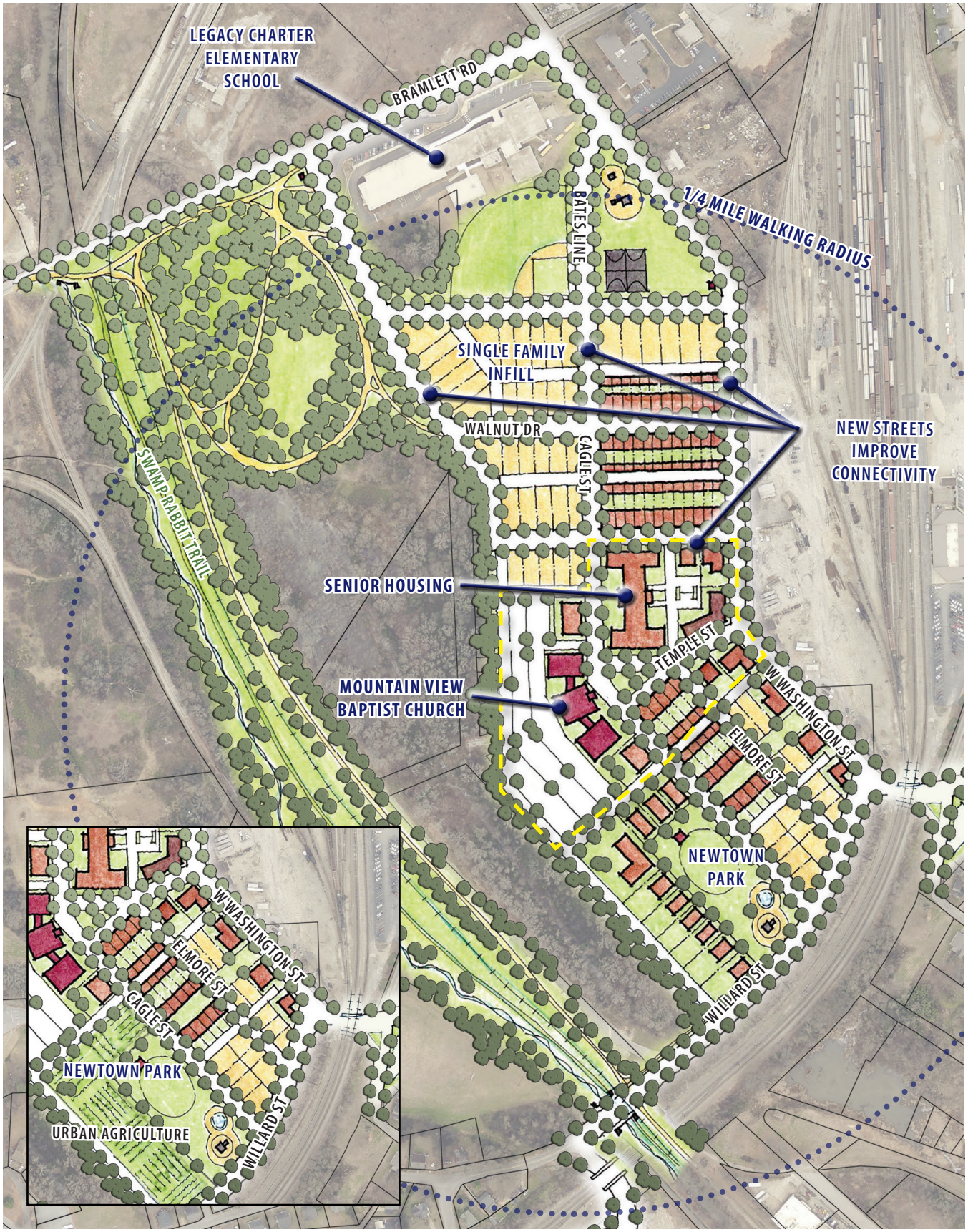
New townhouses and small apartment buildings, would complete a residential core around the new church building, with about 20 additional housing units. Two of these apartment buildings, flanking either side of the new church, would be suitable locations to develop new supportive housing based on the 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.

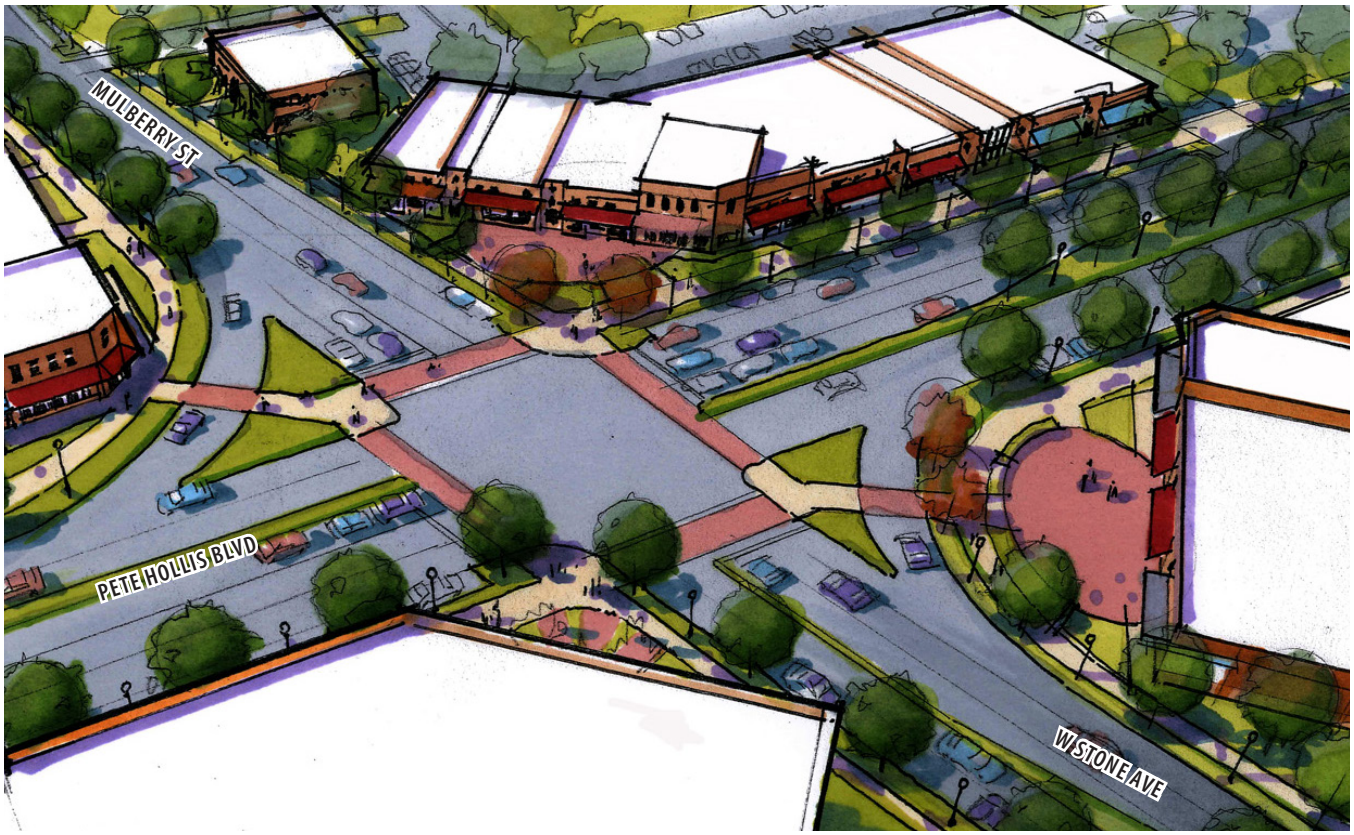
The plan also proposes extending Fludd Street to connect to Pete Hollis Boulevard. This will improve access to Pinckney-Fludd Park and repair a small portion of the block structure that was fragmented by the construction of

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.

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

Green Plaza on Pete Hollis Boulevard in existing conditions.



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 FINACING 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 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

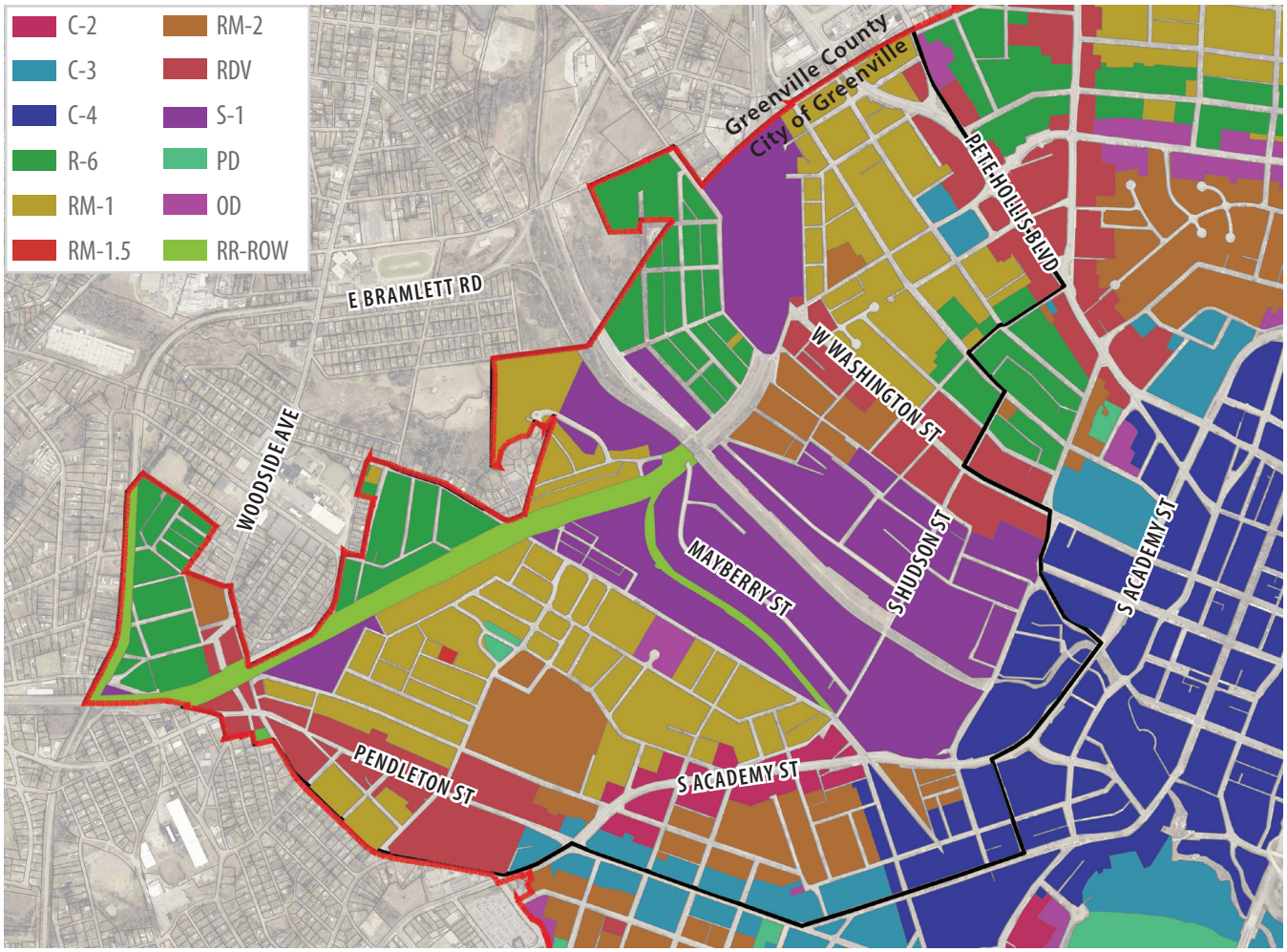
Responsible Agent(s): City of Greenville

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

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 Housing: Examples of local projects

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.

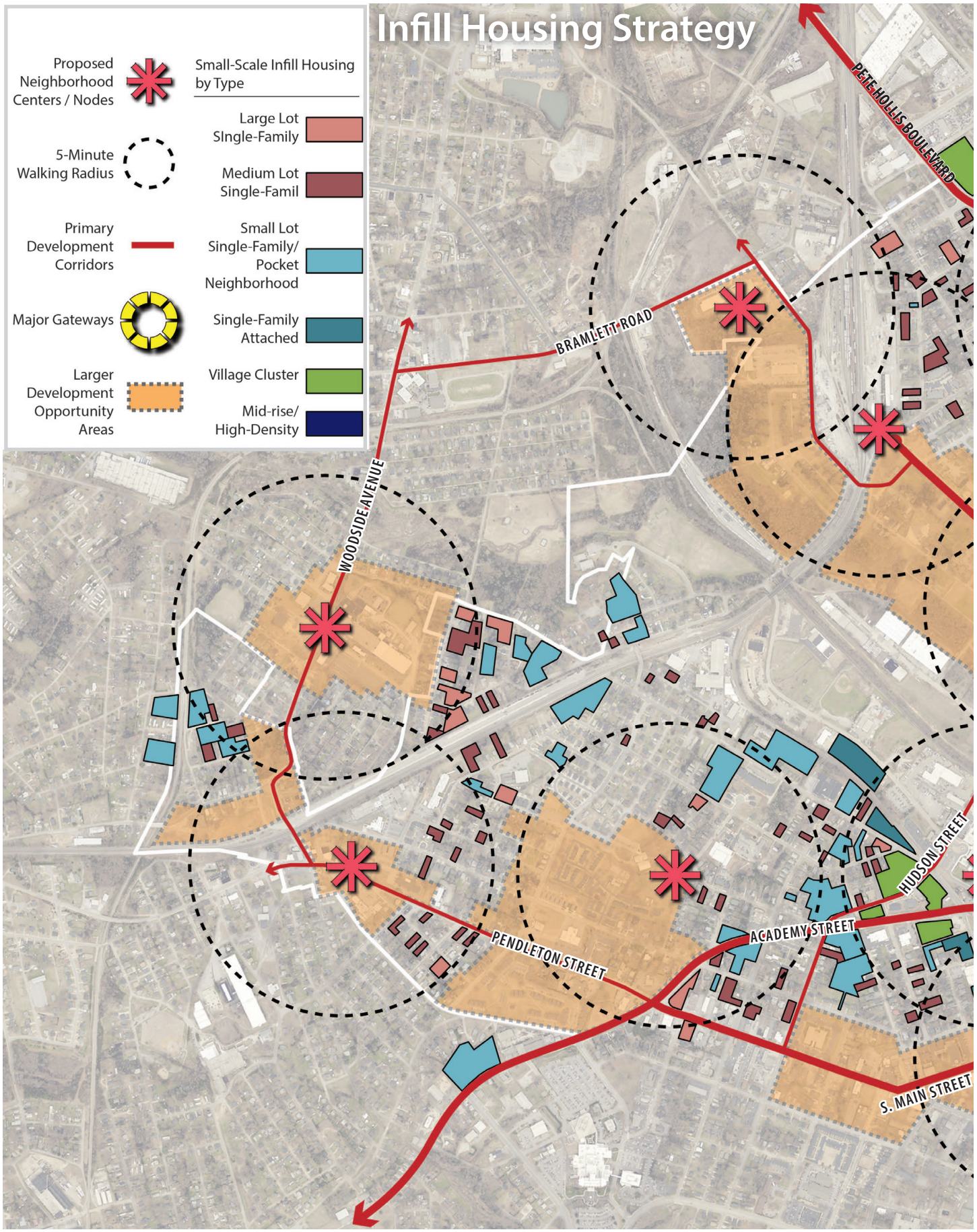
Townhomes /duplexes could be introduced to the vacant lots respecting the existing setback and housing character while increasing housing diversity and density.

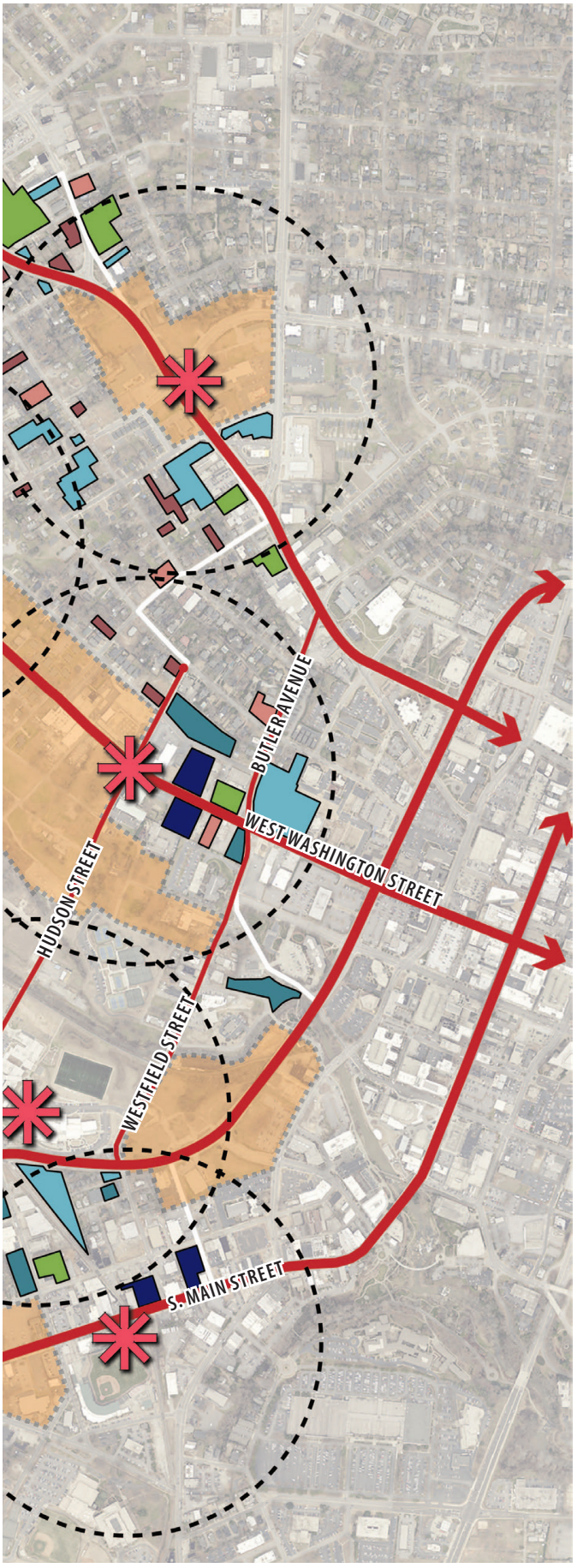
Small "blocks" of townhomes/rowhouses (3-4 dwelling units) could be incorporated onto larger lots or multiple lots still respecting the neighborhood character and scale.

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.

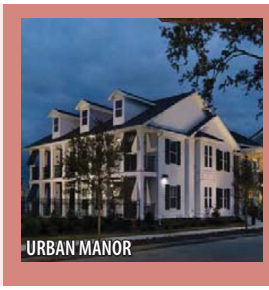
Source: City-Wide Housing Strategy, Appendix D

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.

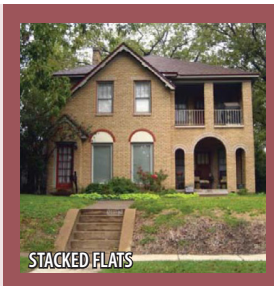

Infill Housing Strategy
Proposed Neighborhood Centers / Nodes
5-Minute Walking Radius
Primary Development Corridors
Major Gateways
Larger Development Opportunity Areas
Small-Scale Infill Housing by Type
Large Lot SIngle-Family
Medium Lot Single-Famil
Small Lot Single-Family/ Pocket Neighborhood
Single-Family Attached
Village Cluster
Mid-rise/ High-Density
PETE HOLLIS BOULEVARD
BRAMLETT ROAD
WOODSIDE AVENUE
PENDLETON STREET
ACADEMY STREET
HUDSON STREET
S. MAIN STREET



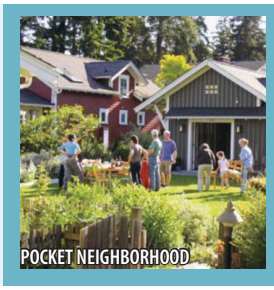
City-Wide Housing Strategy Infill Housing Types


URBAN MANOR

LARGE-LOT SINGLE FAMILY HOUSE


STACKED FLATS

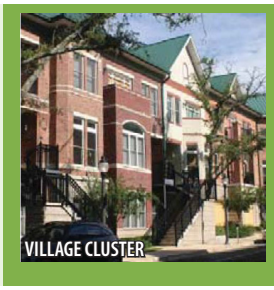
MEDIUM-LOT SINGLE FAMILY HOUSE


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:

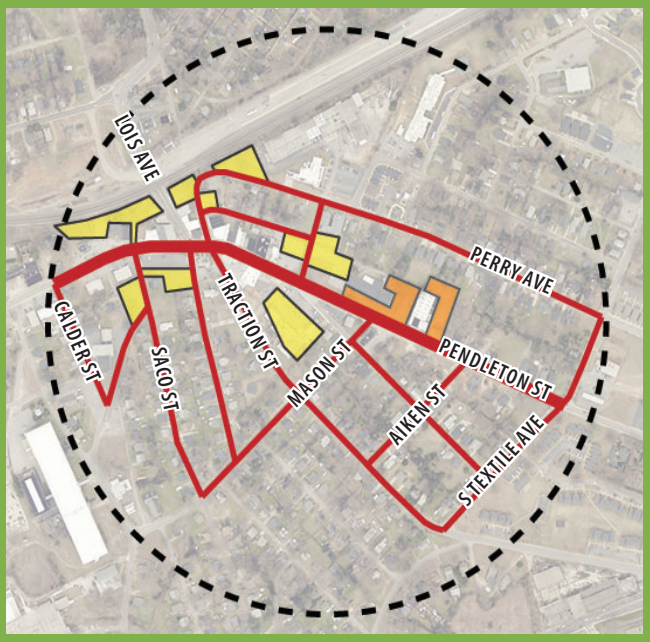
- Reduce minimum front setback from ten feet to zero feet (LMO Sec. 19-5.1)
- Allow multi-family and single-family attached by right, instead of as conditional uses (LMO Sec. 19-4.1)

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.

5-minute Walking Radius
Existing Lots
On-Street Parking (2 sides)
On-Street Parking (1 side)



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.

5-minute Walking Radius
Existing Lots
On-Street Parking (2 sides)
On-Street Parking (1 side)
Potential Shared Lots w/New Development

- 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.

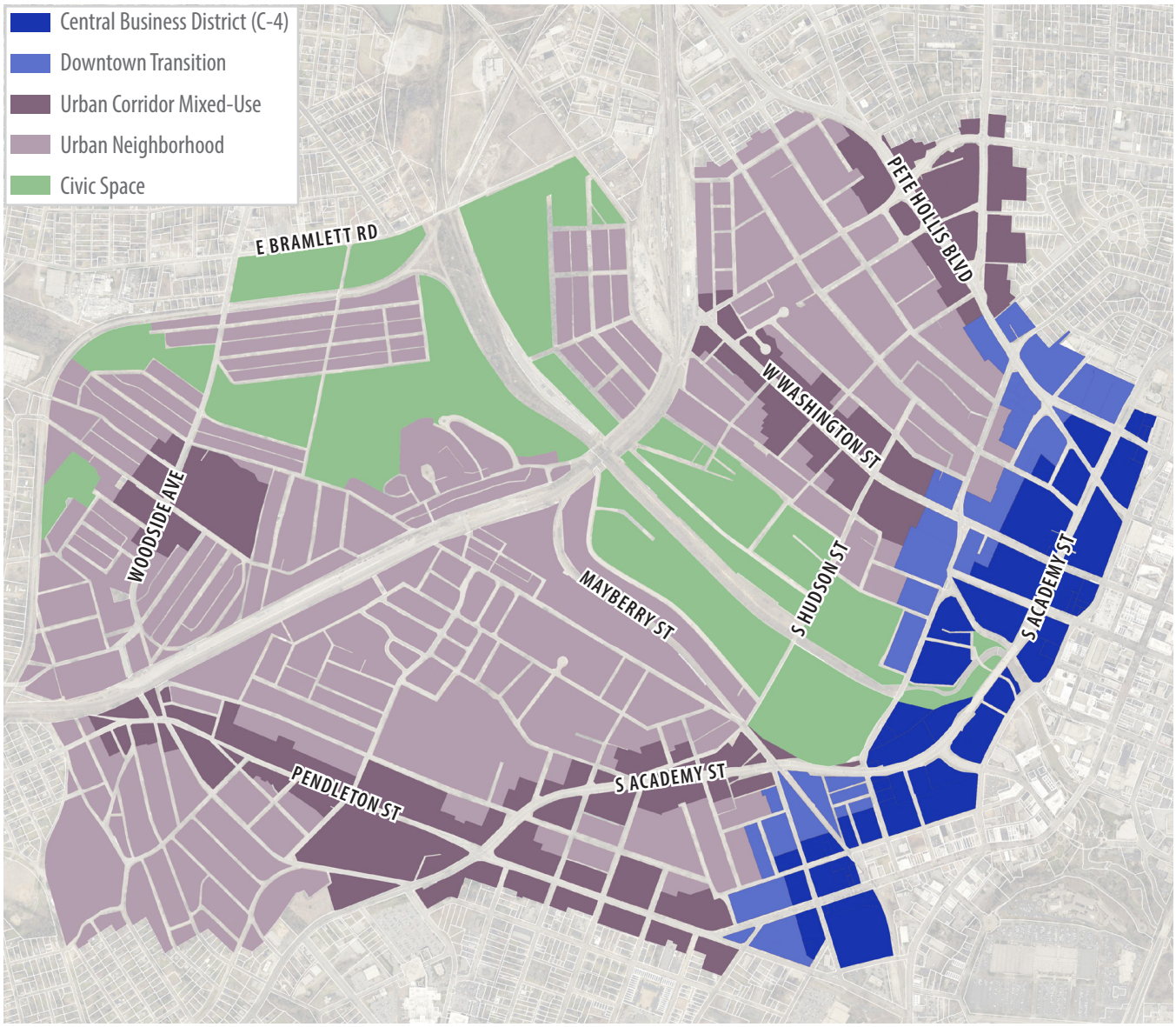
The HSNC introduces four districts, which could be applied in the West Side as follows:

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.

Appendix A

DEMOGRAPHIC AND ECONOMIC DEVELOPMENT OVERVIEW

WEST SIDE GREENVILLE

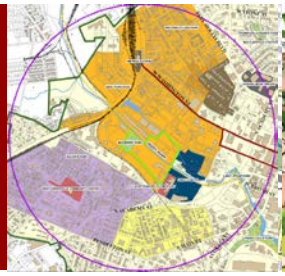
"LAYING THE GROUNDWORK FOR GROWTH"

GREENVILLE, SOUTH CAROLINA

SEPTEMBER 2013

PREPARED BY

Robert M. Lewis, AICP, CEcD
Katelyn Mary Feit
Yash Yedavalli



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INTRODUCTION

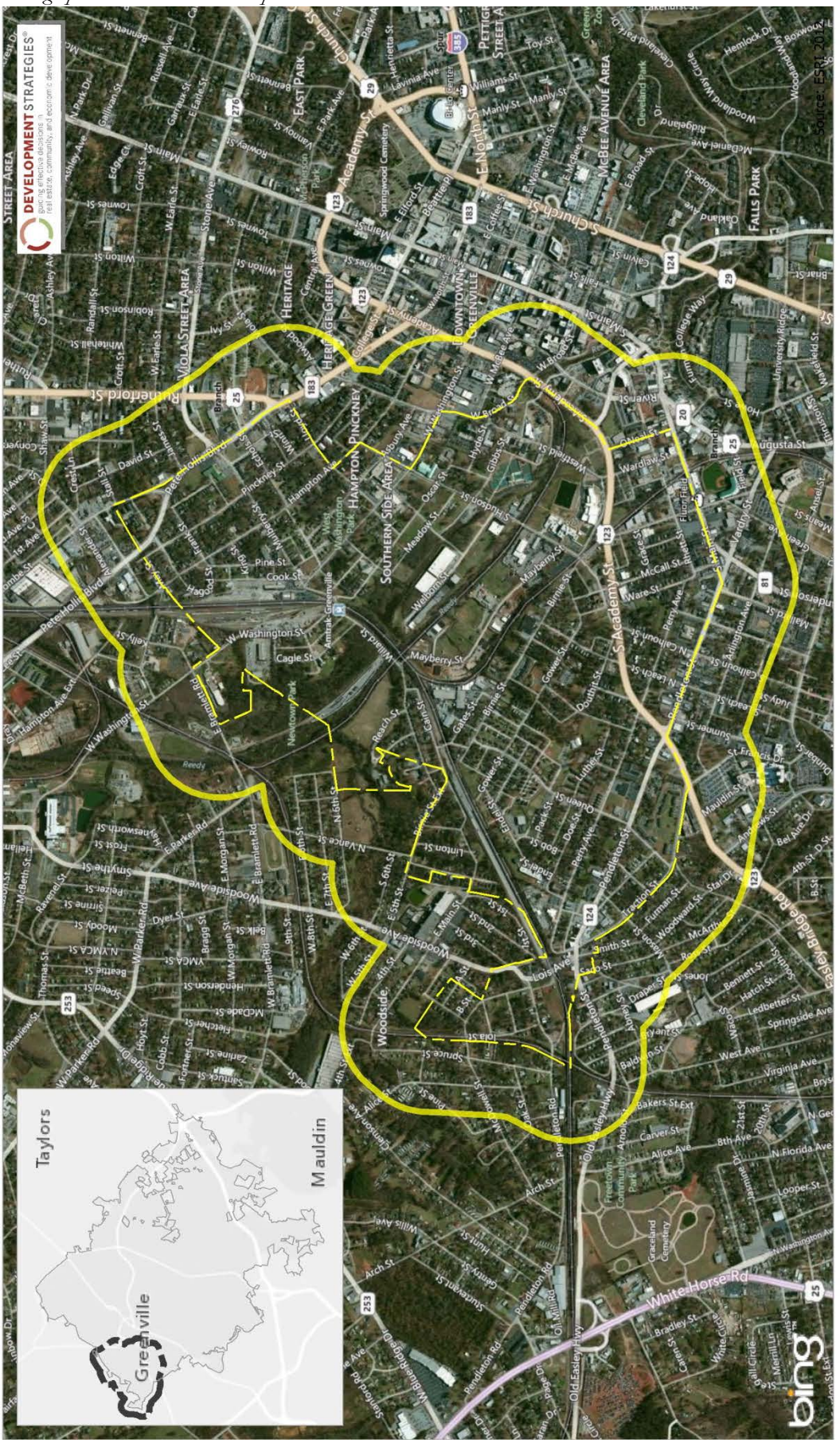
Developing policies, strategies, and tools for comprehensive planning requires an understanding of underlying socio-economic conditions and forces, the principal topic of this report. There are many sources of the data presented and discussed herein. Much of it is based on regular surveys by the U.S. Census Bureau, but the tabulation of that data was obtained primarily from the private demographics firm of ESRI and its Business Analyst Online database. Labor force information was downloaded from the U.S. Department of Labor and from the South Carolina Department of Employment and Workforce. Long term population projections were obtained from the South Carolina Department of Health & Environmental Control and the South Carolina Budget and Control Board - Office of Research & Statistics.

A note on geography. The next page shows the geographic "bubble" (bold yellow line) that was generally used in obtaining and downloading data that could be isolated to this non-standard geographic area. The bubble purposely includes areas that surround the three defined West Side neighborhoods (dashed yellow line) so that a fuller context of data informs the opportunities and challenges within the West Side.

There are many implications that can be drawn from an evaluation of socio-economic data for a complex place like West Side Greenville. This report attempts a few of the more obvious implications, particularly as the amount of information increases through the report. Certain trends become apparent. Relationships between indicators, or metrics, reveal themselves to reinforce, or even to contradict, preliminary conclusions.

The report concludes with a discussion of the opportunities suggested by population and employment projections in light of existing socio-economic conditions in the West Side. In short, Greenville is a growing area and there are many opportunities for the West Side to share in this growth. Whether it captures a "fair share" of that growth, or more than its historic share, or less, should be a major theme of the comprehensive plan. The West Side exhibits socio-economic conditions that are below the norms for the city and region—lower incomes, lower educational attainment, lower housing values, lower population and job densities, and so on. But it is located adjacent to the very strong and expanding economy and population of Downtown Greenville. It is transected by the very popular Swamp Rabbit Trail and will potentially host a regional park. It is served by transit and by surrounding arterial roads. It exhibits a number of "regional" metrics with regard to retail sales and job counts. Recent investments in schools and the Kroc Center demonstrate a desire to improve the West Side's quality of life.

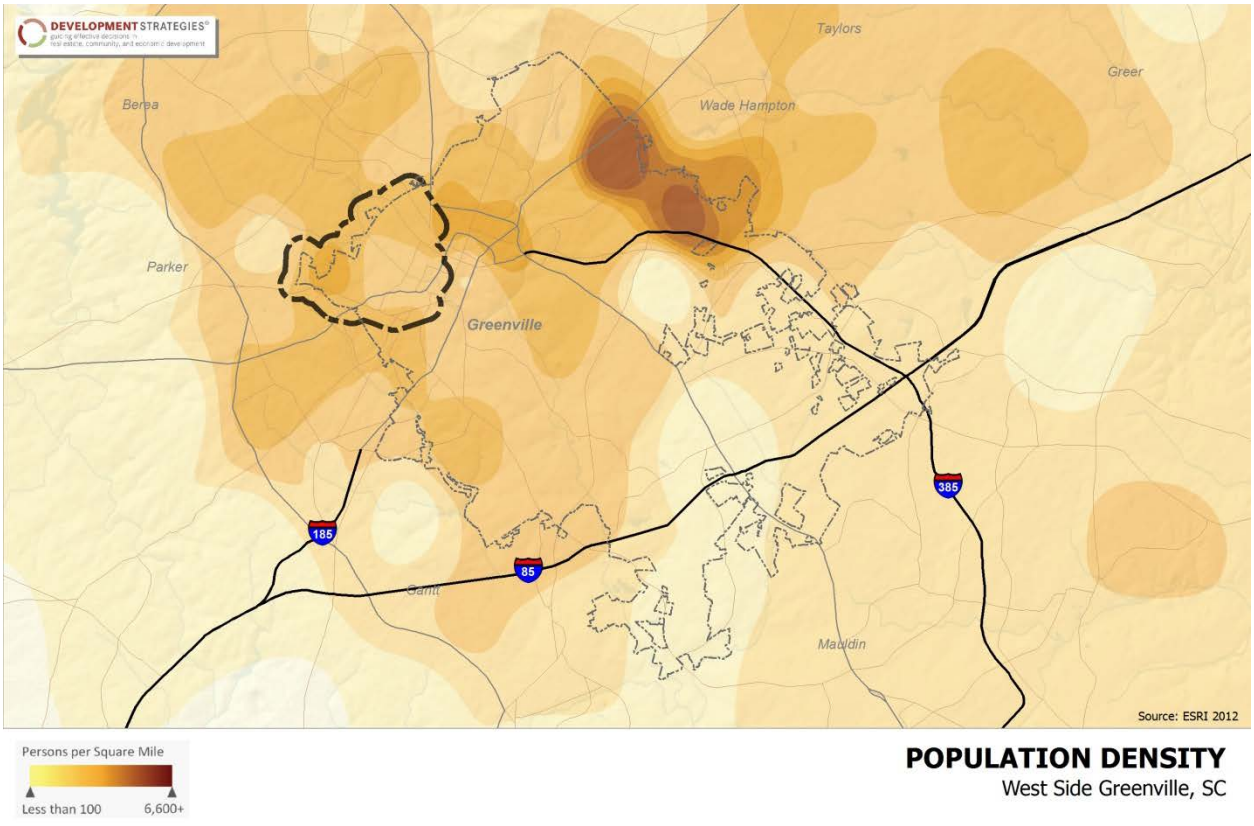
So the metrics described in this report should be seen as baseline only, with many opportunities for improvement. Capitalizing on those opportunities is the challenge for the plan and its implementation.


LOCATION MAP
West Greenville, SC
Source: ESRI, 2013
West Greenville StudyArea
Taylors
Mauldin
Greenville
bing

POPULATION DENSITY

The population density map below shows range of population densities in the greater Greenville area in *persons per square mile* as of 2012.[1] Persons per square mile is measured at the census tract level, then blended with adjacent census tracts to create the image. Areas of dark orange or brown indicate higher densities. The dark area northeast of downtown Greenville is the site of Bob Jones University where there is likely a high concentration of students living within close proximity to the university. Downtown Greenville itself does not have a high population density, but the surrounding residential areas, including West Side (which is outlined in the black dashed line), are relatively dense.

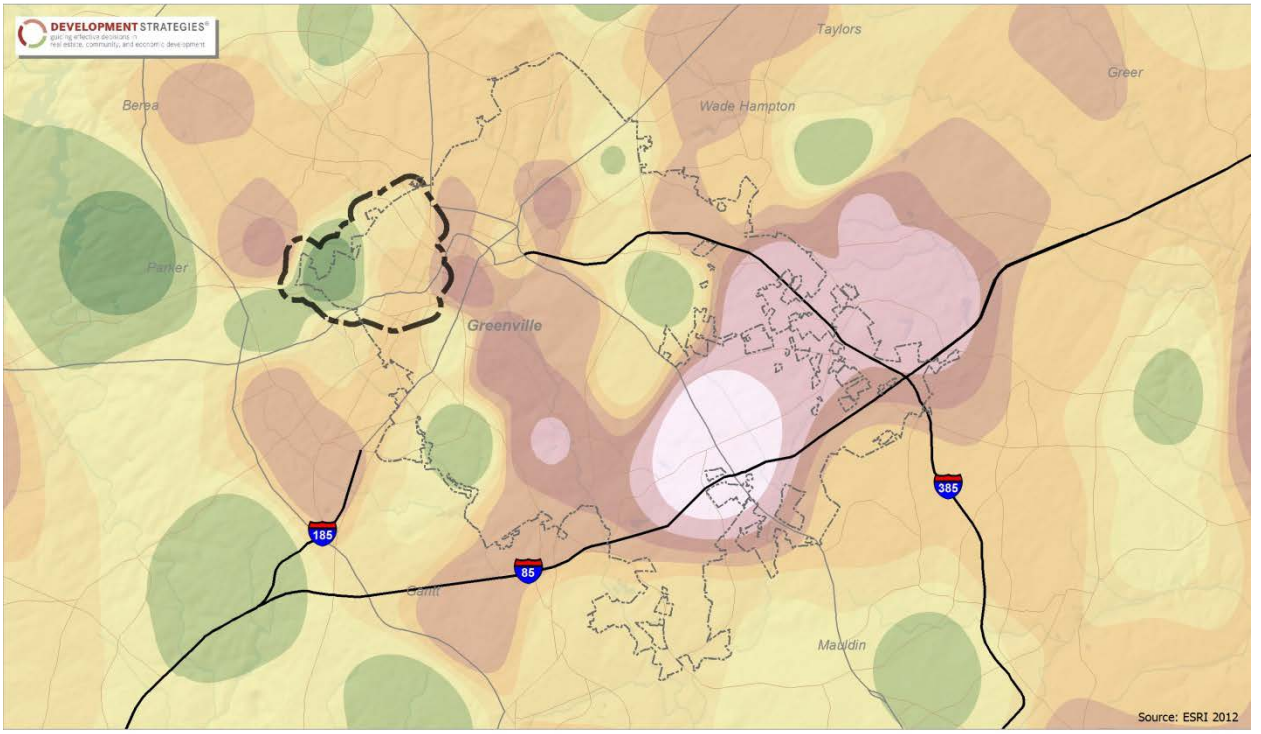
But this relative density has been declining in much of the area, as suggested on the subsequent map on the next page. An implication is that West Side has ample land area for additional housing and population growth through revitalization and redevelopment initiatives. In other words, the West Side used to support more population than lives there today, so there's room for re-growth.



[1] Source: Esri.

POPULATION GROWTH RATES

The population growth map, below, shows the growth rate or loss in greater Greenville between 2000 and 2012. The City of Greenville overall has seen a four percent population increase since 2000. Areas in green experienced population decline. In the West Side, population decline is most likely the result of people leaving their neighborhoods for more desirable areas with higher home values, college age and older children moving away, and the large senior population passing away. The largest population growth and new housing development in Greenville is occurring near the intersection of Interstate 85 and Laurens Road, just south of the municipal airport. Growth in that area (white on the map) has been at about double the citywide average.



West Side, on the other hand demonstrates net population decline in its western edges, and slight growth in the eastern part. The relatively strong growth rate of downtown might serve as a catalyst for spreading more housing and population growth into the West Side.

POPULATION AND HOUSEHOLD TRENDS

Despite overall net population declines in the last decade or so, the West Side population has grown slightly in the past two years, according to estimates by ESRI, a commercial vendor of demographic data using small area estimates from the U.S. Census Bureau's American Community Survey (ACS). West Side as a whole experienced a slight drop in population from 2000 to 2010, but is projected to grow through 2017.

Household sizes, however, are getting smaller. With smaller household sizes coupled to population growth, the demand for housing units will exceed the population growth rate.

Poulation & Household Trends

Description	West Side	Greenville City	Greenville MSA	South Carolina
Population				
2017 Projection	7,730	67,400	693,400	5,032,200
2012 Estimate	7,250	60,900	651,400	4,739,800
2010 Census	7,130	58,400	637,000	4,625,400
2000 Census	7,360	56,000	559,900	4,012,000
Growth 2012-2017	6.6%	10.7%	6.4%	6.2%
Growth 2010-2012	1.7%	4.3%	2.3%	2.5%
Growth 2000-2010	-3.1%	4.3%	13.8%	15.3%
Households	-1.5%	8.8%	16.3%	18.1%
2017 Projection	3,110	29,770	269,700	1,967,500
2012 Estimate	2,880	26,820	253,500	1,842,900
2010 Census	2,810	25,600	247,300	1,801,200
2000 Census	2,780	24,380	217,200	1,533,900
Growth 2012-2017	8.0%	11.0%	6.4%	6.8%
Growth 2010-2012	2.5%	4.8%	2.5%	2.3%
Growth 2000-2010	1.1%	5.0%	13.9%	17.4%
Household Size				
2017 Projection	2.25	2.09	2.49	2.49
2012 Estimate	2.26	2.08	2.49	2.50
2010 Census	2.27	2.08	2.49	2.49
Growth 2012-2017	-0.4%	0.5%	0.0%	-0.4%
Growth 2000-2010	-0.4%	0.0%	0.0%	0.4%

© ESRI, 2013

Family households in the West Side are not as predominant as elsewhere in the city, MSA, and state.[2] Husband and wife families (with or without children) are also less predominant compared to the other study areas. Of family households in West Side, 32 percent have only one parent present, a much higher share than elsewhere. Most of these single-parent households are headed by females.

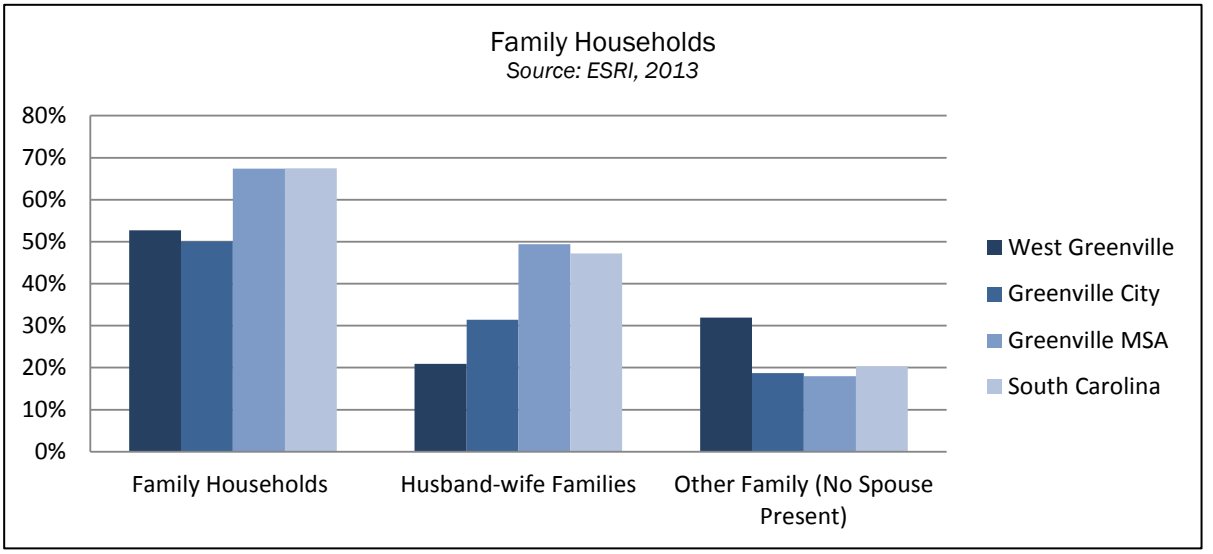
Household Type

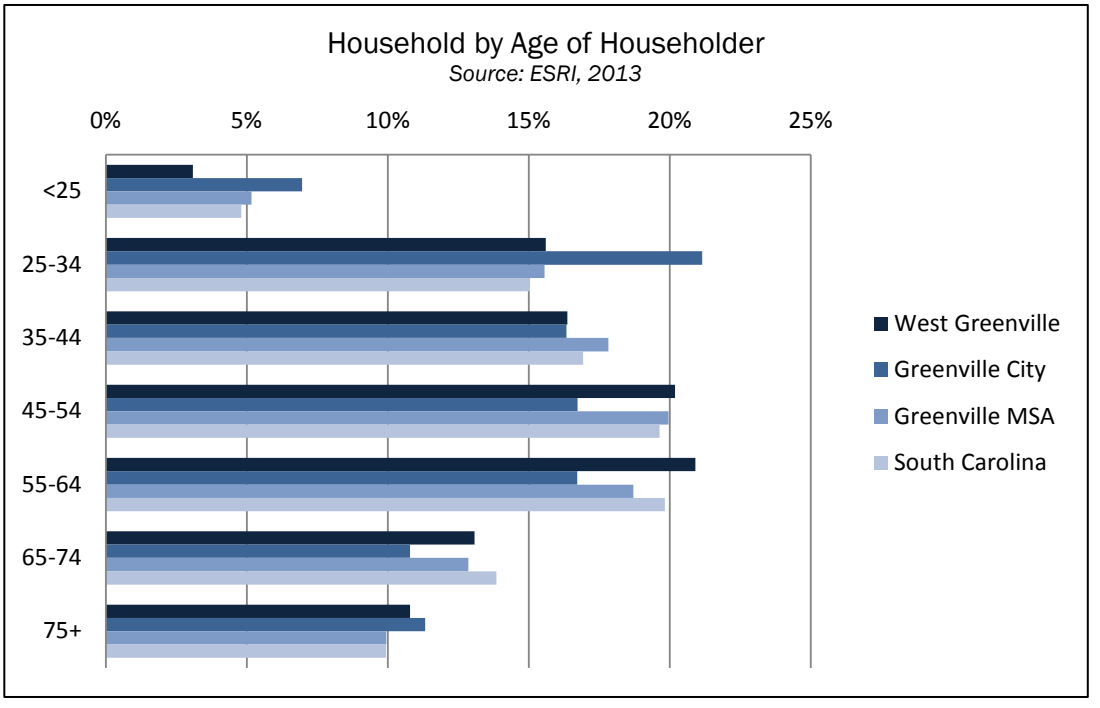
Description	West Greenville	Greenville City	Greenville MSA	South Carolina
Household Type (2010)				
Non-family Households	7%	8%	6%	6%
One Person Household	40%	42%	27%	27%
Two+ Person Households	60%	58%	73%	74%
Family Households	53%	50%	67%	68%
Husband-wife Families	21%	31%	49%	47%
With Related Children	8%	13%	21%	19%
Other Family (No Spouse Present)	32%	19%	18%	20%
Other Family with Male Householder	6%	4%	5%	5%
With Related Children	2%	2%	3%	3%
Other Family with Female Householder	26%	15%	13%	16%
With Related Children	16%	10%	9%	10%

© ESRI, 2013

[2] Family households consist of related individuals, while non-family households are either single-person households or are made up of unrelated individuals

West Side has a large number of householders that are 45-to-64 years old compared to the other study areas. Altogether, West Side has a higher share of middle-age and senior households than the city, metro area, and state.





POPULATION BY AGE

West Side's population is older than the other study areas, with a median age of 40.1 years. According to ESRI's 2012 estimates, 57 percent of the West Side population is over the age of 35.

The high median age in West Side is a result of declines in the school-age population, or kindergarten through 12th grade (22 percent decrease), the College Age population (six percent decrease), and Family Years (twelve percent decrease) over the past decade. On the other hand, the Empty Nester population (age 50 to 64) has grown by almost 50 percent in the past decade.

All cohorts are projected to increase in population through 2017, but younger cohorts are projected to grow only slightly compared to the Empty Nesters, Seniors, and 75+ age cohorts. Due to planning and development implications from this projected strong growth in the senior population, a more detailed breakdown of senior population characteristics is presented in the last section of this report.

Age Distribution Comparison, 2012

Age Cohort	West Side	Greenville City	Greenville MSA	South Carolina
Total population:	7,247	60,935	651,393	5,032,194
0 - 4 (Pre-school)	6.4%	6.4%	6.5%	6.5%
5 - 17 (K-12)	14.2%	12.7%	16.6%	16.4%
18 - 24 (College Age)	8.4%	13.8%	11.1%	10.3%
25 - 34 (Early Workforce)	14.0%	17.3%	13.0%	13.0%
35 - 49 (Family Years)	20.8%	18.6%	19.9%	19.4%
50 - 64 (Empty Nesters)	23.1%	17.9%	19.4%	20.2%
65 - 74 (Seniors)	7.1%	6.8%	8.0%	8.5%
75+ (Elderly)	5.8%	6.6%	5.8%	5.8%
Median Age (years)	40.1	35.0	37.3	38.1

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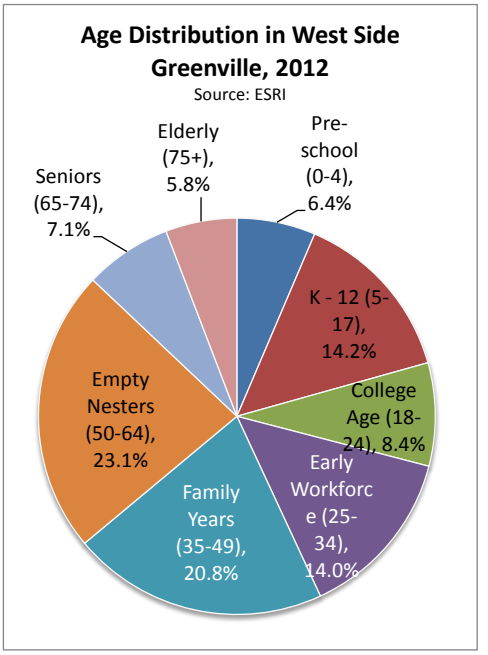
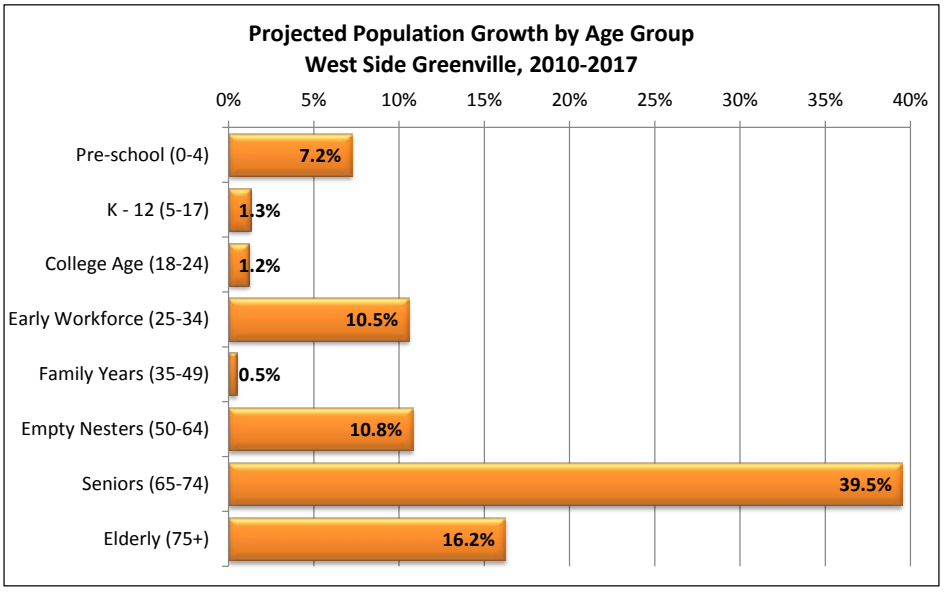


POPULATION PROJECTIONS

Projections of the population through 2017 (by ESRI) suggest three "challenges" to address in the comprehensive plan:

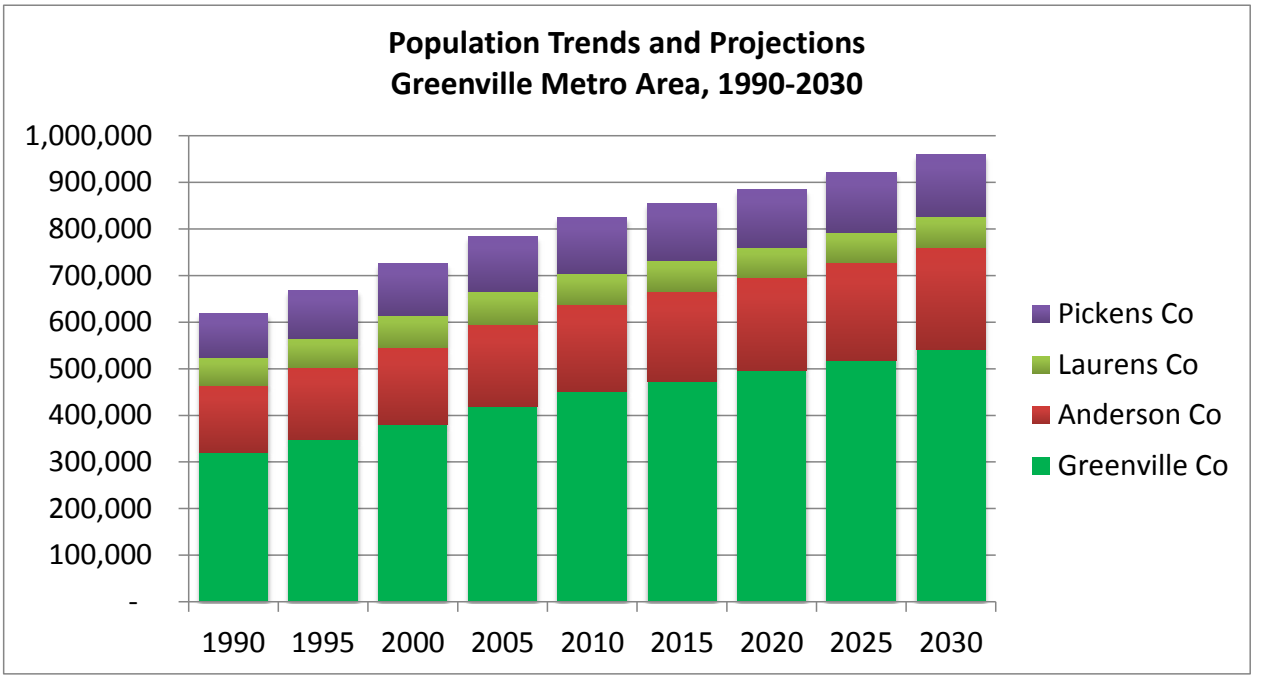
- With strong projections for seniors and elderly, there will be an



increased need to serve this "dependent" population, or people typically not in the labor force, and, therefore, dependent on non-labor income such as pensions and social security.

- Growth in the Early Workforce age group requires support mechanisms for obtaining and retaining jobs, while Empty Nester growth can create concerns about the re-training of older workers as structural economic changes occur.
- Growth in age groups from Pre-School to Family Years raise challenges for supporting families and children, particularly those most vulnerable to poor education circumstances.

While ESRI provides short term population projections at a small geographic level, the State of South Carolina projects long term population growth for each county. Below is depicted the projections from the S.C. Department of Health and Environmental Control and the S.C. Budget and Control Board - Office of Research & Statistics for the four counties of the Greenville metropolitan statistical area (MSA)[3]. Between 2010 and 2030, Greenville County is projected to add almost 91,100 net new residents, a 20-year growth rate of 20.2 percent. Anderson County would add another 31,400 residents (up 16.8%), Laurens County would actually shrink by 1,500 (down 2.3%), and Pickens County would add 13,700 (up 11.5%).

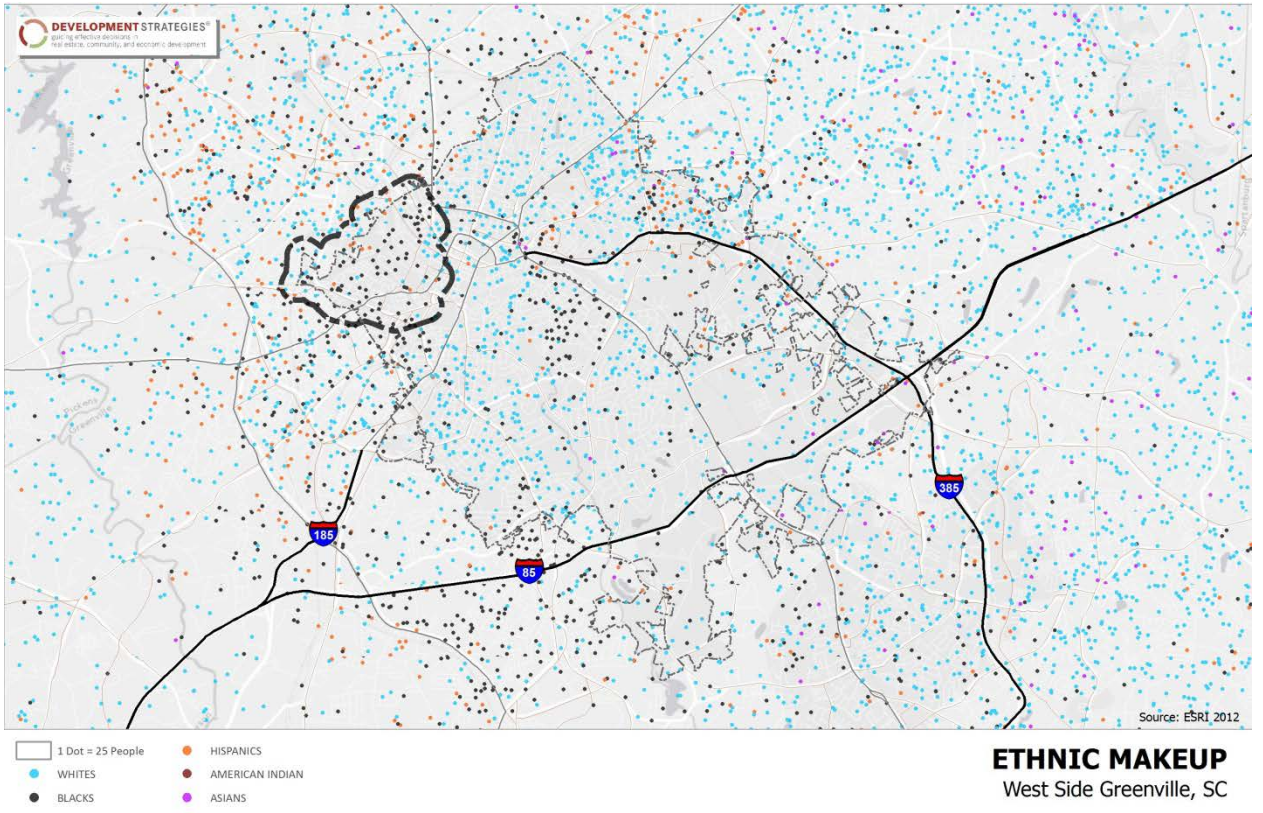


Altogether, the four counties would net about 134,600 more residents over 20 years for a growth rate of 16.3%. Greenville County would be the fastest growing, both in terms of numbers and percentage change. Capturing some of this growth should be a goal of the West Side comprehensive plan.

[3] Technically, Anderson County is not part of this MSA but is included here because of the close socio-economic relationship between Greenville and Anderson Counties.

RACE AND ETHNICITY

The map below shows the ethnic make-up of the Greenville area. Each dot represents 25 people in each census tract. This map shows the concentration of the black population and also demonstrates West Side's relative diversity.



The population of West Side is predominately black, but the population has become more diverse in the past decade, a trend that is projected to increase through 2017. The "Some Other Race" category has increased by four percent in the last decade, and the West Side has the highest concentration of people of Hispanic origin of all the study areas. Hispanics are projected to increase from 4% to 10% of the West Side by 2017.

Race and Ethnicity Comparison

	West Side			Greenville City			Greenville MSA			South Carolina		
	2000	2010	2017	2000	2010	2017	2000	2010	2017	2000	2010	2017
Total population:	7,360	7,130	7,730	56,000	58,400	67,400	559,900	637,000	693,400	4,012,000	4,625,400	5,032,200
White Alone	29.1%	33.0%	32.1%	62.1%	64.0%	62.0%	79.3%	76.2%	73.9%	67.2%	66.2%	65.0%
Black Alone	68.1%	59.3%	58.2%	33.9%	30.0%	30.3%	17.0%	16.7%	17.2%	29.5%	27.9%	27.7%
American Indian Alone	0.2%	0.3%	0.4%	0.1%	0.3%	0.4%	0.2%	0.3%	0.4%	0.3%	0.4%	0.5%
Asian Alone	0.4%	0.4%	0.4%	1.3%	1.4%	1.7%	1.2%	1.7%	2.0%	0.9%	1.3%	1.6%
Pacific Islander Alone	0.0%	0.1%	0.2%	0.1%	0.1%	0.1%	0.0%	0.0%	0.1%	0.0%	0.1%	0.1%
Some Other Race Alone	1.5%	4.8%	6.0%	1.4%	2.5%	3.2%	1.2%	3.3%	4.2%	1.0%	2.5%	3.1%
Two or More Races	0.9%	2.2%	2.7%	1.1%	1.8%	2.3%	1.0%	1.7%	2.2%	1.0%	1.7%	2.1%
Hispanic Origin	3.9%	8.3%	10.4%	3.4%	5.9%	7.5%	3.1%	6.7%	8.7%	2.4%	5.1%	6.5%

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HOUSING OVERVIEW

Six out of ten homes in the West Side are single family structures. Multifamily buildings with two-to-four units comprise another two out of ten units. Unlike in the MSA and State, most people in West Side rent their homes (68 percent). Over the past two decades, the trend of renter occupied units has not changed in West Side suggesting a stable neighborhood and a stable level of homeownership and investment in the area.

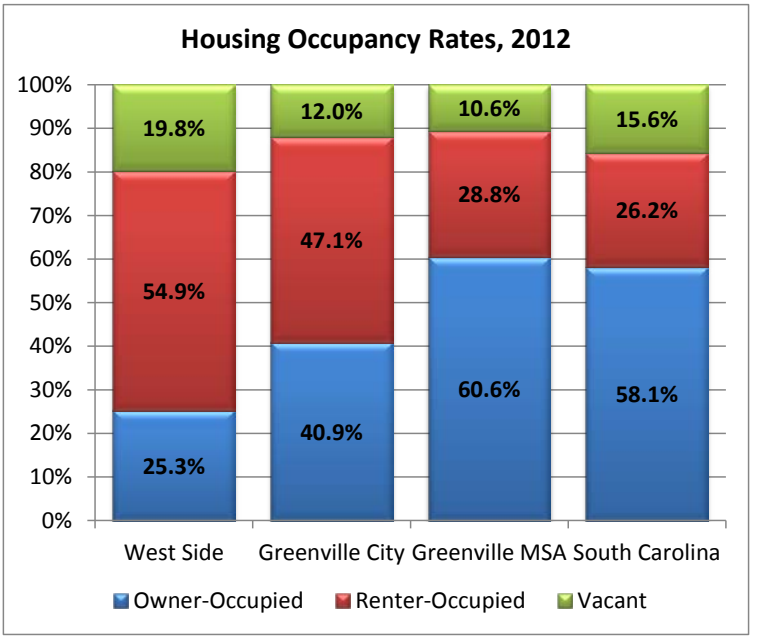
The 68 percent of households that are renters accounts for becomes about 55 percent of all housing. Households are the same as occupied housing units, so household measures exclude vacant units. When considering all housing, whether occupied or not, almost 20 percent is vacant within the West Side, a much higher proportion than throughout the metro area and state, and somewhat higher than in the City as a whole. Most urban analysts prefer to see higher homeownership rates as an indicator of neighborhood stability and willingness of residents to reinvest where they live.

Housing Overview

Description	West Side	Greenville City	Greenville MSA	South Carolina
Housing Units (2012)	3,590	30,480	283,600	2,184,800
Occupied Housing Units (2012)	2,880	26,820	253,500	1,842,900
Occupancy Rate	80.2%	88.0%	89.4%	84.4%
Housing Units by Units in Structure (2000)				
1, Detached	60.4%	53.9%	64.2%	61.5%
1, Attached	3.6%	3.8%	2.1%	2.3%
2	10.4%	5.7%	2.5%	2.5%
3 to 4	10.0%	7.1%	2.7%	3.3%
5 to 9	6.3%	10.0%	4.8%	4.4%
10 to 19	1.8%	8.1%	3.4%	2.4%
20 or More	4.4%	11.0%	3.9%	3.2%
Mobile Home	3.0%	0.4%	16.3%	20.3%
Other	0.0%	0.0%	0.1%	0.1%
© ESRI (2000/2010), 2012	*100%*	*100%*	*100%*	*100%*

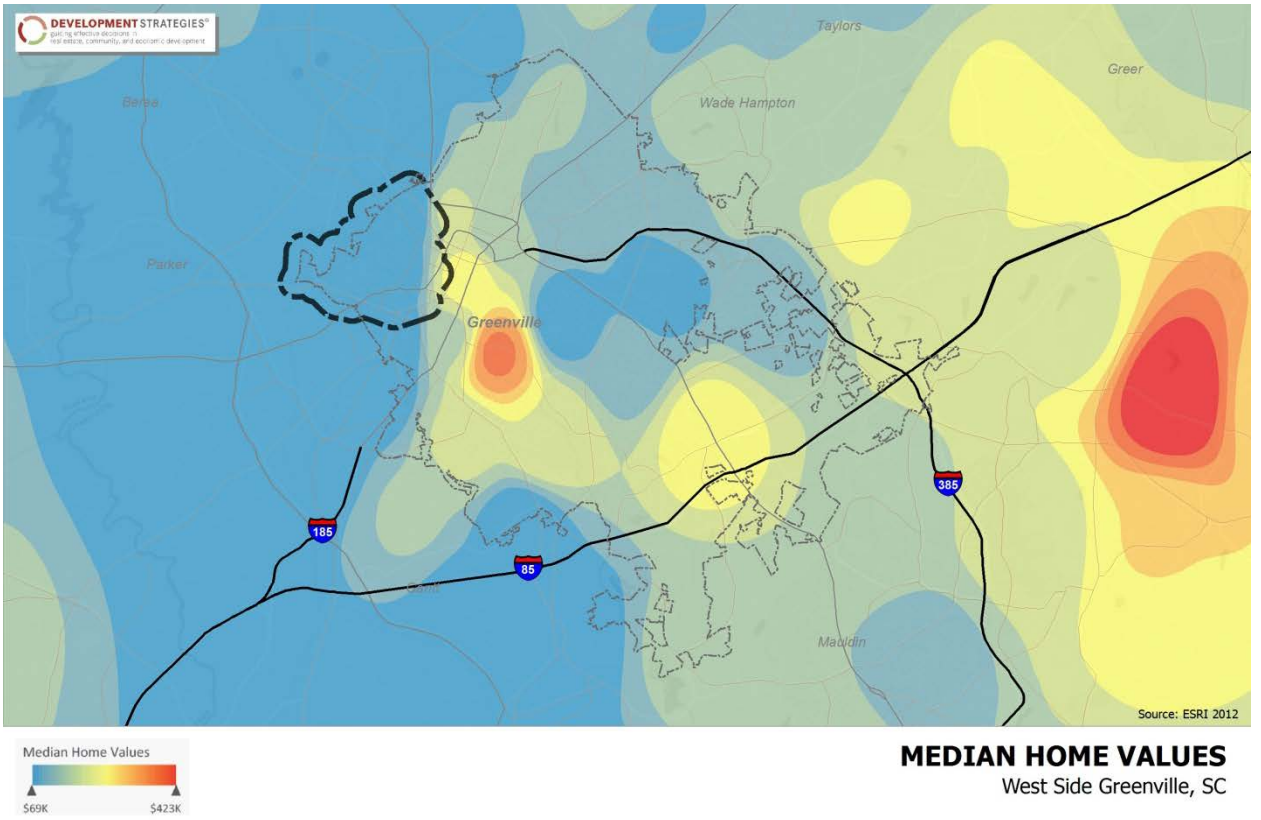
Households Overview

Description	West Side	Greenville City	Greenville MSA	South Carolina
Tenure of Occupied Housing Units (2012)				
Percent of Owner-Occupied Units	31.6%	46.5%	67.7%	68.9%
Percent of Renter-Occupied Units	68.4%	53.5%	32.3%	31.1%
Households by Household Type (2010)				
Family Households	52.7%	50.1%	67.4%	67.5%
Non-Family Households	47.3%	49.8%	32.6%	32.4%
Households by Household Size (2010)				
One Person	40.0%	41.7%	26.6%	26.5%
Two Persons	27.1%	30.9%	34.3%	34.6%
Three Persons	14.6%	13.1%	16.8%	16.9%
Four Persons	8.9%	8.8%	13.4%	12.9%
Five or More	9.5%	5.4%	9.0%	9.1%
Average HH Size (persons per HH)	2.27	2.08	2.49	2.49
Median Housing Value (2012)	$81,400	$147,600	$132,600	$136,900
© ESRI, 2013				



MEDIAN HOUSING VALUES

The map below shows median home values in the Greenville area measured at the census tract level. Home values south of Downtown Greenville are high along with homes in the eastern suburbs. The map indicates home values in West Side are among the lowest in the area and are on par with the rural area west of the city.



With population growth, assuming the West Side can capture much of the growth coming to the City and County of Greenville, demand for housing should rise, as should housing prices. Conversely, creation of higher value housing in the West Side can be crucial in attracting higher income

Owner Occupied Housing Value

Description	West Side	Greenville City	Greenville MSA	South Carolina
Total Housing Units (2012)	910	12,460	171,700	1,270,400
Median Home Value (2012)	$81,400	$147,600	$132,600	$136,900
<$50,000	19.8%	4.6%	7.9%	8.2%
$50,000-$99,999	48.1%	22.9%	25.4%	24.3%
$100,000-$149,999	14.5%	23.7%	25.6%	23.6%
$150,000-$199,999	7.8%	14.6%	16.9%	16.3%
$200,000-$249,999	3.3%	9.4%	9.0%	9.4%
$250,000-$299,999	2.6%	7.2%	5.3%	5.7%
$300,000-$399,999	2.5%	7.4%	5.0%	5.9%
$400,000-$499,999	0.9%	3.8%	2.2%	2.7%
$500,000-$749,999	0.4%	4.5%	1.8%	2.5%
$750,000-$999,999	0.0%	1.5%	0.5%	0.8%
$1,000,000+	0.0%	0.5%	0.2%	0.5%

© ESRI, 2013

residents.

HOUSEHOLD INCOME

Median household income in West Side is 50 percent lower than in the city as a whole, and 56 percent lower than in the MSA. One out of six West Side households is considered low income at less than $25,000 per year.

Household income is defined as income from all individuals age 15 and older occupying a single housing unit, whether related to the householder or not. Median family income is often higher than median household income because many households consist of only one person and, therefore, have only one wage earner. Single householders are not considered families and are not incorporated into the median family income of an area, though they are incorporated into median household incomes.

That said, note the difference between household (table to the left) and area family median income (table to the right) for the MSA. Family median incomes in the Greenville MSA have been on the rise in the last decade, despite a drop in 2007 as a result of the recession.

Income Trend and Distribution Comparison

Description	West Side	Greenville City	Greenville MSA	South Carolina
Median Household Income				
2017 Projection	$19,400	$43,500	$50,200	$48,500
2012 Estimate	$18,500	$36,800	$42,100	$41,400
2000 Census	$18,300	$33,200	$39,200	$37,100
Annual Growth 2012-2017	1.0%	3.4%	3.6%	3.2%
Annual Growth 2000-2012	0.1%	0.9%	0.6%	0.9%
2012 Income Distribution				
Total households:	2,880	26,820	253,500	1,842,900
<$15,000	41.2%	20.0%	15.3%	16.9%
$15,000 - $24,999	19.3%	14.7%	13.8%	13.3%
$25,000 - $34,999	12.7%	13.0%	12.6%	12.0%
$35,000 - $49,999	12.5%	14.1%	14.9%	15.1%
$50,000 - $74,999	8.1%	15.0%	18.1%	18.5%
$75,000 - $99,999	2.9%	6.8%	10.1%	10.2%
$100,000 - $149,999	2.5%	8.9%	9.8%	9.2%
$150,000 - $199,999	0.5%	3.5%	2.6%	2.5%
$200,000 +	0.3%	3.9%	2.7%	2.2%

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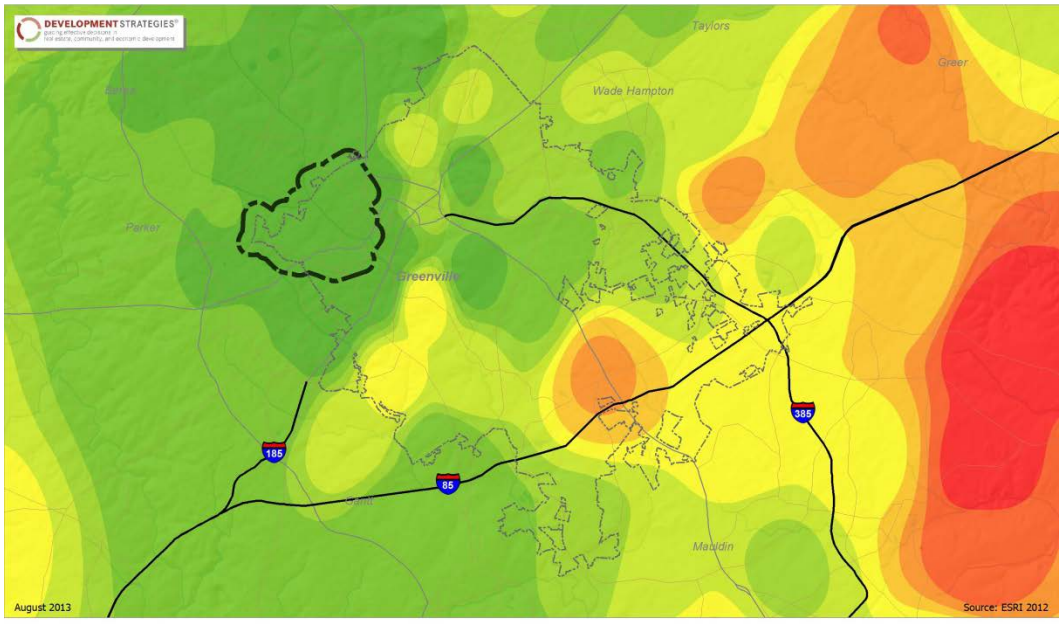
Trends in Area Family Median Income

Year	*Greenville MSA*
2004	$54,900
2005	$54,900
2006	$56,500
2007	$52,900
2008	$55,100
2009	$57,200
2010	$58,000
2011	$58,300
2012	$59,000
2013	$58,000

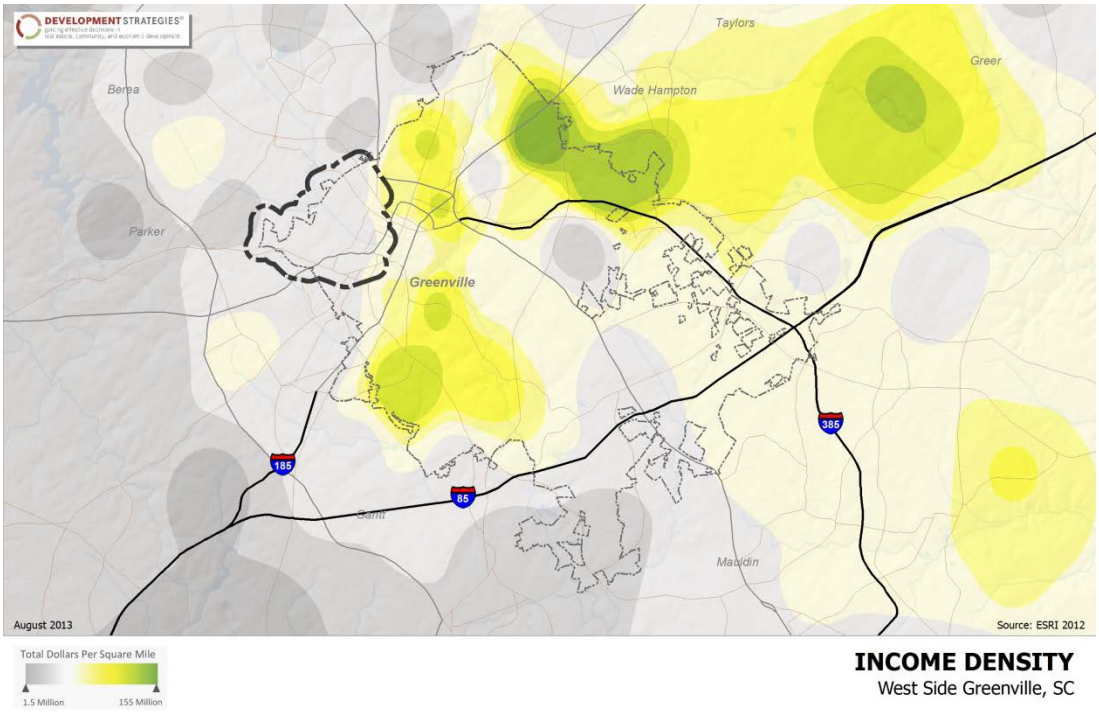
Source: U.S. Dept. of Housing & Urban Development, 2013

The map at the top of the next page shows median household income values for the Greenville area measured at the census tract level. The suburban areas east of Greenville have the highest median incomes while areas west of Downtown Greenville have the lowest. West Side is noteworthy for being among the lowest median income areas.



MEDIAN INCOME
West Side Greenville, SC

The next map, below, shows household income density in the Greenville area, measured in dollars per square mile at the census tract level. The areas of the highest income density correspond somewhat with areas of high population density. Combining the West Side's relatively low density population and low median incomes yields low income density, which would typically be discouraging to housing developers and businesses dependent on local retail customers. The West Side's location, however, might be beneficial for businesses and employers who have regional customers and labor force.

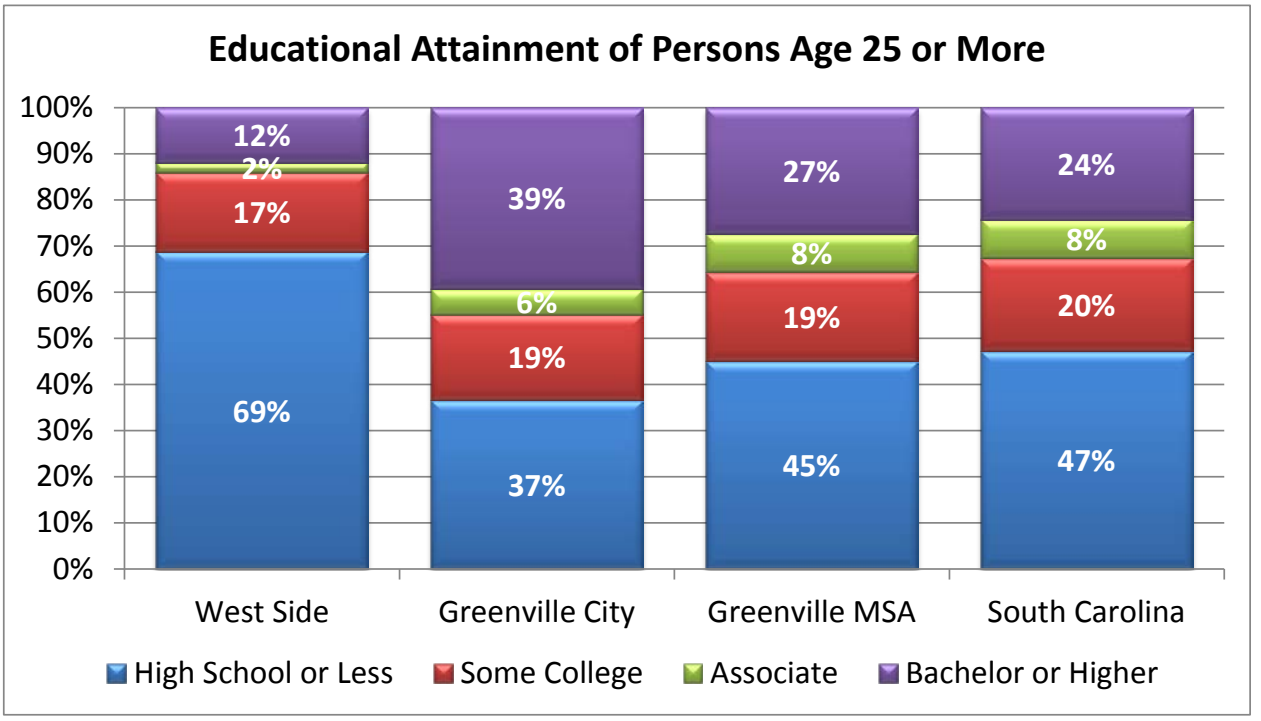


INCOME DENSITY
West Side Greenville, SC

EDUCATIONAL ATTAINMENT

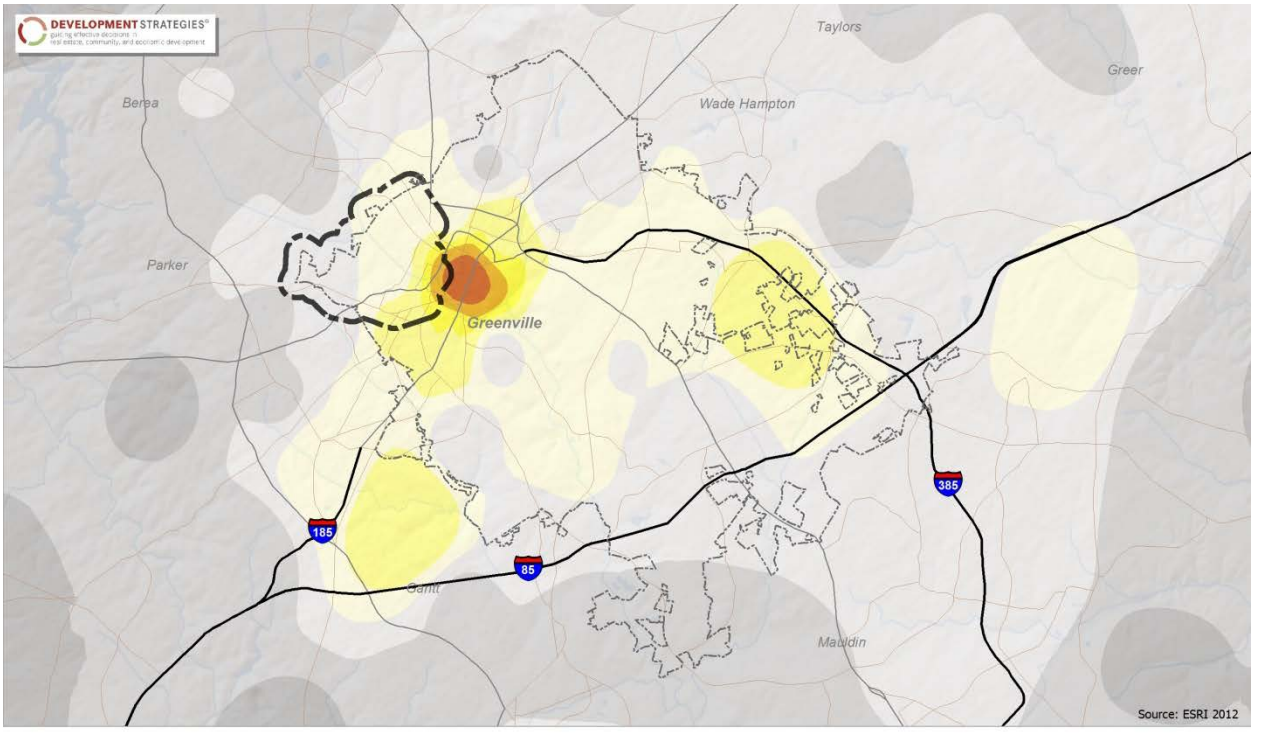
Educational attainment in West Side is poor with only 14 percent of the population over the age of 25 holding an Associate's degree or higher. The city of Greenville as a whole, however, has a high percent of people aged 25 year or older with Associate's degrees or more (45 percent). Low education levels on the West Side can be partially attributed to the trend where the College Age and Family Year population cohorts have been declining over the past decade.

There are encouraging signs, nonetheless. In the last ten years or so, the percent of West Side individuals over the age of 25 with at least some college education increased by six percent and the number of people with bachelor's degrees and higher has also increased. Meanwhile, the percent of residents with only high school diplomas has decreased as higher degrees have increased. The trend is upward, but there is much improvement yet to be achieved.



WHERE THE JOBS ARE

The map below shows job density measured in jobs per square mile. This data is measured at the census tract level. The map shows the highest concentration of jobs in Downtown Greenville—by far. West Side's proximity to downtown's businesses is an excellent asset for residents if job qualifications match the diversity of occupational opportunities in the greater downtown area. As is shown on the next pages, the West Side exhibits some relatively strong economic indicators, suggesting that it is well located as a regional attraction for business operations and, perhaps, housing and labor force.



JOB DENSITY
West Side Greenville, SC

EMPLOYMENT PROJECTS BY SECTOR

Projected employment over ten years in Greenville County is depicted on the table, below. While the beginning and ending dates of these official projections do not fully reflect the next ten years, these are the latest available projections and serve comprehensive planning purposes quite well.

Projections of Employment by Industry Sector
Greenville County, South Carolina

	Source: S.C. Dept. of Empl. & Workforce				Source: Dev Strategies	
Economic Sectors	2008	2018	Change	Percent	Square Feet Per Employee	Square Feet Needed
Total Employment, All Jobs	265,147	288,216	23,069	8.70%	290	6,715,700
Admin Support & Waste Mgt	26,871	31,977	5,106	19.00%	300	1,531,800
Health Care & Social Asst	25,676	30,565	4,889	19.04%	300	1,466,700
Profess, Scien, & Tech Services	14,105	18,973	4,868	34.51%	300	1,460,400
Educational Services (private)	15,422	18,132	2,710	17.57%	450	1,219,500
Accommodations & Food Services	20,439	21,964	1,525	7.46%	500	762,500
Other Non-Govt Services	11,408	12,639	1,231	10.79%	300	369,300
Real Estate, Rental, Leasing	3,986	5,101	1,115	27.97%	200	223,000
Wholesale Trade	11,808	12,675	867	7.34%	600	520,200
Finance & Insurance	8,304	8,999	695	8.37%	250	173,800
Arts, Entertainment, Recreation	2,981	3,409	428	14.36%	300	128,400
Retail Trade	30,360	30,769	409	1.35%	500	204,500
Transportation & Warehousing	8,891	9,245	354	3.98%	1,000	354,000
Information	6,037	6,347	310	5.14%	225	69,800
Mgt of Enterprises	4,243	4,470	227	5.35%	300	68,100
Government	9,613	9,739	126	1.31%	250	31,500
Construction	13,084	13,096	12	0.09%	200	2,400
Utilities	1,025	873	(152)	-14.83%	700	(106,400)
Manufacturing	31,442	28,905	(2,537)	-8.07%	800	(2,029,600)
All Other Sectors	19,452	20,338	886	4.55%	300	265,800

Most notable are the projections for utilities and manufacturing sectors in the county which are projected to decline substantially in job counts. This translates to a need for a reduction in related industrial facilities floor area (far right column). Meanwhile, the top three sectors would add almost 15,000 net new jobs by themselves, almost all of which would require added forms of office space, including medical offices, labs, incubators, and research centers, as well as more traditional office space.

The city of Greenville presently captures about 24 percent of all jobs within Greenville County, and the West Side study area contains about nine percent of all city-based jobs. As a starting point for planning in the West Side, a "fair share" capture of future jobs and floor area by sector would retain those percentages.

BUSINESS OVERVIEW

The West Side study area encompasses some 651 total businesses and 6,702 employees according to data obtained from ESRI's *Business Analyst Online* database (see table on next page). While these might seem to be large values for West Side, it is important to recall that the West Side *study area* incorporates the western fringe of downtown, so there may be something of an overstatement in business counts for West Side itself. Even so, this adjacency to downtown should be leveraged for additional business concentration in West Side.

As shown on the table to the right, the high employee-to-resident ratios in the West Side (0.92) and Greenville City (1.18) indicate a relatively strong economic concentration of jobs in these areas when compared to the MSA and the State.

Area Businesses, 2012

	West Greenville	*Greenville City*	*Greenville MSA*	*South Carolina*
Total Businesses	651	6,489	35,490	245,935
Total Employees	6,702	71,769	259,025	1,700,182
Total Residential Population	7,247	60,935	651,393	4,739,840
Employee/ Residential Ratio	0.92	1.18	0.40	0.36

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Business by Industry (NAICS Codes)

	West Side		*Greenville City*		*Greenville MSA*		*South Carolina*	
Industry	*Number*	*Percent*	*Number*	*Percent*	*Number*	*Percent*	*Number*	*Percent*
Agriculture, Forestry, Fishing & Hunting	1	0.2%	22	0.3%	347	1.0%	4,656	1.9%
Mining	0	0.0%	2	0.0%	11	0.0%	115	0.0%
Utilities	1	0.2%	7	0.1%	48	0.1%	439	0.2%
Construction	48	7.4%	291	4.5%	3,408	9.6%	24,298	9.9%
Manufacturing	24	3.7%	175	2.7%	1,437	4.0%	8,206	3.3%
Wholesale Trade	36	5.5%	258	4.0%	1,680	4.7%	9,880	4.0%
Retail Trade	48	7.4%	775	11.9%	4,062	11.4%	29,593	12.0%
Transportation & Warehousing	16	2.5%	81	1.2%	755	2.1%	7,039	2.9%
Information	16	2.5%	123	1.9%	524	1.5%	3,386	1.4%
Finance & Insurance	32	4.9%	466	7.2%	1,515	4.3%	9,280	3.8%
Real Estate, Rental & Leasing	30	4.6%	378	5.8%	1,676	4.7%	11,076	4.5%
Professional, Scientific & Tech Services	102	15.7%	1,265	19.5%	4,468	12.6%	27,171	11.0%
Management of Companies & Enterprises	1	0.2%	29	0.4%	130	0.4%	595	0.2%
Administrative & Support & Waste Management	48	7.4%	682	10.5%	6,046	17.0%	40,273	16.4%
Educational Services	15	2.3%	133	2.0%	592	1.7%	4,274	1.7%
Health Care & Social Assistance	63	9.7%	552	8.5%	2,150	6.1%	15,802	6.4%
Arts, Entertainment & Recreation	18	2.8%	101	1.6%	522	1.5%	4,089	1.7%
Accommodation & Food Services	27	4.1%	349	5.4%	1,568	4.4%	11,466	4.7%
Other Services (except Public Administration)	106	16.3%	699	10.8%	4,184	11.8%	30,520	12.4%
Public Administration	19	2.9%	101	1.6%	367	1.0%	3,777	1.5%
Total	651		6,489		35,490		245,935	

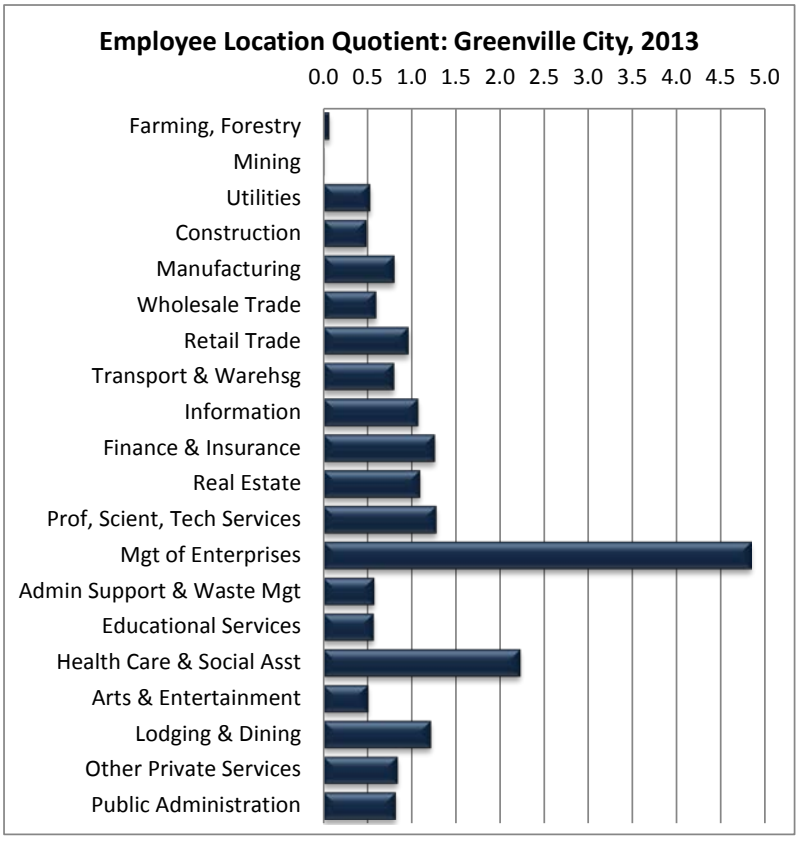
© ESRI, 2013

Location Quotients show an area's distribution of employment by sector compared to the entire U.S. economy. An LQ greater than 1.0 indicates a sector with a greater share of the local area businesses or employment than in the U.S. as a whole. That is usually an indicator of an "export sector," or a sector that helps bring "new money" into the local economy from outside.

Because of the high concentration of businesses and jobs in the downtown area, which seems to influence West Side as well, location quotients in West Side are quite strong.

This suggests that West Side has a robust relationship with the downtown area, but it also suggests that the West Side is a good "regional" location that attracts labor force and customers from a wide geographic area. If West Side is, indeed, a regional economic location, this, too, must be leveraged for revitalization, both for housing as well as business and job growth.

Notable "export" strengths in the West Side are in the sectors of Transportation and Warehousing, Information, Manufacturing, and Wholesale Trade. All but one of these (Information) are clear indicators of

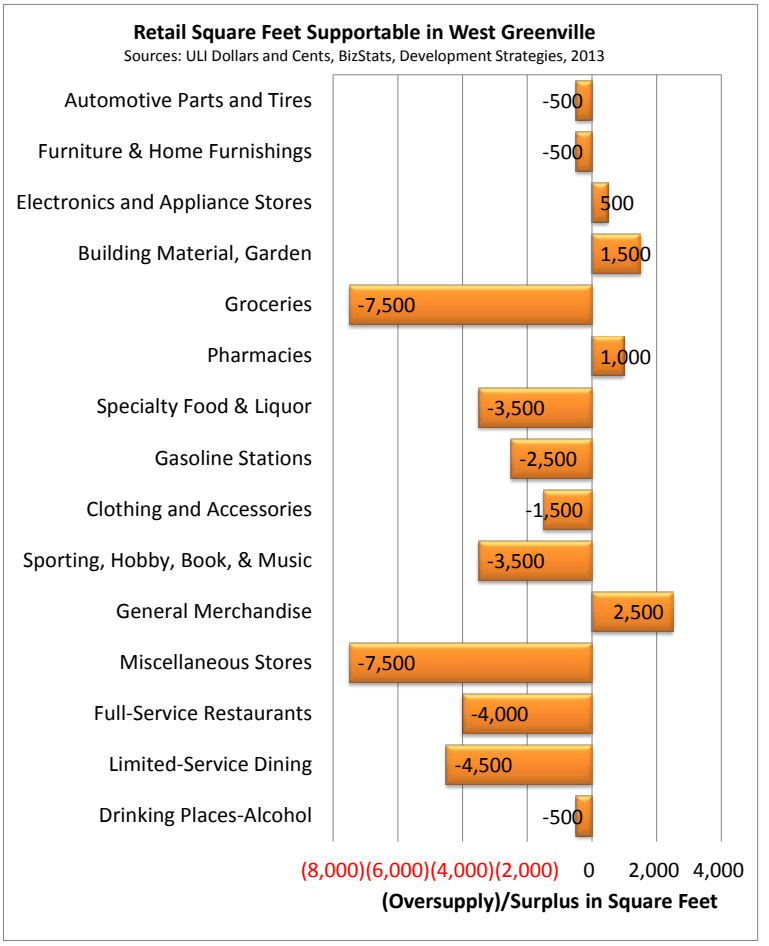


the West Side's strength as a regional center. The Information sector, however, is emerging on the West Side because of the kinds of employees it typically requires (well educated, preference for urban centers).

In Greenville City as a whole, strong sectors in terms of the numbers of employees are Management of Companies and Enterprises (Greenville is a regional headquarters location); Health Care and Social Assistance; Finance and Insurance; Professional, Scientific, and Technical Services; and Real Estate, Rental and Leasing.

RETAIL MARKET OVERVIEW

The table below and the graph to the right show the difference between annual residentially-driven retail demand ("purchasing power") in the West Side area and actual retail sales achieved by West Side merchants in 2012. This data demonstrates there are more retail sales in West Side than residents, themselves, can support. For instance, the table below shows that West Side residents generate $28.8 million in annual retail purchases, while businesses in the West Side study area attract $49.8 million in sales. Therefore, residents from the surrounding city and county areas clearly help to support the retail in the West Side study area.



Comparison of Retail Buying Power and Actual Retail Sales
West Greenville Neighborhoods - Greenville, South Carolina

Retail Stores	*Demand (Consumer Expenditures)*	*Supply (Est. Retail Sales)*	*Opportunity Gap/Surplus*
Automotive Parts and Tires	$551,627	$734,990	($180,000)
Furniture & Home Furnishings	$726,319	$1,239,872	($510,000)
Electronics and Appliance Stores	$969,013	$584,363	$380,000
Building Material, Garden	$903,886	$95,514	$810,000
Groceries	$5,168,464	$8,676,821	($3,510,000)
Pharmacies	$2,888,484	$1,665,215	$1,220,000
Specialty Food & Liquor	$356,840	$2,485,473	($2,130,000)
Gasoline Stations	$4,155,708	$10,176,909	($6,020,000)
Clothing and Accessories	$2,142,221	$3,210,339	($1,070,000)
Sporting, Hobby, Book, & Music	$715,353	$2,573,031	($1,860,000)
General Merchandise	$6,108,907	$4,553,896	$1,560,000
Miscellaneous Stores	$739,460	$3,667,935	($2,930,000)
Full-Service Restaurants	$1,441,916	$4,175,475	($2,730,000)
Limited-Service Dining	$1,703,563	$5,268,832	($3,570,000)
Drinking Places-Alcohol	$240,367	$645,783	($410,000)
Total:	*$28,812,128*	*$49,754,448*	*($20,950,000)*

Supply and Demand data provided by ESRI, 2013.

The graph converts the dollar amounts into estimates of retail floor area by retail sector. Bars and numbers to the left—i.e., negative numbers—indicate sectors where there is more floor area in the West Side than the resident market can support. For example, there are enough excess grocery purchases to support another 7,500 square foot grocery store. That doesn't mean that a new grocery store will enter the market; a store of only 7,500 square feet is quite small in that sector. But it does indicate that there the West Side grocers seem to be faring relatively well.

This difference between local buying power and local retail sales reinforces West Side's role as something of a regional attraction. While its proximity to Downtown Greenville is a positive asset for West Side, it is also clear that the West Side can create leveraging opportunities for more economic growth in light of its ability to attract non-resident shoppers.

GROWTH POTENTIALS

Greenville is a growing area in terms of population, as illustrated earlier. Greenville County is projected by state officials to add more than 91,000 residents between 2010 and 2030, a 20 percent increase, and the metro area will expand by 16 percent. For revitalization to occur in the West Side of Greenville, at least a "fair share" of this growth needs to be captured in the West Side.

Other efforts to promote growth also are needed. Even without net new additions to the population, West Side residents need to achieve higher levels of formal education which is the best general indicator of the ability to earn more income over a lifetime. Higher incomes enable residents to invest in their homes, purchase better homes, and purchase more goods and services locally, thus encouraging revitalization and expansion of the retail sector. A better trained and educated workforce can also help to attract more and varied businesses to the West Side to take advantage of the local workers. But a better trained and educated workforce is also better positioned to take higher paying, more sustainable and career-oriented jobs in, say, downtown Greenville or elsewhere in the region.

POPULATION GROWTH IMPLICATIONS

Let's start, however, with population projections. The table to the right suggests important implications of the state-issued numbers.

West Greenville Projections: 20 Years

	Net New Residents		
Greenville County Population Projection *(Source: S.C. Budget and Control Board and analysis by DS)*	90,000	to	95,000
Greenville City (12%-14% of county)	10,800	to	13,300
West Side (12%-14% of city)	1,300	to	1,860
Average Household Size (2.25 to 2.50)	2.25	to	2.50
	Housing Units		
Total Housing Units	4,040	to	4,200
Net New Housing Demand: West Side	580	to	740
	Net New Square Feet		
Total Retail Space	215,000		225,000
Net New Retail Space	50,000	to	60,000

- At the top, Greenville County is projected to add 90,000 to 95,000 residents in 20 years.
- Greenville City has historically captured 12 to 14 percent of the county's population. If this continues, the city could add 10,800 to 13,300 residents in 20 years.
- Likewise, the West Side neighborhoods have generally captured 12 to 14 percent of the city's population, which means its "fair share" of the city's growth could be 1,300 to 1,860 net new residents over the next 20 years.
- With average household sizes in the range of 2.25 to 2.50 people, this would create a need for 580 to 740 net new housing units. (Net new excludes replacement of existing housing to the extent that such replacement is necessary and occurs.)
- Moreover, the increased buying power of the new residents, assuming incomes exceeding the median that prevails today, could increase the need for retail space in the West Side by 50,000 to 60,000 square feet.

This retail projection, of course, excludes demand that might emanate from outside of the West Side. If the West Side exploits its apparent regional role by attracting even more retail to serve a larger market, it is too difficult to project that added floor area. It will be more a function of access, traffic flow, the quality of the retailing/service/entertainment developments that occur, and persistent marketing. It will be, therefore, less a function of local purchasing power.

ECONOMIC DEVELOPMENT AND LABOR FORCE DEVELOPMENT

If the West Side can position itself as a stronger regional location for retailing, it should also be able to do so for other forms of economic development. Adjacency to the growing downtown, excellent arterial roads, improving amenities in the West Side (e.g., Swamp Rabbit Trail, a new regional park), and a growing labor force both internally and throughout the county might be leveraged to attract a wide range of businesses, especially to the arterial road edges.

Perhaps more important to West Greenville than business attraction is the ability of residents to take and hold growth-oriented jobs in the Greenville area. The table to the right is reproduced from the South Carolina Department of Employment and Workforce's 2012 report "Greenville LWIA[4] Workforce Report 2012." The table shows the occupations that were projected to be in greatest need between 2008 and 2018, the latest projection period available.[5]

Occupation	Estimated Employment (2008)	Projected Employment (2018)
Personal and Home Care Aides	1,433	2,236
Real Estate Sales Agents	1,001	1,378
Self-Enrichment Education Teachers	590	857
Pharmacy Technicians	648	838
Civil Engineers	604	799
Fitness Trainers and Aerobics Instructors	599	783
Paralegals and Legal Assistants	406	530
Personal Financial Advisors	334	448
Coaches and Scouts	276	351
Bakers	200	273
Veterinary Technologists and Technicians	175	238
Veterinarians	155	203
Financial Analysts	124	162
Food Batchmakers	69	110
Technical Writers	79	110
Medical Equipment Repairers	70	93
Operations Research Analysts	61	84
Athletic Trainers	60	77
Environmental Scientists and Specialists	34	49
Financial Examiners	21	27

[4] LWIA means Local Workforce Investment Area which, in this case, is restricted to Greenville County alone. That said, Greenville County is the most populated county in South Carolina, so it is also the largest county-based economy.

[5] The U.S. Department of Labor develops national industry and occupation projections every two years (even numbered years) with ten-year projections. These are published within two years after the base year (in this case 2008, published in in early 2010). The individual states typically use those reports to develop their own projections, but using the same base year. Thus, the time frame of

While the occupations on this table may be interesting, two findings of the LWIA report are important for the West Greenville Comprehensive Plan:

1. Many of the jobs projected to have numerous openings between 2008 and 2018 in Greenville County are jobs that have high turnover due to low wages.
2. Of the top 50 projected growing occupations by percent change:
    - 13 require a high school diploma or GED (26%)
    - 2 require less than a high school diploma or GED (4%)
    - 22 require a bachelor's degree or higher (44%)
    - 13 require an associate's degree or some kind of longer term postsecondary training (26%).

Recall from earlier that 69 percent of West Side residents have a high school diploma or less, compared to only four percent of the top growing jobs in Greenville County requiring that minimum of education.[6] Meanwhile, just 12 percent of West Siders have bachelor's degrees or higher, while 44 percent of the fast growing occupations require that much education.

Conclusion: Increase the educational attainment of West Side residents. There are two primary ways to do so. One is to attract new residents with more education. This should certainly be a goal for all of Greenville because better educated individuals help to sustain higher quality neighborhoods. The other way is to help existing residents achieve greater levels of education and training. This calls for improved accessibility to schools, training programs, and related support services. It also calls for improved education systems within West Greenville to encourage younger people to obtain post-secondary degrees or apprenticeships that lead to better and more diverse opportunities for career-oriented and higher paying occupations.

That said, improved education and training should be accompanied by programs that retain such people in the West Side. It is one thing for residents to be able to obtain higher quality jobs, but the West Side itself is inadvertently diminished if such people move to other neighborhoods where, perhaps, housing conditions and other quality of life factors are perceived as better. The economic development capacity improvements of current residents should be accompanied concerted efforts to retain their incomes, skills, and stable families in the West Side.

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the projections can appear limited. Latest available U.S. projections are for 2010-2020, but South Carolina has not yet published its 2020 projections.

[6] This sharp contract might be a bit misleading. Educational attainment includes all residents aged 25 or more. This, of course, includes all senior citizens and older members of the workforce. As time passes, younger generations tend to have higher educational attainment, so many of those in the 69% with only high school or lower educations may, in fact, not be members of the workforce. This percentage should decline as older residents pass away.

LAND USE PROGRAMMING

Emerging from this socio-economic analysis, which implies a certain amount of market-based opportunities for development and revitalization, are suggestions for "land use programming." A land use program is simply a definition of the types of development that should be planned for in the West Side given realistic expectations of growth and change.

HOUSING: As noted earlier, net new residential housing should be anticipated in the range of **580 to 740 units**. Ideally, market conditions will encourage even more housing, but it is too early to predict such increases. It is better to position the West Side to capture its "fair share" of population growth before overly planning for even more growth. The analysis of this report would initially urge an emphasis on higher density forms of housing along the major corridors that principally wrap the West Side and/or link directly to the downtown job market.

Meanwhile, there are many substandard, lower value homes in the West Side that should be planned for renovation or replacement (no net increase, but net improvements in the quality of life). Plans for housing should be accompanied by sufficient land and related civic facilities to support the housing market, such as nearby parks, schools, places of worship.

RETAIL SPACE: This report indicates that "fair share" population and housing growth could support the addition of **50,000 to 60,000 square feet** of net new retail floor area. The market should determine exactly what kinds of retail businesses will occupy that space, but the West Side should be positioned to attract new and replacement retailers. Based on the West Side's ability and natural location to attract regional shoppers—and possibly more retail space than noted above—the emphasis on retail should be in the Pete Hollis corridor.

OFFICE SPACE: Roughly 75 percent of the employment occupations showing the most promising growth in Greenville require some form of office space, including medical office space. At the county level, projections over ten years suggest a need for an additional 5.4 million square feet of office space. The City of Greenville captures about one quarter (24%) of all jobs in Greenville County, and the West Side contains about nine percent of the City's employment (keeping in mind that part of the study area "bubble" overlaps with the Downtown/Main Street corridor). On that basis, planning should accommodate about **120,000 square feet of office** (5.4 million square feet x 24% x 9%) over the next ten years inside the West Side. Most of this space should be positioned near downtown in order to share a similar business environment, but 20,000 square feet or so can be located in the arterial corridors to accommodate personal service kinds of office users such as physicians, dentists, realtors, and so on. Almost all of this latter space can be co-located in retail shopping concentrations.

INDUSTRIAL SPACE: Given trends in economic sectors commonly associated with industrial space, it can be argued that Greenville County needs no additional industrial floor area. While there is growth in much of the logistics sector (transportation, warehousing, wholesaling, distribution), there will be decline in manufacturing and utilities jobs. This difference effectively means that no net new space is needed, though the abandonment of one industrial structure for another sector to occupy is usually not possible. Functions of each sector vary so dramatically (unless most office space users) that obsolete industrial space is typically removed in declining sectors and new space is constructed for growing sectors.

That said, growing industrial building sectors in the county would likely require about 400,000 square feet of industrial kinds of space—mostly logistics-oriented—creating an opportunity for about **10,000 square feet in the West Side** over the next ten years. BUT, much of the West Side has been defined over the years as an industrial center. That characteristics would suggest that the West Side could/should absorb a higher share of future industrial development in Greenville County.

On the other hand, a great deal of that heritage of industrial buildings is currently hindered by greater sensitivity to environmental (especially flooding) conditions, thus reducing the West Side's traditional role in Greenville's industrial sectors. Moreover, much industrial development requires large tracts for large buildings, trucks, and trains. And the industry prefers close and generally unfettered access (e.g., not through residential areas) to the interstate highway system. These latter conditions mitigate against a substantial amount of industrial additions on the West Side. So a good planning number remains about 10,000 square feet to accommodate smaller industrial kinds of users.

February 19, 2014

City of Greenville, South Carolina