DRAFT

Horizons: Greenville's Community Plan

2009 - 2010 Review: Preliminary Report

Community Development Department,
Planning Division
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INTRODUCTION

1 Purpose of the 2009 – 2010 Comprehensive Plan Review

A plan is only as good as the results that it achieves. The main objective of the 2009 - 2010 Comprehensive Plan Review process is to conduct a **five-year assessment** of *Horizons: Greenville's Community Plan*. Adopted in 2004, *Horizons* is Greenville's long-range (10+ years) planning vision. As such, it includes policy statements and implementation strategies that have established guidelines for making planning decisions and taking specific planning actions – regarding matters such as rezoning requests, site plan and subdivision plat reviews, zoning text amendments, and special use permits. The plan also guides long-range public investments in infrastructure, education, and economic development.

How is the comprehensive plan helping the Greenville community to meet its planning goals and objectives? What specific actions and accomplishments have proceeded from the plan?

A plan is also only as good as the timeliness and accuracy of the data that inform planning decisions and the ability of the community to respond effectively to new data. Thus, another objective of the 2009 Comprehensive Plan Review is to incorporate **new land use data** into the plan, making changes as necessary to the plan text and the Future Land Use Plan Map.

Horizons recognized that a comprehensive plan is not a static blueprint for the future. It recommended that the comprehensive plan be reviewed at least every five years to refine the community's vision, reflect changes in physical development patterns, respond to new information, react to emerging trends, and incorporate the findings and recommendations of new area and program plans.

The 2009 – 2010 Comprehensive Plan Review is not a rewrite or full update of the comprehensive plan; it is more a tune-up than an overhaul. Back in 2003 - 2004, the Comprehensive Plan Committee (CPC) led the public and elected officials in a two-year planning process that addressed every major aspect of planning policy; including land use, growth and development, transportation, public services and facilities, economic development, and natural environment. It is too soon to carefully assess how well the plan is shaping long-range growth and development pattern; and it would be premature to make broad changes to its policy goals and objectives at this time.

The timing is right, however, to evaluate the plan on its own merits. The 2009- 2010 Comprehensive Plan Review process is an opportunity to ensure that all aspects of the plan are working together to preserve and promote the community's planning vision. It also is an opportunity for the public and policy makers to **recommit to the plan.** What can we do in the next five years to make Greenville a better place?

The City of Greenville has posted notice of the initial draft review and public forum on the City's webpage and in the *Daily Reflector*.

2 How to Use This Report

The first section of this report provides **background and context** on *Horizons: Greenville's Community Plan.* It explains why it is important to have a comprehensive plan; it reviews how the *Horizons* plan was created and amended over the years; and it explains how the Future Land Use Plan Map, Zoning Map, and neighborhood and area plans relate to the comprehensive plan.

If you are unfamiliar with the comprehensive planning process, it is recommended that you first read this background and context section before proceeding with the main sections of the report, which assume that the reader has a working knowledge of land use planning terminology.

The four main sections of this report, which include pertinent **data, analysis, and recommendations,** are organized as follows:

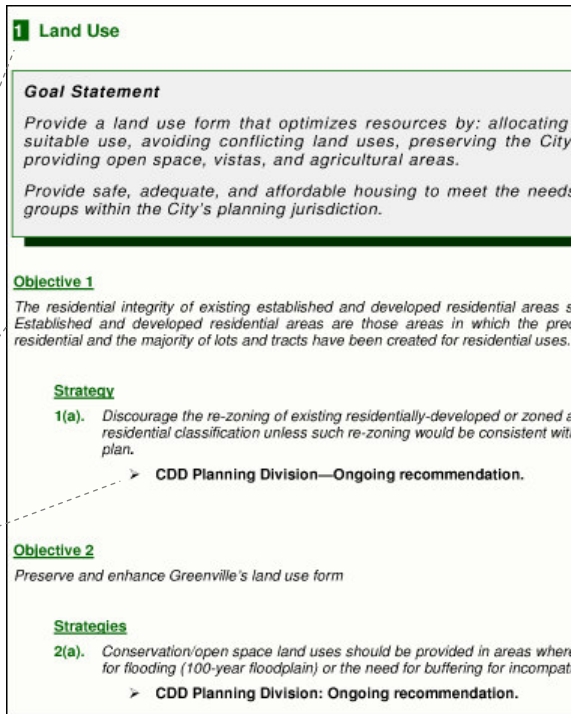
- **Synopsis of Adopted or Pending Neighborhood and Area Plans:** brief summaries and maps of area and neighborhood plans completed in the five years since the *Horizons* plan was updated. It explains how these plans address particular needs in specific areas, while also furthering the goals and objectives of the citywide comprehensive plan. And it outlines the prioritization schedule for completing additional area and neighborhood plans in the next five years.
- **Review of *Horizons* Plan Implementation Strategies, Management Actions, and Vision Area Policies (2009 – 2010):** a five-year progress report on all 300+ implementation strategies, management actions, and vision area polices listed in *Horizons*, which are intended to further the goals and objectives of the community's long-range planning vision. This section of the report was compiled based on input from the departments, volunteer commissions, and public authorities that are primarily responsible for completing the various implementation tasks. The progress report is formatted as a direct response to the Implementation section of *Horizons*. On an item-by-item basis, it updates the status of every implementation strategy, management action, and vision area policy in the plan.

The progress report is divided into the same subject areas as the Implementation section of *Horizons*:

1) Land Use, 2) Growth & Development, 3) Transportation, 4) Services & Facilities, 5) Economic Development, 6) Natural Environment, 7) Administration, 8) Vision Areas

The Horizons Plan *text is in italics: goal statements, objectives, and strategies.*

The report indicates which City department, volunteer commission, agency (or combination thereof) is responsible for each implementation strategy, management action, or vision area policy, and then provides a five-year update on that item's status.


1 Land Use

Goal Statement

Provide a land use form that optimizes resources by: allocating suitable use, avoiding conflicting land uses, preserving the City providing open space, vistas, and agricultural areas.

Provide safe, adequate, and affordable housing to meet the needs groups within the City's planning jurisdiction.

Objective 1

The residential integrity of existing established and developed residential areas s Established and developed residential areas are those areas in which the pre residential and the majority of lots and tracts have been created for residential uses.

Strategy

1(a). *Discourage the re-zoning of existing residentially-developed or zoned a residential classification unless such re-zoning would be consistent wit plan.*

- **CDD Planning Division—Ongoing recommendation.**

Objective 2

Preserve and enhance Greenville's land use form

Strategies

2(a). *Conservation/open space land uses should be provided in areas when for flooding (100-year floodplain) or the need for buffering for incompat*

- **CDD Planning Division: Ongoing recommendation.**

- **Growth and Development Trends Since 2004:** this section summarizes recent population and land development trends. It looks at indicators like requests for permits, plat reviews, and rezonings to gauge the pace and manner of development demands. This data can help the community to understand the context in which land use decisions were made in the last five years and the challenges that the community will be facing in the next five years. The growth and development section also looks at the city's growth in urban-fringe areas:

    - A summary and analysis of annexation activity since 2004.
    - A discussion of the City of Greenville's Extra-Territorial Jurisdiction (ETJ) and the importance of inter-jurisdictional cooperation.

- **Review and Analysis of Requests to change the Future Land Use Plan:** this analysis of landowner/developer requests to change the Future Land Use Plan can help the community to assess large-scale land use trends and to identify critical urban growth areas that might need to be addressed in the next five years. This section provides a case-by-case summary of all requests to change the Future Land Use Plan since 2004.

- **Review and Analysis of Rezoning requests:** a summary review and analysis of rezoning requests—approvals, denials, and withdrawals since 2004.

- **Analysis of Discrepancies between Current Zoning Districts and the Future Land Use Plan Map:** this section uses tables and maps to illustrate the few remaining significant discrepancies between the City's current zoning districts and the Future Land Use Plan map.

- **New Recommended Plan amendments**

- **New Recommended Plan Initiatives**

- **Appendices**

3 Local Planning Resources

As part of the City of Greenville's Community Development Department, the Planning Division serves as the administrative and technical coordinator for land development and zoning requests throughout the city's 66-square-mile planning jurisdiction.

The Planning Division provides administrative and technical support to the City Council, Planning and Zoning Commission, Board of Adjustment, and Historic Preservation Commission. The Division assists developers and general citizens in the submission, analysis, recommendation and approval of both citizen and administratively-initiated development proposals and plans. The Division includes a *Zoning Compliance/Enforcement Section*, a *Site Plan Section*, a *Subdivision Section*, an *Annexation/Environmental Services Section*, a *Zoning/Land Use Section, an Historic Preservation Section,* and a *Geographic Information System (GIS) Section*. In addition, the Division collects and interprets data related to future land use needs and prepares and maintains long-range planning studies, including the Horizons Comprehensive Plan.

The Department of Community Development also comprises three other divisions:

- The Administrative Division oversees and supervises all of the activities within the Community Development department.

- The Urban Development Division works with citizens, neighborhood groups, business and property owners, local commissions and organizations, and elected officials to revitalize and preserve Greenville's Center City and surrounding neighborhoods.
- The Housing Division administers and monitors programs to assist low and moderate-income citizens, including federal CDBG and HOME programs and local affordable housing initiatives.

The Code Enforcement Division was also part of the Community Development Department, until it was moved to the Police Department in 2008.

The Planning and Zoning Commission acts in an advisory capacity to conduct planning studies within the City and its extraterritorial areas and to prepare and adopt plans for achieving objectives for future development; to administer planning and zoning regulations. The commission meets the third Tuesday of each month.

HORIZONS: GREENVILLE'S COMMUNITY PLAN

1 History

The current Comprehensive Plan (*Horizons: Greenville's Community Plan*) and revised Future Land Use Plan Map were adopted February 12, 2004 (Ord. 04-10).

A 24-member Comprehensive Plan Committee (CPC), appointed by City Council, was convened to study the 1992 *Horizons* Plan and recommend changes that resulted in a complete rewrite of the previous 1992 document text and approximately 200 amendments to the Future Land Use Plan Map as originally adopted in 1997. The Comprehensive Plan Committee met monthly with City staff and a consultant team over a two-year period and examined the text of the 1992 *Horizons Plan* and the 1997 Future Land Use Plan Map in detail prior to issuing a unanimous recommendation for the adoption of the revised 2004 Plan and Map.

While it was understood that the Comprehensive Plan is long range in nature (10 plus years), the CPC recognized that a Comprehensive Plan is not a static document and, therefore, included a implementation strategy recommendation that the Plan should be reviewed and updated to reflect current trends and conditions every 5 years from the date of adoption.

2 Definition and Purpose

Definition (from the *Horizons Plan):*
A comprehensive plan is a statement by the community of what it is today, and what it would like to be in the future. A comprehensive plan is an official public document, adopted by the chief legislative body (i.e., City Council). Although Greenville uses the term comprehensive plan, phrases such as master plan, general plan, and long-range plan have the same meaning.

A comprehensive plan is a statement of policies. The policies of the plan, in effect, speak to the private sector and to elected officials and say, "when we encounter this situation, we will probably act this way for these reasons." This approach has the advantage of stating a position in advance of heated controversy. To deviate from a policy in the plan should require an argument as convincing as the one in the plan. Departing from the precepts of a plan should always be possible – although not necessarily easy.

A comprehensive plan is general, in that its recommendations are area-wide rather than site specific. A comprehensive plan is not a zoning plan, although it would likely contain recommendations that affect the zoning and subdivision ordinances.

A comprehensive plan focuses on the physical development of a city. It describes how, why, when, and where to build or rebuild the city. While a comprehensive plan is not a social service delivery plan or an economic development plan, it will encompass elements contained in each.

A comprehensive plan is comprehensive in that it includes all areas within a city and its extraterritorial planning jurisdiction. Moreover, the plan includes all elements that have a bearing on the physical development of the city (utilities, transportation, housing, etc.).

Finally, a comprehensive plan is long-range, in that it projects an image of a city sometime into the future, usually 20 years. In the past, many comprehensive plans merely gave snapshots of what cities should look like in the future without providing proper guidance on how to reach these goals. Successful plans of today not only establish long-range goals that challenge and inspire, they also include short-range (one to two years), and mid-range (three to five years) goals and objectives that help maintain a focus on the vision the community has created for the next 20 years.

Purpose (from the *Horizons* Plan):

Comprehensive plans serve many functions. Comprehensive plans help cities answer questions about how to coordinate the development of land in order to serve the public interest. Elements affecting the public interest include: health and safety (i.e., what areas of the community can or cannot support higher concentrations of development); convenience (i.e., where should streets be located to improve circulation); efficiency (i.e., what land-use arrangement is the most efficient and least costly to the citizens and the city); and environmental quality (i.e., how should development be handled in flood-prone or other environmentally sensitive areas).

Comprehensive plans provide a policy guide to decision making. Elements affecting the public interest can sometimes overlap (e.g., environmental quality and amenities), and at other times may conflict (e.g., health and safety, and efficiency). By identifying community values and establishing goals and objectives based on those values, appointed and elected officials can use the comprehensive plan to guide their decision making on matters related to the physical development of the city.

Comprehensive plans provide a legal basis for decision making. Article 19, Chapter 160A-383 of the North Carolina Statutes states in part that "Zoning regulations shall be made in accordance with a comprehensive plan..." Literal interpretation of this language has been argued for decades, because zoning often occurred before the comprehensive plan (Greenville enacted zoning in 1947, whereas its first comprehensive plan was adopted in 1981). However, clear signals are being sent from the courts that when challenged, development codes stand a better chance of being upheld when they are based on a comprehensive plan, as opposed to evolving as a result of ad-hoc decisions as is the case in the absence of a comprehensive development document.

Finally, comprehensive plans are used by the public, developers, administrators, etc., to obtain facts about the city. For example, comprehensive plans often are used by existing businesses to guide them in making plans related to expansions, and by new businesses that wish to assess the desirability of locating in the urban area.

3 Future Land Use Plan Map

A future land use plan map is a graphic representation of a community's land use policies. It indicates where certain types and intensities of urban development are likely to occur in the future and, therefore, is an important public resource for households, developers, and businesses. It also provides decision makers with a diagnostic tool for identifying and interpreting the intent of a comprehensive plan, while giving them a valuable tool for communicating their rationales for making land use decisions to citizens.

The City of Greenville's Future Land Use Plan Map (and supporting text) is an extension of the goals and objectives outlined in the *Horizons* plan. It is not intended to be a stand-alone document. Any amendment to the map is an amendment to the comprehensive plan. The map provides a general illustration of the Urban Form Policies set out in *Horizons*. Like the *Horizons* Plan, the map does not prescribe that specific types of development occur at specific sites – indeed the land use patterns depicted on the map are not site (dimensionally) specific.

The Future Land Use Plan Map depicts a preferred or optimum pattern of land use for vacant or developed land. For developed land, the existing land use may be inconsistent with the preferred land use. In cases where the *Horizons* planning process resulted in a preferred land use that deviated from the existing land use, the preferred land use pattern is indicated in the Future Land Use Plan Map. The preferred land use pattern was, at the time of plan adoption, considered more suitable and compatible with the long-range goals and objectives of the City.

- **Future Land Use Plan Map versus an Existing Land Use Map:** Whereas an existing land use map is an indifferent "snapshot" inventory of *actual* land use conditions as they exist *today*, the

future land use plan map coveys the community's *value judgments* about how and where different categories of land uses will be allowed *in the future*.

The Future Land Use Plan Map includes 12 separate, generalized land use categories:

- Industrial
- Commercial
- Mixed-Use/Office/Institutional
- Medical Core
- Medical Transition
- Office/Institutional/Medical
- Office/Institutional/Multifamily
- High Density Residential
- Medium Density Residential
- Low Density Residential
- Very Low Density Residential
- Conservation/Open Space

The above *land use categories* are not the same as *zoning districts*. The City of Greenville has 32 official zoning districts, including 12 different types of residential zones alone. The City's zoning districts are defined in the City Code, while the land use categories depend on the Future Land Use Map as defined in the *Horizons* Plan. By necessity, zoning districts are more specialized than land use categories and may seem esoteric to laypersons. One of the benefits of a future land use plan map is that it classifies the essential types and subtypes of urban development using general, inclusive, easily discernable categories.

At the same time, those basic land use categories capture (or include) all of the different zoning districts, but they do so using descriptive (e.g., "low density residential") rather than technical (e.g., "RA20") terminology. The Future Land Use Plan Map, in many cases, represents a range of available land use (or rezoning) options for a given parcel or land area; specific rezoning requests are decided on a case-by-case basis.[1] A description of the allowable uses for each zoning district can be found in the Zoning Ordinance (Section 9-4-78. Table of Uses).

4 Zoning Map

A zoning map is the official visual record of a jurisdiction's zoning districts as they exist today. Whereas a future land use plan map reflects a community's *future* planning vision, a zoning map depicts its *current* zoning ordinances regulating the use and development of land parcels.[2] Because zoning codes and maps are regularly amended on a case-by-case basis, they tend to be provisionally revised over time, rather than replaced wholesale by entirely new zoning codes and maps.

Greenville's first zoning regulations were adopted in 1947. Since then, the City's official zoning map has been amended many times in response to changing urban conditions and planning trends. The zoning map itself has evolved from a hand-drawn mylar film reproducible to the computer-generated graphic information system (GIS) format in use today. The current "official zoning map" was adopted by City Council on February 13, 1997 per ordinance 97-17.[3] The zoning map applies to both those areas within

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[1] The designation of an area with a particular land use category does not necessarily mean that the most intense zoning district described in the land use definitions is automatically recommended. A range of densities and intensities applies within each category, and the use of different zoning districts within each category should reinforce this range and be based on context, compatibility, and an understanding of development impacts. Multiple zoning districts should continue to be used to distinguish the different types of low- or moderate-density residential development that may occur within each area. Some zoning districts may be compatible with more than one comprehensive Plan Future Land Use Map designation.

[2] Zoning divides land into districts based on a zoning code that describes the intent and regulations of each particular zone category; a typical district will set forth regulations for permitted land uses, building height, density, setbacks, minimum lot sizes, etc.

[3] In 1997, the previous zoning map was digitized using the City's graphic information system (GIS) and the coverage was overlaid onto a county tax parcel (GIS formatted) base map. All of the district boundaries shown on the current map are either scaled from previously adopted maps or are based on legal descriptions included in zoning map amendment ordinances. The resulting map is more accurate than was possible in the past. Although the map can be viewed at virtually any scale due to the computer ability to zoom in/out the official map scale has been set at 1 inch equals 400 feet. For purposes of zoning district boundary interpretation the

the city limits and within the extraterritorial jurisdiction (ETJ), which may extend a mile or more beyond the city limits.

Like a future land use plan map, a zoning map provides predictability for residents and the development community. A zoning map, however, explicitly indicates the types and intensities of development that are *currently* allowed for a property *by prior right*. Property owners may request that a property be rezoned to another zoning district. Rezonings should be consistent with the vision, policy framework, and land use patterns described in the comprehensive plan [see: Rezoning Requests, page 41]. The districts can only be amended by City Council following review and recommendation of the Planning and Zoning Commission and City Council public hearing. Amendments to the Official Zoning Map are in fact an amendment to the Zoning Ordinance.

Table I: Differences between a future land use plan map and a zoning map:

	Future Land Use Plan Map	***Zoning Map***
Scale	Bird's eye view: displays broad categories representing generalized uses (e.g., low-density residential) over medium-to-large areas of land.	Ground level view: delineates between specialized zoning districts that apply to specific land parcels; adjacent parcels may share same general use categories (e.g., medium density residential) but require different standards (e.g., R6S v. R6A).
Purpose	Long-range vision (next 10+ years): land use policy framework; basis for extension of adequate public facilities and services.	Immediate effect: zoning directly regulates development of land parcels, indicating current detailed requirements for use, setbacks, parking, etc.
Encourages	Appropriate, efficient patterns of growth; desired urban form; development that contributes to the community's planning & economic development goals and perceived quality of life values.	Sound project-level planning; adequate on-site parking, setback, utilities, screening, drainage.
Discourages	Ad hoc decisions; projects that will adversely impact municipal service capacities & tax base.	Direct land use conflicts between adjacent properties.
Predictability	Signals to public and developers where future infrastructure & development is likely to occur; suggests what types of projects might be supported by land use policies and where rezonings might be appropriate.	Establishes present opportunities and constraints for all land parcels in the jurisdiction, conveying to land owners or purchasers what are the current permitted uses and development conditions at specific locations.
Amendment process	Amended in response to changes in the community's planning goals for an area; involves moderate-to-high levels of public input; changes do not directly alter zoning of properties.	Frequently updated in response to approved rezonings determined to be consistent with the comprehensive plan; may also involve moderate-to-high levels of public input.

1 to 400 ratio will be utilized. The current "GIS based zoning map" is officially a black line coverage printed on mylar film, however, color patterns representing the various districts have been added by staff for illustrative purposes.

SMALL AREA AND SPECIALIZED PLANS: SINCE 2004

1 Purpose

By definition, a comprehensive plan is inclusive and wide-ranging. It attempts to address all major aspects of land use planning and policy under one integrated framework. Because it is a broad vision for the entire community, a comprehensive plan *document* like *Horizons* is not the best instrument for conducting a close-in examination of specific geographical areas or specialized subjects. Often, planners and policy makers must have at their disposal timely, localized data to address a public safety concern, build a new road, protect a water resource, mitigate potential impacts from flooding in a vulnerable area, etc. By themselves, then, specialized plans and studies are indispensable tools for managing everyday planning tasks, but they also help a community to realize its long-range planning goals and objectives. Once adopted, these plans and studies become part of the comprehensive plan, adding essential layers of detail and expertise to the plan. When all the different layers of the plan are working together, the best results can be achieved.

A number of smaller area plans and specialized plans and studies have been completed in the five years since *Horizons* was adopted in 2004. Once completed, these additional elements became part of the community's comprehensive plan.

To review electronic copies of the City's plans and studies, visit the City of Greenville's website: http://www.greenvillenc.gov.

All of the neighborhood/area plans and most of the specialized plans and studies can be found at the Community Development Department's webpage, "Adopted Plans and Studies": http://www.greenvillenc.gov/departments/community_development/information/default.aspx?id=1090.

The Greenville MPO Comprehensive Transportation Plan is available at the Public Works Department website: http://www.greenvillenc.gov/departments/public_works_dept/information/default.aspx?id=510.

The Comprehensive Recreation and Parks Master Plan is available at the Recreation & Parks website: http://www.greenvillenc.gov/departments/rec_parks_dept/information/default.aspx?id=430.

2 Specialized Plans and Studies

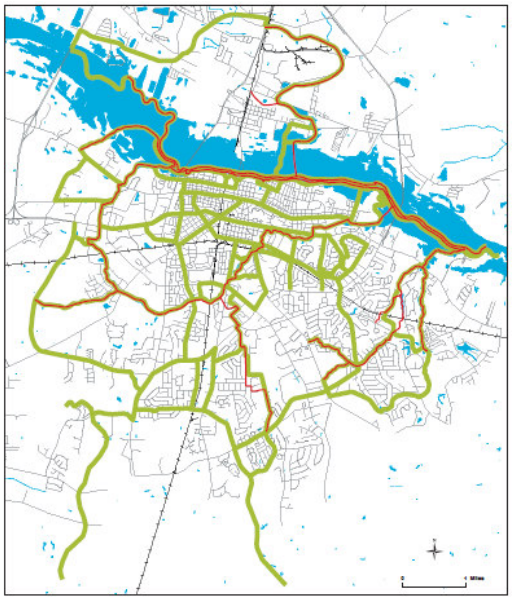
Flood Land Reuse Plan (January 2004)

The purpose of the Flood Land Reuse Plan was to inventory properties that the City of Greenville acquired under the Hazard Mitigation Grant Program as a result of flooding from Hurricane Floyd; identify potential reuses in accordance with buyout property restrictions of the Federal Emergency Management Agency (FEMA), which will benefit the City and general public; and to offer guidance to the City of Greenville and its citizens on proper reuse and maintenance of these properties to ensure a much lower threat of flood destruction in the future.

Greenway Master Plan (March 2004)

The 2004 Greenway Master Plan reevaluated the feasibility of the original 1991 greenway corridor proposals. It looked at the viability of previously planned greenway routes, offered alternatives where necessary, recommended new corridors in underserved areas of the community, and suggested strategies for funding projects.

Proposed Greenway System (1991 & 2004)



The map above shows the 1991 proposed system (red) and the 2004 proposed system (green) together. The light blue area includes the Tar River and the regularly inundated or consistently wet areas along the river.

The Greenway Master Plan aims to contribute to the community's long-range planning vision by helping to protect water quality; by preserving critical wildlife habitat and green spaces; by adding to Greenville's recreational, fitness, and educational resources; and by providing alternative transportation options. The overriding goals of the greenway plan are the same as the overriding goals of the comprehensive plan: to elevate the general quality of life in Greenville; spur economic development; and, in the process, strengthen the City's tax base.

Hazard Mitigation Plan (November 2004)

Greenville's Local Hazard Mitigation Plan (LHMP) identified the different types of hazards and specified new actions that the City would take to reduce its vulnerability to natural hazards, and minimize the impact of hazardous events in the future. It identified hazard mitigation activities and methods the City has implemented and continues to support, and to speed recovery and redevelopment following future disaster events. Completion of the report qualified the City for additional grant funding and demonstrated a firm local commitment to hazard mitigation principles, as well as compliance with both State and Federal legislative requirements for local hazard mitigation plans. The revised draft of the plan was adopted by City Council on November 8, 2004.

Task Force on Preservation of Neighborhoods & Housing: Report and Recommended Improvement Strategies (December 2004)

Established by City Council in February 2004, the Task Force on Preservation of Neighborhoods and Housing explored the link between rental housing and neighborhood livability. The Task Force examined conditions of neighborhoods with predominantly detached, single-family housing; determined the impact of rental properties on those neighborhoods; and recommended actions that would strengthen and enhance the viability and livability of those neighborhoods. The Task Force recommended 10 neighborhood improvement strategies. One of the strategies was to develop and adopt neighborhood plans to guide public policy and investment decisions in older, established neighborhoods. Another recommendation was that the Planning and Zoning Commission undertake a study to identify predominantly single-family neighborhoods that were zoned in a manner that permit intrusion of duplex and multi-family uses, and recommend compatible substitute single-family zoning where practicable [see: Zoning, Community Development Department Initiated Rezonings].

Greenville Urban Area Thoroughfare Plan (December 2004)

The primarily aims of the thoroughfare plan are as follows:

- Establish a schedule for making street improvements that respond to changing traffic demands
- Avoid unnecessary improvements
- Maximize budget = efficiency + minimize land acquisition costs
- Maintain consistency with, and reinforce the goals and objectives of, the Horizons plan by encouraging good urban planning and efficient urban growth patterns; respond to the mobility needs of present and future population, commercial, and industrial enterprises, but do so without influencing the urban development pattern in negative ways
- Reduce travel and transportation costs
- Reduce the cost of major street improvements to the public through the coordination of the street system with private action
- Enable private interests to plan their actions, improvements, and development with full knowledge of public intent

- Minimize disruption and displacement of people and businesses through long-range advance planning for major street improvements
- Reduce environmental impacts, such as air pollution, resulting from transportation
- Increase travel safety
- Provide opportunities for bicycles and pedestrians to safely share the right-of-way

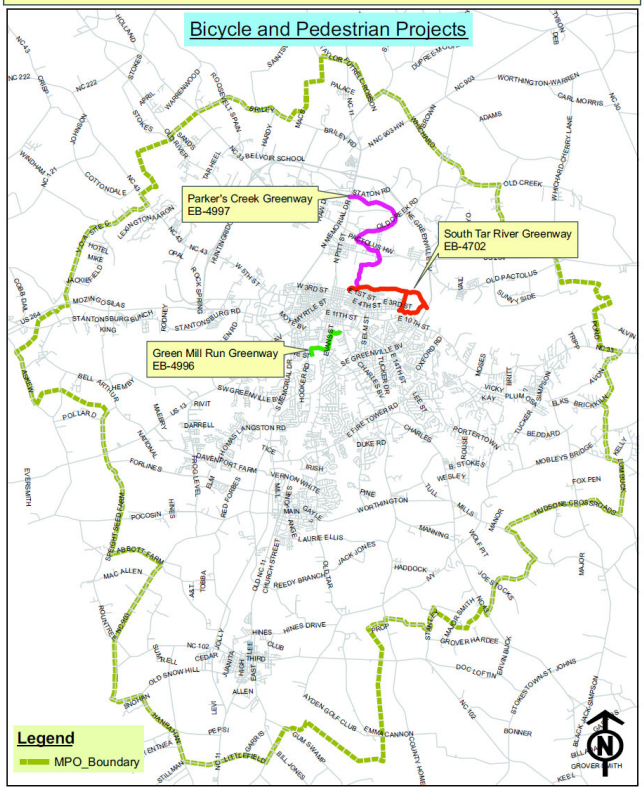
2009 – 2015 Metropolitan Transportation Improvement Program (August 2008)

The Greenville Urban Area Metropolitan Transportation Organization (MPO) is responsible for coordinating the State Transportation Improvement Program (STIP) for the Greenville metro area. The STIP contains funding information and schedules for transportation divisions including: Highways, Aviation, Enhancements, Public Transportation, Rail, Bicycle and Pedestrians, and the Governor's Highway Safety Program. The STIP budget is based on the certified budget and projections developed by NCDOT and the Office of State Budget and Management.

The 2009 – 2015 transportation improvement program includes maps detailing scheduled improvements for the following types of projects:

- Bridge projects
- Road projects
- Bicycle and pedestrian projects [see: map on the right]

Greenville Urban Area MPO
2009-2015 Metropolitan Transportation Improvement Program (MTIP)



Recreation and Parks Master Plan (Updated in November 2008)

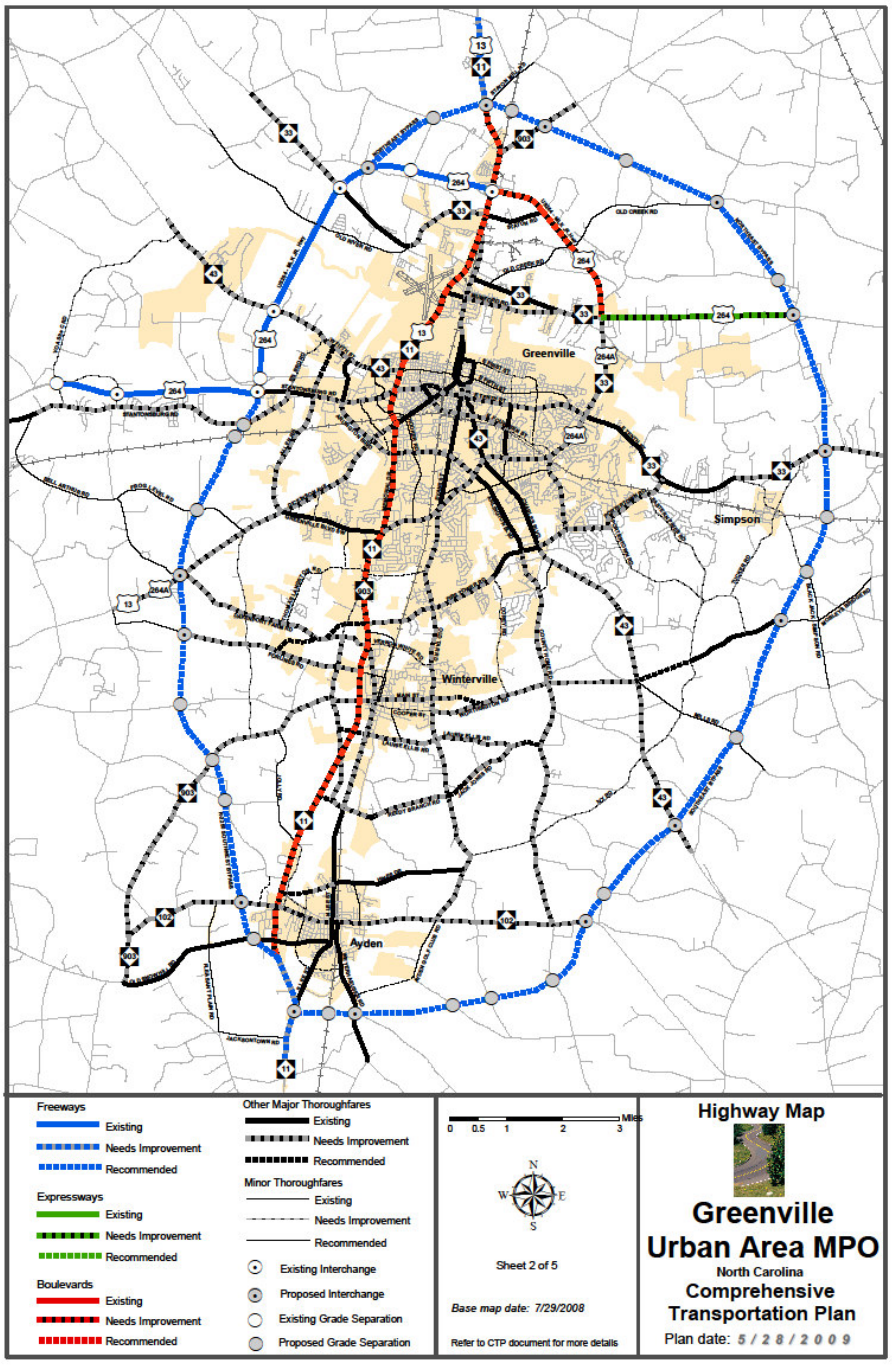
The City of Greenville Recreation and Parks Department update of the 2000 comprehensive parks and recreation plan assesses and takes into consideration changes that have taken place in Greenville in the last decade. The plan initiated a public discussion on future park needs and established standards for future park development. Utilizing these standards, the master plan proposes a Plan of Action for achieving current and future needs. The master plan document gives the Recreation and Parks Department a road map for the future development of its recreation and park system.

Greenville MPO Comprehensive Transportation Plan (May 2009)

In 2001, revisions were made to North Carolina General Statute 136-66.2 that was intended to expand current transportation planning in North Carolina to include consideration of non-roadway alternatives. The statute now calls for the development of a Coordinated Transportation Plan (CTP). The CTP is a long-term "wish-list" of recommended transportation improvements intended for an entire Metropolitan Planning Organization (MPO) planning area. It doesn't have a specific timeline, cost, or funding source. The plan is expected to be a living document that provides for inter-jurisdictional cooperation and planning to replace the previously used thoroughfare plans. The purpose of the Comprehensive Transportation Plan (CTP) is to update the official Thoroughfare Plan that is used by local, regional, state and federal decision-makers. The plan provides for land reservation for future transportation corridors and helps guide decisions on setbacks and transportation improvements as development occurs today and into the future.

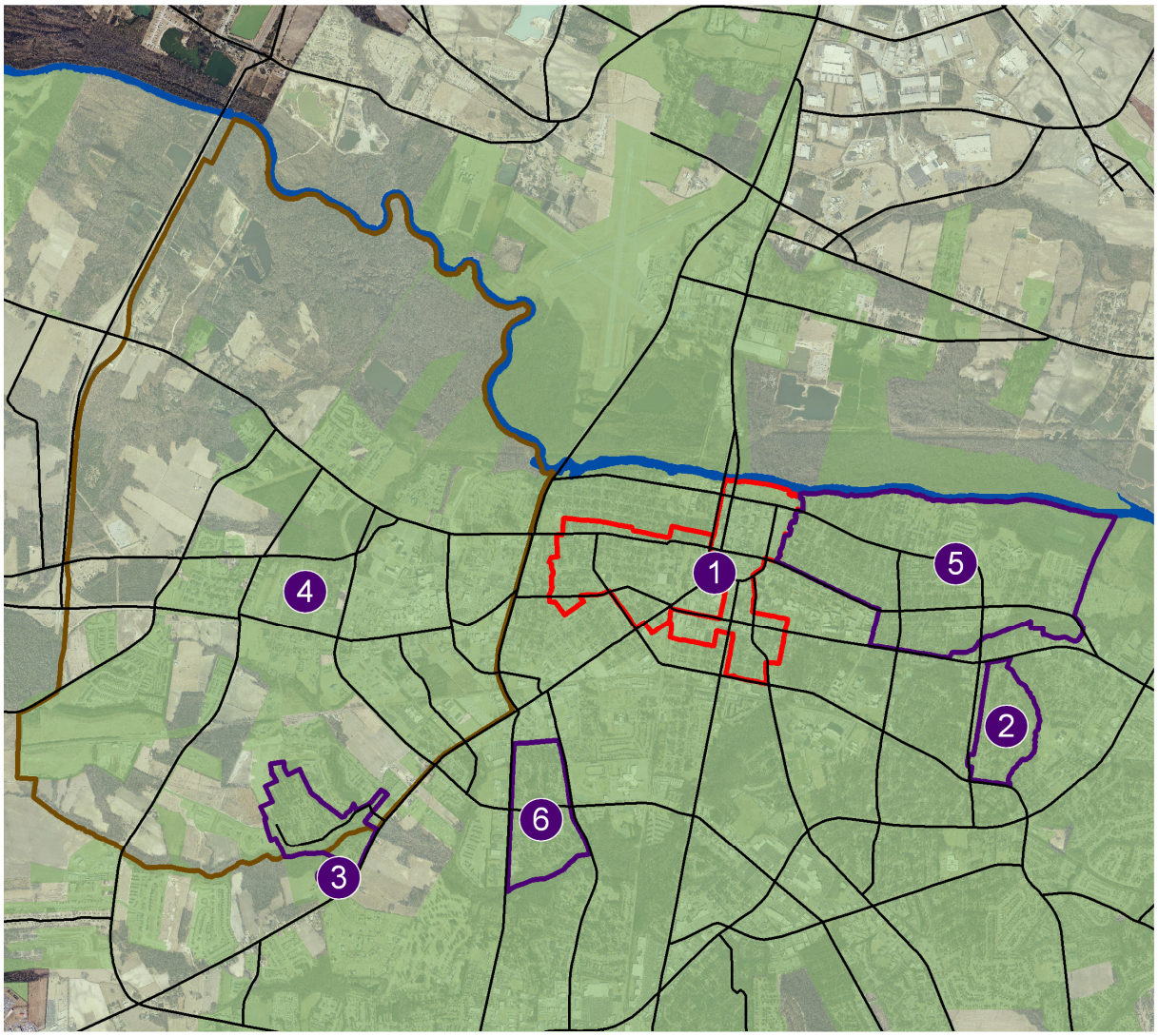
In the development of the CTP, consideration shall be given to all transportation modes including: street systems; transit alternatives; and bicycle, pedestrian, and operating strategies.

The MPO first adopted the CTP Highway Map on May 28, 2009:



3 Neighborhood and Area Plans

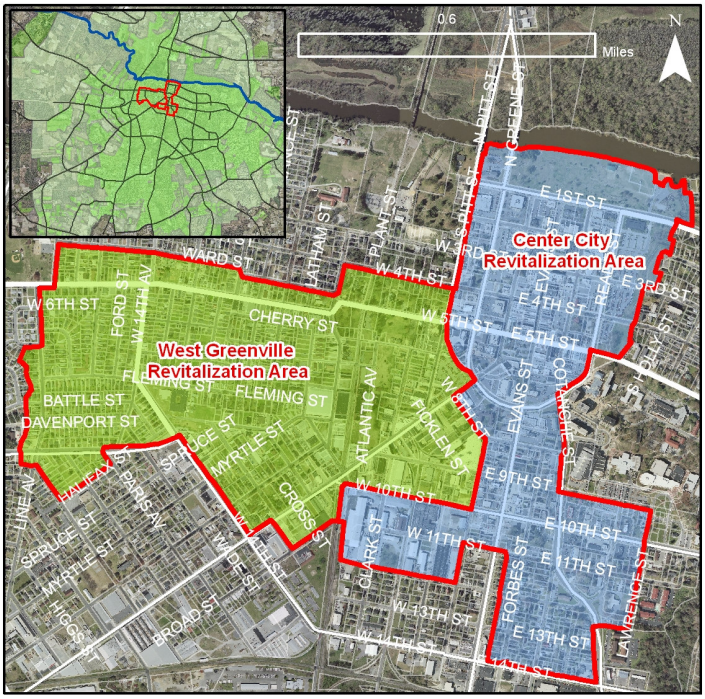
Neighborhood or area planning is a public participatory process, which engages neighborhood residents, business owners, and other stakeholders in strengthening and enhancing the viability and livability of Greenville's residential neighborhoods, employment and cultural centers, and historic areas. These plans recommend practical steps for addressing many day-to-day specific issues affecting neighborhood residents and stakeholders directly—such as traffic congestion, code enforcement, public safety, and floodplain management—but they also help to implement the community's long-term vision for all of Greenville. Since 2004, the City of Greenville has completed six neighborhood or area plans:

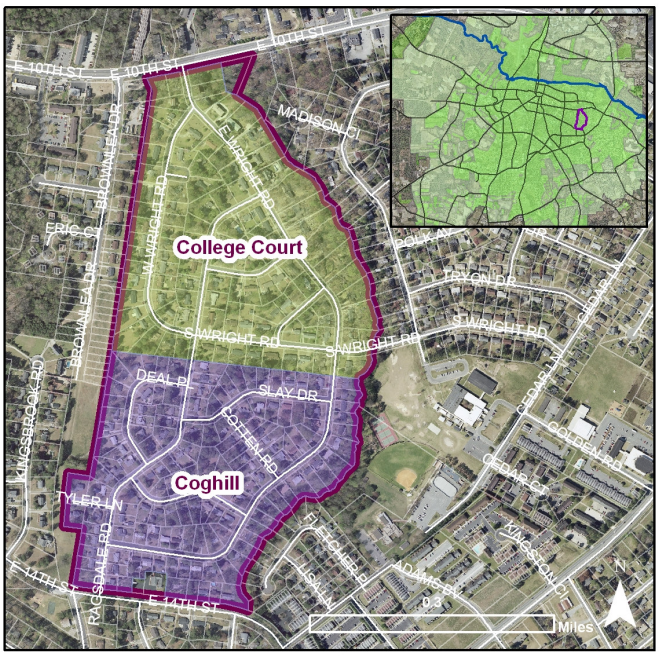


1 Center City - West Greenville Revitalization Plan (2006)
2 College Court & Coghill Subdivisions Neighborhood Rpt & Plan (2007)
3 Lake Ellsworth, Clark's Lake & Tripp Subdivisions Neighborhood Rpt & Plan
4 Medical District Land Use Plan Update (2007)
5 Tar River/University Neighborhood Rpt & Plan (2009)
6 Carolina Hts, Greenbrier, Hillsdale & Tucker Circle Neighborhood Rpt & Plan (In progress)

1. Center City – West Greenville Revitalization Plan (January 2006)

Developed through a collaborative process of citizens, business owners, local commissions, city staff, and elected officials, this plan established a policy framework for revitalizing the city's historic Center City commercial core and adjacent West Greenville residential neighborhoods. The plan assessed existing physical and market conditions in the Center City and West Greenville, respectively; and then it made recommendations for improving traffic flow, parking, land use patterns, development standards, interconnectivity, and overall quality of life in the urban core. The Redevelopment Commission is charged with implementing many of the programs, strategies, and policies recommended in the plan.



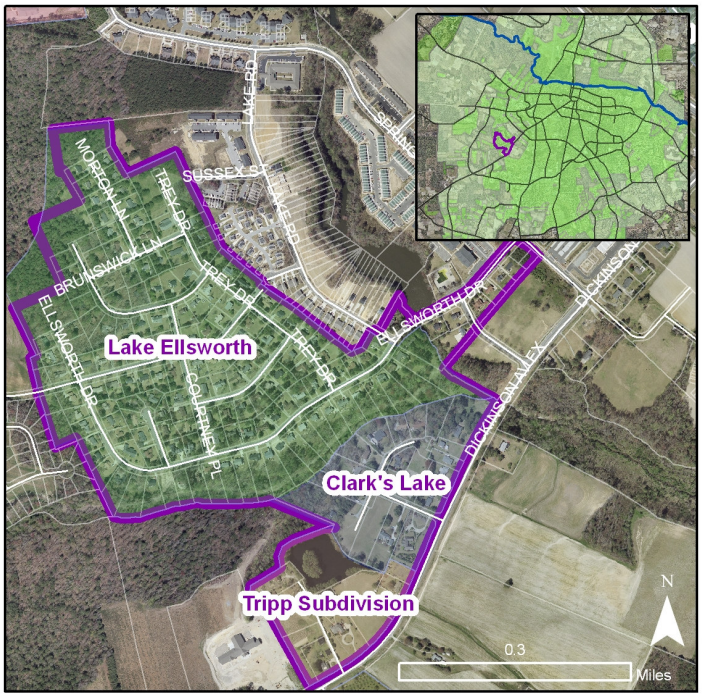


2. College Court & Coghill Subdivisions Neighborhood Report and Plan (April 2007)

The Greenville City Council established as one of its 2006-2007 Goals, "Emphasize the importance of neighborhood stabilization and revitalization". In pursuit of that goal, comprehensive neighborhood plans for older, established neighborhoods are presented to the Planning and Zoning Commission for review and recommendation, and to the City Council for adoption. The plans assess current conditions and create a comprehensive framework for stabilizing and revitalizing neighborhoods. They are developed as a collaboration between neighborhood residents/stakeholders and the City of Greenville. Once adopted, neighborhood plans become part of *Horizons* via amendment. The first neighborhood plan to be adopted was a plan for College Court & Coghill Subdivision Neighborhood.

3. Lake Ellsworth, Clark's Lake & Tripp Subdivisions Neighborhood Report and Plan (November 2007)

This was the second neighborhood for which a neighborhood plan was completed in pursuance of City Council's goal to stabilize and revitalize older, established neighborhoods. The planning process engaged residents in creating a plan for the neighborhood that took into consideration general factors such as land suitability, existing development, socioeconomic patterns, quality of life, code compliance, storm drainage, service delivery, transportation, and natural environment. When this plan was being created, there were two proposed development projects that had immediate implications to the neighborhood: Bent Creek Subdivision and Medford Point Subdivision.

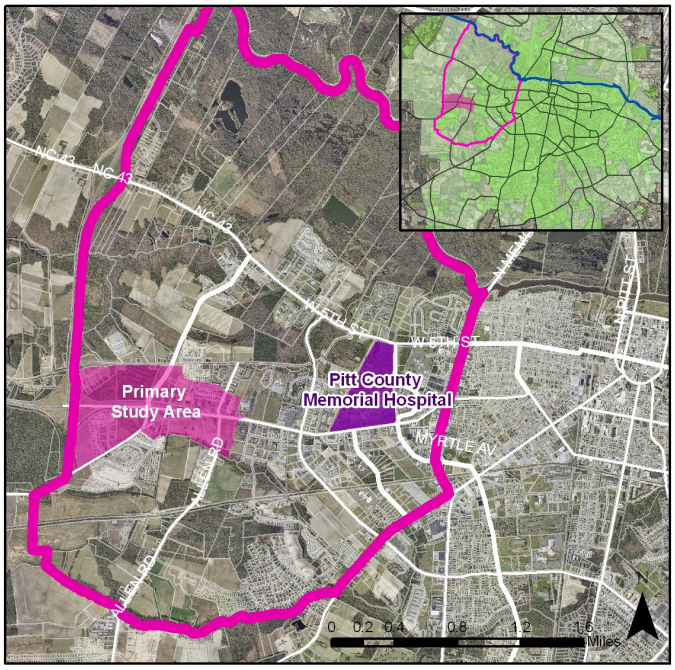


4. Medical District Land Use Plan Update (December 2007)

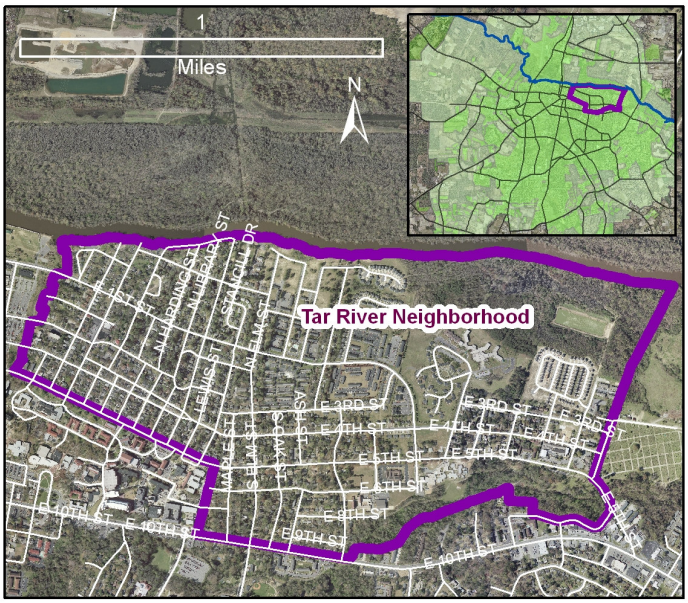
The objective of the Medical District Land Use Plan Update (within Vision Area F) is to ensure continued adherence to the goals established by the previous "Medical District Plans" and *Horizons*. The update recognized that evolving conditions in the growing Medical District necessitated appropriate changes in recommended land use patterns. It recommended that changes be made to the Focus Area Map and Future Land Use Plan Map to ensure an adequate distribution of services designed to promote a vibrant, efficient, and sustainable medical district.

The update built on previous plans for the district:

- *Medical District Development Plan* (October 1974)
- *East Carolina Medical Park, A Comprehensive Proposal for the Development of a Medical Park* (1986)
- *Medical Districts and Environs Land Use Plan* (1993)



5. Tar River/University Area Neighborhood Report and Plan (2009)



This mostly residential neighborhood, which lies to the north of the East Carolina University main campus, contains the College View Historic District (National Register and Local) and 3 Locally Designated Landmarks. The average year of construction of single-family dwellings in the neighborhood is 1945. The plan evaluates current conditions, natural environment, land suitability, transportation, public utilities, storm drainage, structures and building activity, socioeconomic conditions and trends, health and life safety, code compliance, current and/or pending planned public improvements; public services; information technology. It also reviews Future Land Use Plan Map Recommendations, current zoning classifications, *Horizons* plan recommendations, and City Council goals pertaining to the neighborhood. Finally, the plan records or summarizes public comments received during the public information meeting, Tar River/University Area Neighborhood Association Goals and Objectives, and resident survey results.

6. Carolina Heights, Greenbrier, Hillsdale and Tucker Circle Neighborhood Plan (2010)

A neighborhood plan is currently under development for this area, which is bordered by Memorial Drive (to the west), Harris Street (north), Hooker Road (east) and Greenmill Run (south). Similar to other neighborhood plans completed since 2004, the plan will evaluate current conditions in the neighborhood, land use and development trends, infrastructural needs, and other factors important to neighborhood livability, safety, and vitality. A neighborhood planning forum was held in the neighborhood in July of 2009. The draft plan is scheduled to be completed in spring of 2010.

4 Other Plans and Programs

A list of other plans and programs that contribute to the comprehensive plan:

Tar River Floodplain Redevelopment Plan
Planning and Community Development

All Hazard Mitigation Plan (Update in progress: Spring 2010)
Planning and Community Development

Capital Improvement Program
Public Works Department

Community Development Block Grant / HOME Consolidated Plan
Planning and Community Development

NPDES Phase II Comprehensive Storm Water Plan
Public Works Department

IMPLEMENTATION REVIEW: A PROGRESS REPORT

Implementation Strategies, Management Actions, and Vision Area Policies

If a plan is only as good as the results that it achieves, then implementation is the key to delivering results. For a community to be able to make its long-range vision a reality, it needs to have effective, feasible implementation tools and strategies.

It is now five years since the *Horizons* Plan was adopted. How are the implementation strategies being utilized? How many of the management actions have been completed? Which policies have been adopted? How effective have the implementation strategies, management actions, and vision area policies been in responding to Greenville's planning and development challenges?

The *Horizons* Plan - Section 4 lists more than 300 different implementation strategies, management actions, and vision area policies designed to help the community realize its planning vision and respond to planning challenges. Those implementation steps generally relate to one of the following themes:

- Using "Smart Growth" principles to guide land use decision making and public investment
- Adopting or revising land use standards/guidelines to better promote the goals and objectives of the comprehensive plan
- Investing in public works, facilities, amenities in ways that reinforce the goals and objectives of the comprehensive plan
- Completing additional plans, studies, programs, inventories
- Enhancing public education & outreach
- Working with commissions, organizations, neighborhoods to implement the plan
- Improving quality of life indicators
- Promoting economic development that is consistent with "Smart Growth" principles
- Encouraging inter-departmental and inter-jurisdictional cooperation.

Some of the strategies, actions, and policies already have been accomplished (or adopted) and can be removed from the list or converted into "ongoing" tasks. Others are scheduled to be completed within the next few years. Many of the implementation steps are guiding principles - rather than defined projects – which will continue to inform community planning efforts for the life of the *Horizons* plan.

Implementation of the comprehensive plan is being managed and/or assisted by numerous City departments, volunteer commissions, and public authorities. One of the first steps in compiling the data for this report was to send a copy of Section 4 of the Horizons Plan to all parties who are responsible for implementing the plan. The objective was to compile a five-year **progress report** on every strategy, action, or policy listed in the comprehensive plan. In most cases, a particular party or parties was identified as being *primarily* responsible for implementing an item; in some cases, though, every department in the City is tasked with implementing an item.

Table II: Departments, Commissions, Authorities Responsible for Implementation Strategies, Actions, Vision Area Policies

Community Development Department	**CDD**
Planning	
Housing	
Urban Development	
Administrative	
Public Works Department	**PWD**
Engineering	
Inspections	
Transit	
Sanitation	
Fire & Rescue	**FR**
Police	**PD**
Code Enforcement	
Financial Services	**FS**
Recreation & Parks	**R&PD**
City Manager's Office	**CMO**
Greenville Utilities Commission	**GUC**
Water Resources	
Energy Services	
Historic Preservation Commission	**HPC**
Pitt Greenville Airport Authority	**PGAA**
Pitt County Development Commission	**PCDC**
Community Appearance Commission	**CAC**
Environmental Advisory Committee	**EAC**

The following progress report may suggest ways that the community's planning tools and strategies can be enhanced going forward in response to changing urban conditions and new challenges. How are the implementation strategies, management actions, and vision area policies helping Greenville to meet its planning goals and objectives? What specific actions and accomplishments have proceeded from the plan?

On an ongoing basis, City departments and commissions will continue to keep track of, and provide updates to policymakers on, the progress of Implementation Items, Management Actions, and Vision Area Policies. The final report will include tables summarizing the staff and commission input from the progress report in Appendix C.

1 Land Use

Goal Statement

Provide a land use form that optimizes resources by: allocating land for its most suitable use, avoiding conflicting land uses, preserving the City's character, and providing open space, vistas, and agricultural areas.

Provide safe, adequate, and affordable housing to meet the needs of all population groups within the City's planning jurisdiction.

Objective 1

The residential integrity of existing established and developed residential areas should be maintained. Established and developed residential areas are those areas in which the predominant land use is residential and the majority of lots and tracts have been created for residential uses.

Strategy

1(a). *Discourage the re-zoning of existing residentially-developed or zoned areas to a non-residential classification unless such re-zoning would be consistent with the future land use plan.*

- **CDD Planning Division—Ongoing recommendation.**

Objective 2

Preserve and enhance Greenville's land use form

Strategies

2(a). *Conservation/open space land uses should be provided in areas where there is the potential for flooding (100-year floodplain) or the need for buffering for incompatible land uses.*

- **CDD Planning Division: Ongoing recommendation.**

2(b). *Provide for the Mixed Use District. A Mixed Use District is intended to provide for the coordinated development of office, commercial, and residential uses and their necessary support functions in the vicinity of key highway intersections in Greenville. They should be designed to facilitate stated public policies to encourage design which emphasizes people-oriented environments and compatible, visually interesting development. This district provides areas where moderate scale, mixed use centers can locate, with an emphasis on development of a balance of residential, office, and commercial uses.*

- **CDD Planning Division: Under Study and Development.**

2(c). *It is further intended that the Mixed Use Districts shall encourage development within which, mutually supporting residential, commercial, and office uses are scaled, balanced, and located to reduce general traffic congestion by providing housing close to principal destinations, and convenient pedestrian circulation systems and mass transit to further reduce the need for private automobile usage. Mixed Use Districts are intended to encourage development that allows multiple destinations to be achieved with a single trip. When such districts adjoin residential development or residential zoning districts, it is intended that arrangement of buildings, uses, open space, and vehicular or pedestrian access shall provide appropriate transition and reduce potentially adverse effects.*

- **See 2(b) above.**

2(d). *Industrial development should be located adjacent to and/or with direct access to major thoroughfares. Good neighbor industries will be permitted with proper buffering and environmental mitigation. Industries that produce excessive noise, pollution, vibrations, light, or other public nuisances should not be located near residential areas.*

- **CDD Planning Division: Ongoing recommendation.**

2(e). *Concentrate commercial development in well-defined nodes.*

- **CDD Planning Division: Ongoing recommendation.**

2(f). *Greater residential densities should be accommodated in areas that are accessible to public water and/or sewer service(s).*

- **CDD Planning Division: Ongoing recommendation.**

2(g). *Agricultural and low density residential land uses should be located in areas that do not have public water or sewer service.*

- **CDD Planning Division: Ongoing recommendation.**

2(h). *Office/Institutional/Multi-family land uses should be developed along transportation thoroughfares to provide transition between commercial nodes and to preserve vehicle carrying capacity.*

- **CDD Planning Division: Ongoing recommendation.**

2(i). *Office/Institutional/Multi-family development should be used as a buffer between light industrial and commercial development and adjacent lower density residential land uses.*

- **CDD Planning Division: Ongoing recommendation.**

2(j). *Adequate conservation/open space buffers should be provided between areas designated for residential development, as indicated on the future land use map, and any adjacent non-residential land use where a zone transition buffer such as O or OR is not a practical option.*

- **CDD Planning Division: Ongoing recommendation.**

2(k). *Develop a downtown district plan that emphasizes housing in the downtown area.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006, the CD (Downtown Commercial) district table of uses was amended to include a dormitory development special use permit option and to specifically allow mixed residential/commercial development in June 2007 (Ord. 07-74).

2(l). *Encourage public involvement in all activities of the Redevelopment Process.*

- **CDD Urban Development Division, Housing Division: Ongoing.** The public has been heavily involved in all aspects of the redevelopment planning process. Specific examples include the visioning and selection process for a public art project in West Greenville, involvement by more than a dozen organizations and agencies in the design of the City's comprehensive wayfinding system, and the ongoing collaboration with the Uptown Greenville organization in the visioning process for a public plaza in the Uptown Commercial district. All of the previously listed activities continue, with additional public involvement on projects such as the West Greenville Brownfield grants, Five Points Plaza and the Town Common Master Plan.

Objective 3

Discourage strip commercial development on major and minor thoroughfares that allows each lot to have direct vehicular access to the highway.

Strategies

3(a). *Require through zoning and subdivision regulation that an interior road system provide vehicular access to lots abutting major thoroughfares (Figure 9).*

- **CDD Planning Division, PWD Engineering Division:** Required per sections 9-5-98 (Double frontage lots) and 9-5-99 (Driveways; condition of lot access) of the subdivision regulations.

3(b). *Existing design standards should be reviewed to ensure effective limitation of curb cuts.*

- **PWD Engineering Division:** Evaluation of driveway access is an ongoing process. When possible, driveways are required to be a shared means of ingress/egress.

3(c). *Commercial development should be encouraged at the intersections of major roads (i.e., in a nodal fashion) consistent with the City's future land use map.*

- **CDD Planning Division: Ongoing.**

3(d). *Develop a minimum commercial building code.*

- **PWD Inspections Division:** A minimum commercial building code was adopted in 2009 and is being enforced.

Objective 4

Encourage a wide range of housing types and prices.

Strategies

4(a). *Develop a public/private housing development corporation.*

- **CDD Housing Division: Future consideration.** The Housing Division is currently exploring options and requirements for the creation of a housing development corporation.

4(b). *The City of Greenville should continue to develop innovative and cost effective affordable housing of various styles and types.*

- **CDD Housing Division, Planning Division:** The City has developed 21 affordable homes in West Greenville and 105 affordable homes in Countryside Estates, and the City has partnered with a non-profit developer to build 48 affordable rental units.
- **CDD Planning Division:** Planned Unit Development (now entitled Master Plan Community) Ordinance - A revision of the City of Greenville's Planned Unit Development (PUD) ordinance was adopted in December 2009. The ordinance includes the following major changes:
    - Renaming PUD to Master Plan Community (MPC), which is more descriptive in purpose.
    - Includes MPC as a special use in a variety of residential districts.
    - Eliminates the PUD zoning district requirement.
    - Transfers special use permit approval authority from the Planning and Zoning Commission to the City Council
    - Reduces the base density to 4 dwellings per gross acre.
    - Includes various density bonus options including housing affordability.

4(c). *Encourage retirement facilities that have a community atmosphere.*

- **Nonspecific.**

4(d). *Encourage revitalization of older neighborhoods in Greenville in a manner that preserves neighborhood character and identity.*

- **CDD Housing Division, Urban Development Division, Planning Division: Ongoing.** The Center City - West Greenville Revitalization Plan adopted March 2006, Task Force on Preservation of Neighborhoods and Housing Report to City Council approved in December 2004, Neighborhood planning program ongoing. The City has developed 21 affordable and area compatible homes and rehabilitated numerous others in the West Greenville Area. The City has also constructed and staffed a new police substation in the West Greenville Area.

  The City is in the final stages of planning for a streetscape project that will transform the entrance to the West Greenville neighborhoods at West Fifth Street through the

construction of a gateway and other improvements that will serve to define the historic neighborhoods.

4(e). *Implement programs to increase home ownership.*

- **CDD Housing Division: Ongoing.** The City has implemented various down payment assistance subsidy programs, developed a bimonthly housing ownership education workshop and housing counseling program. In 2006, the Homebuyer's Assistance in the University Area program was established with the purpose to increase home ownership in the area surrounding ECU. The program was designed to assist potential homebuyers with down payment and closing costs assistance in the purchase of existing or newly constructed houses. Qualified households are eligible for a grant up to 5% of purchase price, not to exceed $10,000. Funds can be used for gap financing and closing costs secured with a 10-year soft second mortgage at 0% interest. No re-payment is required unless the house is sold, leased or rented within the 10 year period.

Objective 5

Ensure that housing meets all health and safety codes.

Strategies

5(a). *Enforce the City's minimum housing code to ensure that all occupied structures are fit for human habitation.*

- **CDD Code Enforcement Division, Housing Division:** Ongoing; Identified properties which the property owner will not repair are being submitted on an on-going basis to City Council for consideration for demolition. It is staff's goal to work with the property owner, to repair the property and bring it up to City Code to provide needed affordable housing. Staff prefers not to board-up properties but it is often necessary when the abandoned structures are being used for illegal activity, including drug usage. A preferred housing standards list has been developed and submitted to City Council for consideration. The preferred housing standards list will provide information to properties owners on standards that exceed the basic minimum housing codes.

5(b). *Continue to pursue community development and North Carolina Housing Finance Agency funds from state and federal sources for rehabilitation or redevelopment of substandard housing.*

- **CDD Housing Division: Ongoing.** The City has established a strong partnership with federal and state sources for funding programs.

2 Growth & Development

Goal Statement

Manage the physical development of Greenville to protect its resources and simultaneously promote responsible industrial and retail growth.

Objective 1

Incorporate the principles of "smart growth" into the City's land use regulatory scheme.

1(a). *Consider adopting performance standards to encourage development at a rate that parallels the availability of infrastructure and services. This may be accomplished through the adoption of an adequate public facilities ordinance.*

- **Future consideration.**

1(b). *When allowed by North Carolina legislation, consider adopting alternative revenue sources, including impact fees, which will place some responsibility on the developer to provide services.*

- **Future consideration.**

1(c). *Support the ECU Campus Master Plan consistent with the policies of this plan and review development proposals to ensure compatibility with the plan.*

- **Ongoing.**

Objective 2

Preserve open space, agricultural areas, historically significant structures, landmarks, and other features that reflect the City's heritage.

2(a). *Maintain and establish, where possible, wooded buffers along thoroughfares.*

- **PWD Engineering Division, CDD Planning Division, City Attorney, Environmental Advisory Commission (EAC):** Adoption of perimeter buffer zone tree preservation/removal standards per House Bill 2570, March 2007 (Ord. 07-33).

2(b). *Implement the Greenway Master Plan.*

- **CDD Planning Division, PWD Engineering Division, EAC:** Ongoing easement acquisition at the time of land subdivision and development; relocation of the Green Street Bridge and construction of the south Tar River Greenway 2008 (phase 1 construction contract awarded in December 2008); upgraded the Fork Swamp Greenway priority level designation from "future" to level "C" (Res. 05-83).

2(c). *Develop a Historic Preservation Plan which sets out a comprehensive strategy for protecting the City's historic resources.*

- **CDD Planning Division: Ongoing;** seeking grant funding.

2(d). *Develop and implement an education program publicizing the economic and environmental advantages of planting and preserving trees.*

- **PWD Engineering Division: Future project.**

2(e). *Continue to nominate historic properties and districts to the National Register of Historic Places and continue to designate local historic properties and districts.*

- **CDD Planning Division, Historic Preservation Commission (HPC): Ongoing.** The City has sought and received approval from state and federal agencies to establish the Dickinson Avenue National Register Historic District. Additionally, the City has designated the recently renovated Blount Harvey building as a local historic landmark. Similar efforts are slated to continue in accordance with the work plan of the Historic Preservation Commission. The HPC has received a grant (Spring 2009) to conduct a GIX based index and survey (inventory) of the proposed East 5th Street National Register Historic District.

2(f). *Promote and participate in National Historic Preservation Week.*

- **HPC, CDD Planning Division: Ongoing.**

2(g). *Establish standards for appearance in the Central Business District.*

- **CDD Planning Division:** The Historic Preservation Commission is considering the establishment of a local historic overlay district in the Central Business District that if adopted would regulate new construction and renovation projects through the use of historic design guidelines.

  A group of volunteers including design professionals and other interested citizens have drafted a document titled "Greenville Center City Design Guidelines". This document is intended to serve as a guide to development in the Center City Revitalization Project Area. It is expected that this document will be presented to the Redevelopment Commission of Greenville and the Greenville City Council in the fall of 2009.

2(h). *Consider developing and adopting appropriate design guidelines for downtown development and redevelopment.*

CDD Urban Development Division: City staff along with a volunteer group of design professionals are nearing completion of a design guideline booklet that will provide property owners and developers with guidance regarding desired urban form and design.

A group of volunteers including design professionals and other interested citizens have drafted a document titled "Greenville Center City Design Guidelines". This document is intended to serve as a guide to development in the Center City Revitalization Project Area. It is expected that this document will be presented to the Redevelopment Commission of Greenville and the Greenville City Council in the fall of 2009.

2(i). *Conduct a study for the preservation and revitalization of the downtown fringe including adaptive reuse of structures.*

- **CDD Urban Development Division: Ongoing.**

2(j). *Include a downtown urban stroll way in the Greenway Master Plan.*

- **PWD Engineering Division, CDD Urban Development Division:** Way Finding Study/Plan adopted. A wayfinding system is being designed (Summer 2009) that will direct pedestrians to and from key destinations throughout the downtown area.

2(k). *Encourage replacement planting and preservation of trees.*

- **CDD Planning Division, PWD Engineering Division, HPC, EAC**: Enforcement of bufferyard screening and site vegetation requirements, Adoption of perimeter buffer zone tree preservation/removal standards per House Bill 2570, March 2007 (Ord. 07-33).

2(l). *Maintain an inventory of buildings having historical and architectural significance in the City.*

- **CDD Planning Division, HPC: Ongoing.**

2(m). *Build a museum in an old building that highlights local history (e.g., past tobacco and cotton share cropping activities).*

- **Future consideration.**

2(n). *Begin a City-wide campaign to develop [public R/W] tree canopies along all City roads and streets.*

- **PWD: Future consideration.**

2(o). *Improve landscaping along all major road corridors.*

- **CDD Planning Division, EAC:** Adopted site development options including reduced setbacks and parking requirements for preservation of existing large trees in October 2005 (Ord. 05-123).

2(p). *Construct tree-lined and landscaped medians within major road rights-of-way.*

- **PWD Engineering Division:** Ongoing as part of thoroughfare plan street construction – e.g. Fire Tower Road, NC Hwy 43 North, etc.

2(q). *Improve public signage and way-finding.*

- **CDD Urban Development Division:** Design of a comprehensive wayfinding system was completed in 2008 with construction of the first two phases of the system scheduled for constructed in the winter of 2009-10.

2(r). *Develop City-wide architectural and landscaping design standards.*

- **CDD Planning Division, Urban Development Division:** City Council goal 2008, request initiation of a Rural/Urban Design Team (R/UDAT) process

2(s). *Support the Redevelopment Commission, established June 13, 2002.*

- **Ongoing.**

2(t). *Preserve historic warehouses and older buildings through renovation and adaptive reuse.*

- **CDD Planning Division, HPC: Ongoing.**

2(u). *Consider pursuing special legislation that will allow the City to regulate tree cutting on private property.*

- **CDD Planning Division, PWD Engineering Division, HPC:** Ongoing enforcement of bufferyard screening and site vegetation requirements, Adoption of perimeter buffer zone tree preservation/removal standards per House Bill 2570, March 2007 (Ord. 07-33).

2(v). *Develop a strong, green industrial base.*

- **Future consideration.**

2(w). *Seek stable and sufficient revenue sources to accomplish improvements.*

- **City Manager, FS Department: Ongoing.** New Bond Issuance for Road Improvements at 3.79% June 2009.

2(x). *Maintain neighborhood character and identity.*

- **Task Force on Preservation of Neighborhoods and Housing Report to City Council** approved in December 2004; Rezoned 39 neighborhoods containing 5,669 lots on 2,459 acres from a multi- family option classification to a single-family only classification (2005 through 2007); Adopted 3 neighborhood plans - College Court & Coghill Subdivisions (2007) and Lake Ellsworth, Clark's Lake & Tripp Subdivision (2007), and the Tar River/University Area neighborhood report and plan (2009). A plan for Carolina Heights, Greenbrier, Hillsdale and Tucker Circle Neighborhood Plan is scheduled to be completed in spring of 2010. The neighborhood planning program is ongoing.

2(y). *Create walkable communities/ neighborhoods.*

- **CDD Planning Division, PWD Engineering Division:** Ongoing enforcement of subdivision development ordinances including street interconnectivity requirements and sidewalk construction standards, adoption of terminal street standards February 2006 (Ord. 06-13).

2(z). *Encourage citizen involvement within neighborhoods.*

- **Public Information Office, CDD Administrative Division: Ongoing.** Annual Citizens Academy started in 2007. In May of 2008 the City hired its first Neighborhood Liaison / Community Ombudsman (NLCO). One of the primary responsibilities of the NLCO is to serve as a liaison between the City of Greenville and its neighborhoods. Also, the City Council has established the Neighborhood Advisory Board (NAB). The NAB has developed a Land Use Committee; this committee is currently exploring ways to increase neighborhood participation in land use decisions. The Land Use Committee will also disseminate information of interest from the City to the neighborhoods and vice-versa.

2(aa). *Provide services to diverse groups.*

- **All City Departments:** Completed city staff and City Council diversity training 2007 – 2008. Erected Inclusive Community city entrance signs. Ongoing program. Substantially improved the M/WBE website and programs. Ongoing training opportunities facilitated for small businesses.

2(bb). *Encourage cultural diversity.*

- **All City Departments:** Completed city staff and City Council diversity training 2007 – 2008. Erected Inclusive Community city entrance signs. Ongoing program. Substantially improved the M/WBE website and programs. Ongoing training opportunities facilitated for small businesses.

2(cc). *Require neighborhood recreation parks.*

- **R&PD, CDD Planning Division:** Recreation and Parks Master Plan Update in 2008, consideration of related ordinances to require dedication of park/open space thereafter.

2(dd). *Create a safer environment.*

- **PD:** Neighborhood Policing program, establishment of IMPACT Team, West Greenville Police Substation – **Ongoing.**

2(ee). *Revitalize West Greenville.*

- **CDD Housing Division, Urban Development Division, Planning Division:** The Center City – West Greenville Revitalization Plan adopted March 2006 – Ongoing. The City has developed 21 affordable homes, demolished more than 100 substandard structures, rehabilitated numerous homes, and constructed and staffed a new police substation in the West Greenville Area. Established a community center.

2(ff). *Build a performing arts center downtown.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006 – Discussions ongoing.

2(gg). *Support restaurants, shops, and boutiques in the downtown area. Establish safety standards for places of assembly.*

- **CDD Urban Development Division, PD, City Manager's Office, City Attorney's Office, Convention and Visitors Bureau (VCB):** The Center City – West Greenville Revitalization Plan adopted March 2006, draft safety standards for public clubs developed – held pending further study. The City Manager's Office and the Attorney's Office completed a report and legal analysis on Potential Actions to Address Downtown Crime Issues, which was presented to the City Council in August of 2009.

2(hh). *Bring more retail and professional activities downtown.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. City staff and the Uptown Greenville merchant's association are working jointly to retain existing business and to recruit new small business ventures to the center city area.

2(ii). *Establish a minimum commercial building code.*

- **PWD Inspections Division:** A minimum commercial building code was adopted in 2009 and is being enforced.

Objective 3

Encourage infill development in areas where infrastructure, such as roads, schools, and sewer and/or water service, is available, planned, or can be provided easily.

3(a). *Amend the future land use map to reflect GUC's water and sewer extension projects as they are planned.*

- **CDD Planning Division, GUC W/S Department: Ongoing.**

3(b). *Review water and sewer extension policies to ensure that public/private cooperation in the provision of infrastructure to serve new development is encouraged.*

- **CDD Planning Division, GUC W/S Department: Ongoing.**

3(c). *Revitalize major corridors especially from Downtown along Dickinson Avenue to Memorial Drive and Martin Luther King, Jr., Drive [Fifth Street] to Memorial Drive to include rehabilitation of structures, acquisition, and demolition of dilapidated structures, relocation assistance, and new development through land assembly.*

- **CDD Urban Development Division, Housing Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. Ongoing.

3(d). *Direct more intensive land uses to areas that have existing or planned infrastructure.*

- **CDD Urban Development Division, Planning Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. **Ongoing.**

3(e). *Consult the future land use map when considering new public facilities and private development.*

- **CDD Planning Division, Urban Development Division: Ongoing.**

3(f). *Publicize the Horizons Plan Update land use and development policies among the development community.*

- **CDD Planning Division:** City's webpage, Citizens Academy Presentation, etc.

3(g). *Extend the City's planning jurisdiction as land is acquired through annexation.*

- **CDD Planning Division:** City Council priority project.

Objective 4

Promote industrial and commercial development in areas with existing infrastructure that does not infringe on existing medium density residential areas.

4(a). *Revise the City's zoning ordinance to identify all permitted industrial uses by the Standard Industrial Code (SIC) classification system. Such a system will better enable the City to identify the range of desirable industries that may be appropriate within the existing industrial zoning classifications.*

- **CDD Planning Division: Consideration in 2009 – 10.**

4(b). *Allow new heavy industrial development consistent with the future land use map.*

- **CDD Planning Division: Ongoing recommendation.**

4(c). *Rezone additional parcels for industrial and commercial use consistent with the future land use map. This will accommodate the future demand for additional industrial and commercial development in suitable areas.*

- **CDD Planning Division: Ongoing recommendation.**

3 Transportation

Goal Statement

Achieve a system of safe, efficient, reliable, environmentally sound, and economically feasible transportation within Greenville.

Objective 1

Ensure that streets in new developments are properly designed, built, and maintained.

1(b). *Encourage the development of joint or shared driveways.*

- **PWD Engineering Division:** Ongoing enforcement of current driveway regulations. Evaluation of driveway access is an ongoing process. When possible, driveways are required to be a shared means of ingress/egress.

1(c). *Support implementation of Transportation Improvement Priorities projects and Greenville's Thoroughfare Plan.*

- **PWD Engineering Division: Ongoing.** This is ongoing. The Engineering Division of the Public Works Department, as the support staff for the Greenville Urban Area Metropolitan Planning Organization (MPO), works with the other local jurisdictions in the MPO to identify and support the transportation improvement projects that have been established as a priority for the Greenville Urban Area.

1(d). *Establish an ad hoc committee to review the current Thoroughfare Policy with the objective of requiring City participation in the cost of thoroughfare construction.*

- **PWD Engineering Division:** Although the committee has not been formed, the City, to move transportation construction projects forward, has participated in and is participating in projects for the betterment of the community.

1(e). *When consistent with State Department of Transportation road standards, incorporate the following transportation practices into the design of developments:*

- *Design the street network with multiple connections and relatively direct routes.*
  - **Recommend** removing relatively direct routes as this leads to "cut-through" traffic and is not recommended as part of proactive traffic calming measures. Item one recommended to be rewritten to read "relatively indirect routes."
- *Space through-streets no more than a half mile apart or the equivalent route density in a curvilinear network.*
- *Use traffic calming measures liberally.*
- *Keep speeds on local streets down to 20 mph*
  - **add** "during the development process."

- *Keep speeds on arterials and collectors down to 35 mph (at least inside communities).*

- *Keep local streets as narrow as possible.*

- *Avoid using traffic signals wherever possible and always space them for good traffic progression.*

- *Provide pedestrians and bicyclists with shortcuts and alternatives to travel along high-volume streets.*

- *Eliminate right turns on red lights in high pedestrian areas.*

  - **Recommend** deletion of this item. This decreases the efficiency of a signalized intersection and staff has not identified any areas where conflicts have been a common occurrence.

- *Require interconnection of commercial parking lots.*

  - **PWD Engineering Division, CDD Planning Division:** General ongoing recommendations concerning preliminary subdivision plats (P&Z approvals); enforcement of current driveway regulations, included as part of the current development review process.

1(f). *Continue to submit proposals for road improvements to DOT for funding.*

- **PWD Engineering Division: Ongoing.**

1(g). *Update the Thoroughfare Plan on a regular basis, approximately every two years. Update the Future Land Use Plan Map as necessary to reflect changes in the Thoroughfare Plan.*

- **PWD Engineering Division, CDD Planning Division: Ongoing.** The Greenville Urban Area MPO is in the process of developing a Comprehensive Transportation Plan (CTP) that will take the place of the Greenville Urban Area Thoroughfare Plan. It will be completed in 2009. The purpose of the CTP is to address all forms of transportation, sidewalk, bicycle, transit, vehicular, and rail.

1(h). *Participate in a county-wide transportation planning effort.*

- **PWD Engineering Division, CDD Planning Division:** The Comprehensive Transportation Plan (CTP) for the Greenville Urban Area will extend into the county. Pitt County will be responsible for extending this plan into the areas beyond the boundaries of the MPO.

1(i). *Discuss Tenth Street corridor concept plan.*

- **CDD Urban Development Division, PWD Engineering Division:** The Center City – West Greenville Revitalization Plan adopted March 2006; Tenth Street connector corridor plan U-3315 is a funded project with construction anticipated to begin in the near future. This project is scheduled to begin right-of way acquisition in 2011 with construction to start in 2013.

1(j). *Implement the following projects using local sources if state assistance is not available:*

- *Link Farmville Boulevard to Tenth Street.*
  - **Project study underway**
- *Lane and intersection improvements West 5th Street to NC 43 West.*
- *Construct Brownlea Drive from Fourteenth Street to Tenth Street.*
- *Purchase right-of-way in anticipation of widening Fourteenth Street and Evans Street.* State roads – DOT responsibility
- *Acquire property and participate in the design and construction of the Tenth Street/Farmville Boulevard connector between uptown, East Carolina University Core Campus, and medical area.*
- *Computerize and coordinate traffic signals through the signalization plan.*
  - **This project has been completed**
- *Construct a downtown parking garage.*
  - **CDD Urban Development Division, PWD Engineering Division:** The Center City – West Greenville Revitalization Plan adopted March 2006; Tenth Street connector corridor plan U-3315 is a funded project with construction anticipated to begin after 2013; parking garage discussion ongoing (private project dependent); Brownlea Drive R/W obtained by dedication and agreement, construction delayed pending funding.

1(k). *Require major commercial development to provide areas for public transit stops and adequate sidewalks.*

- **PWD Engineering Division:** For sidewalks, this is an ongoing process and included as part of the development review process. Public Transit Stops is for future consideration.

1(l). *Promote existing City policy on sidewalk construction among neighborhood organizations, parks, and school systems.*

- **PWD Engineering Division: Ongoing.**

1(m). *Develop a sidewalk map of the City; consider adopting a sidewalk plan which assesses the need for sidewalks and describes specific sidewalk projects to be completed.*

- **PWD Engineering Division:** This has been completed and is updated as new sidewalks are added.

1(n). *Ensure that convenient pedestrian access is provided between adjacent new subdivisions.*

- **PWD Engineering Division: Ongoing**. Included as part of the development review process.

1(o). *Review the current Airport Land Use Plan. Update if necessary and evaluate action proposals. Implement proposals and develop new proposals determined to be consistent with the goals of the plan.*

- **Pitt – Greenville Airport Authority, CDD Planning Division: Future consideration.**

1(p). *Encourage communication between commercial carriers and major businesses, the Pitt County Development Commission, and the Convention and Visitors' Bureau so that routing and scheduling of flights facilitates business travel.*

- **Pitt – Greenville Airport Authority, VCB, Pitt County Development Commission (PCDC): Ongoing.**

1(q). *Explore possibilities for extending passenger service to Greenville when opportunities arise.*

- **Pitt – Greenville Airport Authority, VCB: Ongoing.**

1(r). *Provide public transportation for senior citizens and handicapped.*

- **PWD Transit Division: Ongoing.** All GREAT bus are ADA accessible additionally PATS provides para-transit services. GREAT annually explores ability to expand service into additional areas. Expansion is based on available funding.

1(s). *Improve rail service.*

- **PWD Engineering Division, City Manager's Office:** Relocation of the railroad switching yard to a remote location north of NC 903 per 2008 plan. The City has been working with NCDOT on projects to address this matter. Funding is included in the State Transportation Improvement Program for projects to relocate the railroad switching yard to a remote location north of NC 903 and the addition of a new Wye at the intersection of the CSXT and Carolina Coastal railroads. Greenville is included in the State's master plan for passenger rail service.

1(t). *Investigate establishment of passenger rail service in Greenville.*

- **Manager's Office: Future consideration.**

Objective 2

Coordinate highway planning and improvements to ensure that adequate transportation is provided to existing, developing, and proposed activity centers and residential areas.

2(a). *Develop a street classification system with design criteria and standards appropriate to each class. Develop and implement a collector street plan.*

- **PWD Engineering Division: Ongoing.** Included as part of the current development review process.

2(b). *Provide corridor protection for new roads.*

- **PWD Engineering Division, CDD Planning Division: Ongoing**. Included as part of the current development review process.

2(c). *Encourage the construction and preservation/protection of limited access corridors.*

- **PWD Engineering Division: Ongoing.** Included as part of the current development review process.

2(d). *Map sidewalks, greenways, and bikeways.*

- **PWD Engineering Division, CDD Planning Division:** Mapping has been completed and is updated by PW as new sidewalks are added, greenway parcels mapped by CDD following final plat dedication of easements.

Objective 3

Reduce traffic congestion and safety problems.

3(a). *Limit access from development along all roads and highways to provide safe ingress and egress.*

- **PWD Engineering Division, CDD Planning Division:** General ongoing recommendations concerning preliminary subdivision plats (P&Z approvals); enforcement of current driveway regulations.

3(b). *Require reverse frontage lots within subdivisions to orient lots toward internal subdivision streets, not secondary roads and highways.*

- **CDD Planning Division, PWD Engineering Division:** Required per sections 9-5-98 (Double frontage lots) and 9-5-99 (Driveways; condition of lot access) of the subdivision regulations; reliance on current driveway regulations.

3(c). *Where needed or necessary in commercially zoned areas, require the utilization of frontage roads or frontage service lanes along federal and state highways.*

- **CDD Planning Division, PWD Engineering Division:** Required per sections 9-5-98 (Double frontage lots) and 9-5-99 (Driveways; condition of lot access) of the subdivision regulations; reliance on current driveway regulations.

3(d). *Require interconnected street systems for residential and non-residential development. Incorporate the connectivity requirements into the subdivision regulations.*

- **CDD Planning Division:** Subdivision street standards amended to include revised cul-de-sac (terminal street standards) in February 2006 (Ord. 06-13).

3(e). *Require traffic impact studies for developments which generate large volumes of traffic.*

- **PWD Engineering Division: Ongoing.** Included as part of the current development review process.

3(f). *Concentrate amenities within and around neighborhoods.*

- **Nonspecific.**

3(g). *Require sidewalks and landscaping ([public] trees in particular) throughout the City and use sidewalks to connect all major activity centers within the City.*

- **PWD Engineering Division:** since 2000 the City has installed 11.2 miles of sidewalk. The City will apply for a grant to create a street tree master plan. Sidewalks required in conjunction with the extension of public streets in all subdivisions, provided however sidewalks are not required on short cul-de-sac and loop/connector streets.

3(h). *Support study of various transit systems in Greenville for possible consolidation.*

- **PWD Transit Division, PWD Engineering Division CDD Planning Division:** The transit system study was completed in 2003. ECU Transit and GREAT have formed a working group to improve coordination among the two systems. Intermodal Transportation Center properties identified and rezoned (to CD) to accommodate the proposed development in 2009.

4 Services & Facilities

Goal Statement

To provide adequate community services and facilities which meet the physical, economic, and environmental needs of Greenville's citizens, businesses, and industries.

Objective 1

Encourage the provision of public recreational facilities and areas.

1(a). *Continue to update the Parks and Recreation Master Plan which addresses active recreational facilities and passive recreation such as open space and greenways, and support future parks and recreation projects.*

- **R&PD:** Plan preparation and scheduled for City Council consideration in 2008.

1(b). *Continually repair, replace, and upgrade existing recreational facilities and equipment.*

- **R&PD: Ongoing**

1(c). *Coordinate the development of recreational facilities with the school system.*

- **R&PD: Ongoing.** Parks and Recreation Master Plan adopted 2008.

1(d). *Revise the Greenville Subdivision Regulations to incorporate provisions to require the dedication of public park property and/or open space. This may include a provision for payment in lieu of dedication if approved by the City.*

- **CDD Planning Division, R&PD:** Draft ordinance prepared (2005) and updated (2008) for consideration following City Council adoption of the 2008 Parks and Recreation Master Plan.

1(e). *Support recreational facilities development to the National Recreation Standards.*

- **CDD Planning Division, R&PD:** Draft ordinance prepared (2005) and updated (2008) for consideration following City Council adoption of the 2008 Parks and Recreation Master Plan.

1(f). *Institute an urban forestry program within the park system.*

- **R&PD, PWD:** The PWD Building and Grounds Division will be applying for a grant to develop a street tree and public property tree master plan. This plan will be executed as funding is available.

1(g). *Consider impact fees for financing parks and open space.*

- **CDD Planning Division, R&PD:** Draft ordinance prepared (2005) and updated (2008) for consideration following City Council adoption of the 2008 Parks and Recreation Master Plan.

1(h). *Cleanup old landfill and build a park on the site with a greenway system to connect to it.*

- **R&PD, PWD:** Recreation and Parks will need to determine if the old landfill's location supports the needs of the park system. If so then State and Federal regulations would have to be evaluated to see if would be feasible and permitted. The construction of the South Tar River Greenway which will run near the site is to begin in the Spring of 2009.

Objective 2

Provide for the safe disposal of solid wastes.

2(a). *Support the concept of a statewide "bottle bill" (mandatory deposit law).*

- **PWD:** This is a city policy that must be considered, supported, and approved by the City Council.

2(b). *Greenville will support the following solid waste related actions:*

- *Establish an antifreeze collection site.*
  - **Future consideration**
- *Actively encourage grass cycling with compost display.*
  - **Future consideration**
- *Develop an office paper recycling program for all City-owned buildings.*
  - **Completed. Ongoing Project - All City offices have a recycling basket.**
- *Actively encourage recycling by residents, schools, government offices, and industry.*
  - **Keep Greenville Beautiful is focusing on educating children in school.**
- *Develop a "Swap Shop" area for used materials.*
  - **County had one but eliminated it due to problems**
- *Consider assessing fees for individuals and businesses that do not recycle.*
  - **Included in the recycling study that is presently under development for the City Council; PWD Sanitation Division: Ongoing.** City Council presentation in May and June 2009. Amounts included in 2009/10 budget for educating the public regarding recycling.

2(c). *Publicize the availability of free compost at the old City landfill.*

- **PWD:** The City does not provide free compost anymore.

2(d). *Encourage collection site for recycling of cell phones, computers, and other household hazardous waste.*

- **PWD:** Residents can drop off e-waste at County's Allen Road transfer station whenever it is open. Additionally the County runs an e-waste collection "drive" once a year. City and County participate in a household hazardous waste collection event once a year when there is funding available. The local agricultural extension office in conjunction with "spring clean up" holds a pesticide collection event.

Objective 3

To effectively manage Greenville's investment in existing and proposed community facilities and services.

3(a). *Consider an adequate public facilities ordinance.*

- **PWD, GUC: Future consideration.**

3(b). *Develop a specific capital improvements plan (CIP) with emphasis placed on services and facilities which affect growth and development.*

- **FS: Ongoing.**

3(c). *Provide the Pitt County Board of Education with locational information on all residential development.*

- **CDD Planning Division, Information Technology Department (ITD): Ongoing.** In process (2007) of upgrading the e-mail capability in order to facilitate the transmission of electronic data (development data and maps) to the Board of Education, utilizing FTP system in the interim. All building Permit information is available via the City's web page. An addressing layer is available via the City's web page that shows all structure/lot addresses in the City.

Objective 4

Provide sufficient emergency services to all residents.

4(a). *Continue to include representatives of all emergency service providers in the subdivision development review process.*

- **CDD Planning Division: Ongoing.**

4(b). *Require that all necessary firefighting infrastructure capability and capacity be provided in new subdivisions and developments.*

- **CDD Planning Division, GUC W/S Department: Ongoing per code requirements.**

4(c). *Provide sufficient emergency management personnel and facilities to adequately serve the projected population growth.*

- **PD, FD: Ongoing, budget recommendations.**

4(d). *Coordinate City/County law enforcement activities in order to establish cost effective operations.*

- **PD: Ongoing.**

4(e). *Continue to support the Police Department's crime prevention programs and Crime Stoppers program.*

- **PD: Ongoing.**

4(f). *Continue to support the Police Department's Community Watch neighborhood programs.*

- **PD: Ongoing.**

Objective 5

Provide sufficient water, sewer, and electric service to promote economic development and to alleviate public health problems created by the absence of public water and sewer services.

5(a). *To encourage industrial development, provide water and sewer services to identified industrial areas.*

- **Pitt County Development Commission, GUC W/S Department, CDD Planning Division: Ongoing.**

5(b). *Utilize the master water and sewer plan(s) as a guide to establishing service and funding priorities for developing industrial areas.*

- **Pitt County Development Commission, GUC W/S Department, CDD Planning Division: Ongoing.**

5(c). *In concert with this Comprehensive Plan, utilize the master water and sewer plan(s) to guide new industrial development.*

- **Pitt County Development Commission, GUC W/S Department, CDD Planning Division: Ongoing.**

5(d). *Continue to work with GUC to review present, short-range, and long-range plans.*

- **GUC W/S Department, CDD Planning Division: Ongoing.**

5(e). *Continue to support and participate in the Tar-Pamlico River Basin Association's study to protect water quality in the Tar River.*

- **PWD:** As part of its Stormwater Management Program, the City has adopted requirements that address this matter.

5(f). *Secure weatherization subsidies.*

- **CDD Housing Division, GUC Energy Services Division: Ongoing.**

5(g). *Promote energy conservation.*

- **CDD Housing Division, GUC:** The City incorporates energy efficient construction techniques and systems into newly developed affordable homes and rehabilitation projects. City and GUC sponsored 2008 Homeownership Education Series, Year Round Energy Savings Tips/Home Maintenance 101.

5(h). *Support the Neuse Basin-wide Water Quality Management Plan.*

- **PWD Engineering Division:** As part of its Stormwater Management Program, the City has adopted requirements that address that meet the requirements of the Tar-Pamlico River Basin Rules, which also address the Neuse River Basin Requirements.

5 Economic Development

Goal Statement

To provide a healthy, diversified, expanding economy that provides jobs for all of Greenville's residents in a truly livable setting.

Objective 1

Create conditions favorable for healthy economic expansion in the area.

1(a). *Provide industrial sites with adequate utility services in competitive locations to service prospective industries.*

- **GUC: Ongoing.**

Objective 2

Attract new business and industry that strengthens Greenville's role as a regional center.

2(a). *Facilitate the preparation of a marketing strategy to entice new businesses, health care providers, and research and development activities; promote the public school systems as part of that strategy.*

- **CDD Urban Development Division: Ongoing.**

2(b). *Encourage rehabilitation and reuse of commercial/industrial buildings.*

- **CDD Urban Development Division: Ongoing.** Redevelopment Commission and Historic Preservation Commission priority.

2(c). *Market and promote historic areas as a part of Greenville's economic strategy.*

- **CDD Urban Development Division, HPC: Ongoing.** Redevelopment Commission and Historic Preservation Commission priority.

2(d). *Centralize and consolidate parking in downtown so that convenient parking serves the short-term, non-employee market. Consider ways of financing a parking garage or deck downtown.*

- **PWD Engineering Division, CDD Urban Development Division:** The evaluation of available public parking in the downtown area is an ongoing process. A downtown parking study was completed in 2004 and identified that the downtown area had sufficient available public parking. The report also indicated that a parking deck may be needed to meet the future demands. Parking Decks have been included as part of the City's Capital Improvement Program, but have not been funded at this time.

2(e). *Encourage expansion of medical capacity.*

- **Unspecified.** Adopted Medical District Area Plan 2008.

2(f). *Encourage development of broad-band infrastructure.*

- **Ongoing Project -** An Uptown free public wireless Wi-Fi system is in place. All City facilities have free public wireless Wi-Fi access.

6 Natural Environment

Goal Statement

To protect and preserve sensitive environmental areas and natural resources, including:

- *Protecting water resources.*
- *Management of stormwater discharge.*
- *Preservation of wetlands and foodplains.*
- *Protection of air quality.*
- *Requiring environmentally sound disposal of solid waste including hazardous materials.*

Objective 1

Protect floodplains from undesirable development.

1(a). *Adopt regulations to provide for conservation of open space, and encourage recreational, agricultural, or other low-intensity uses within the floodplain.*

- **CDD Planning Division, R&PD:** Draft ordinance prepared (2005) and updated (2008) for consideration following City Council adoption of the 2008 Parks and Recreation Master Plan.

1(b). *Prohibit installation of underground storage tanks in the 100-year floodplain.*

- **PWD Engineering Division:** The City has adopted regulations as part of its Flood Damage Prevention Ordinance that addresses this matter.

1(c). *Discourage improvements of any kind in undisturbed areas within the 100-year floodplain. These areas should be designated for open space corridors, greenways, and other low-intensity uses.*

- **PWD Engineering Division:** In developments that may be affected by the 100-year floodplain and/or are located within area for a designated greenway, the developer typically identifies these areas for open space corridors, greenways, and other low-intensity uses.

1(d). *Prohibit the development of any industry within the 100-year floodplain that may pose a risk to public health and safety. Such industries may include but not be limited to: chemical refining and processing, petroleum refining and processing, hazardous material processing, or storage facilities.*

- **PWD Engineering Division, CDD Planning Division:** The City has adopted regulations as part of its Flood Damage Prevention Ordinance that addresses this matter.

Objective 2

Preserve large wetland areas (greater than one acre) in a natural state to protect their environmental value.

2(a). *Coordinate all development review with the appropriate office of the U.S. Army Corps of Engineers and the Soil Conservation Service.*

- **PWD Engineering Division:** When applicable, a development is required to coordinate matters with other governmental agencies. such as the U.S. Army Corps of Engineers.

2(b). *Require that wetland areas be surveyed and delineated on all preliminary and final subdivision plats.*

- **PWD Engineering Division, CDD Planning Division: Ongoing.** Included as part of the development review process.

2(c). *Make wetlands acquisition a priority in future expansions of Greenville's parks and recreation areas.*

- **R&PD:** Parks and Recreation Master Plan approved in 2008.

2(d). *Encourage cluster development in order to protect sensitive natural areas.*

- **CDD Planning Division: Ongoing recommendation.**

Objective 3

Reduce soil erosion, runoff, and sedimentation to reduce adverse effects on surface and subsurface water quality, natural river systems, and private property.

3(a). *Revise stormwater regulations so the stormwater runoff controls are required for projects draining to floodprone areas.*

- **PWD Engineering Division: Ongoing.** Included as part of the development review process.

3(b). *Greenville will support control of forestry runoff through implementation of "Forestry Best Management Practices" as provided by the North Carolina Division of Forest Resources.*

- **PWD Engineering Division:** Parcels of land within the City's ETJ that are logged are also required to meet the requirements of all applicable state and federal requirements.

3(c). *Greenville will support control of agricultural runoff through implementation of Natural Resources Conservation Service "Best Management Practices" program and the North Carolina Agricultural Cost Share Program.*

- **PWD Engineering Division:** Developments with the City's jurisdiction are required to meet the City's Stormwater Management Program, which include the utilization of the North Carolina Best Management Design Manual for addressing nutrient reduction and run-off control.

3(d). *Revise the erosion and sedimentation control ordinance to prohibit grading on non-buildable areas of development sites.*

- **PWD Engineering Division:** The Sedimentation and Erosion Control Ordinance requires a developer or property owner to obtain a land disturbing permit prior to performing any grading. For areas that have been determined to non-buildable, such as riparian buffers, wetlands, and floodways, the developer cannot disturb these areas unless there is a specific that must be approved. These uses can include the installation of a sanitary sewer main or a stream crossing for a new road. These uses must be approved by the appropriate State and Federal agencies.

3(e). *Greenville will pursue clean water grants.*

- **PWD Engineering Division: Ongoing.** The availability of grants and their uses have been limited in the recent years.

3(f). *Encourage citizen water quality monitoring.*

- **PWD Engineering Division: Ongoing.** Public education and public involvement are two components of the City's Stormwater Management Program.

Objective 4

Protect Greenville's surface and ground water resources.

4(a). *Greenville will coordinate the regulation of underground storage tanks with the North Carolina Division of Water Quality. Greenville will support 15A NCAC 2N, Sections .0100-.0800, which includes the criteria and standards applicable to underground storage tanks.*

- **PWD Engineering Division: Ongoing.** Matters regarding underground storage tanks (UST) are handled through the State.

4(b). *Greenville will conserve its surficial groundwater resources by supporting NC Division of Water Quality stormwater run-off regulations and by coordinating local development activities involving chemical storage or underground storage tank installation/abandonment with Greenville Emergency Management personnel and the Groundwater Section of the North Carolina Division of Water Quality. The City will plan for an adequate long-range water supply. Public and private water conservation efforts will be encouraged.*

- **PWD Engineering Division: Ongoing.** The City's Flood Damage Prevention Ordinance and Stormwater Management Program address both of these matters. The Greenville Utility Commission is also looking at measures to plan for an adequate long-range water supply.

4(c). *Greenville wishes to reduce the number of point source pollution discharges within the City. The City supports more effective monitoring of the operation of existing package treatment plants by the state. DENR should be encouraged to ensure proper operation. This policy shall not prohibit the discharge of waste into constructed wetlands. Package treatment plants serve smaller populations that are not connected to municipal water and sewer mains and are restricted to 100% domestic waste. If any sewage package plants are approved by the state, Greenville supports the requirement of a specific contingency plan specifying how ongoing private operation and maintenance of the plant will be provided, and detailing provisions for assumption of the plant into a public system should the private operation fail. Operational plans should also address elimination of package treatment plants when the system owner elects to connect to a central sewer system.*

- **GUC W/S Department: Ongoing.**

4(d). *Greenville should consider policies supporting the use of gray water for irrigation.*

- **GUC W/S Department, PWD Engineering Division: Ongoing.**

4(e). *Maintain an inventory of all large and small generators of hazardous waste.*

- **FD, PWD Sanitation Division: Ongoing.**

4(f). *Conduct an annual household hazardous waste collection day.*

- **PWD Sanitation Division:** City and County participate in a household hazardous waste collection event once a year when there is funding available.

4(g). *Develop a system for locating and mapping all commercial and residential underground storage tanks (USTs) within Greenville and the ETJ.*

- **FD, PWD Sanitation Division:** This is a matter that is handled by the State. The City does not have any direct jurisdiction of USTs.

4(h). *Promote regulation of hazardous materials in floodplain areas.*

- **PWD Engineering Division:** The City's Flood Damage Prevention Ordinance includes requirements to address the storage of hazardous materials in floodplain areas.

Objective 5

Protect Greenville's fragile areas from inappropriate, unplanned, or poorly planned development.

5(a). *Through implementation of the Greenville Zoning Ordinance, limit land uses in the vicinity of historic sites and natural heritage areas to compatible land uses.*

- **CDD Planning Division: Ongoing recommendation**

5(b). *Greenville will coordinate all housing code enforcement/redevelopment projects/public works projects with the NC Division of Archives and History to ensure the preservation and identification of significant historic structures and archeological sites.*

- **CDD Urban Development Division, CDD Planning Division, PWD Engineering Division: Ongoing.** As projects are developed, the identification of structures and sites of this nature are part of the project development and addressed accordingly.

5(c). *Preserve threatened and endangered species habitats through preservation of significant wetlands and other sensitive areas.*

- **PWD Engineering Division: Ongoing.** As projects are developed, areas of this nature are part of the project development and addressed accordingly.

Objective 6

Protect the City's air quality.

6(a). *Assess air quality impacts of new and proposed developments that generate increased automobile activity, such as parking decks, shopping centers, and new thoroughfares.*

- **PWD Engineering Division: Ongoing.** As projects are developed, areas of this nature are part of the project development and addressed accordingly.

6(b). *Implement programs to reduce automobile emissions through the encouragement of more efficient use of private vehicles, increased public transit and bicycle travel, and site planning to reduce automobile travel to housing, employment, and community centers.*

- **PWD Engineering Division: Ongoing.** As projects are developed, areas of this nature are part of the project development and addressed accordingly.

6(c). *Support an increase in vehicle registration fees to be dedicated to state air quality programs.*

- **PWD Engineering Division:** This is a city policy that must be considered, supported, and approved by the City Council.

6(d). *Support the inclusion of auto emissions testing into the motor vehicle licensing and inspections program.*

- **PWD Engineering Division:** This program has been adopted by the state and is in the process of being implemented.

7 Administration

Goal Statement

Accomplish effective implementation of the Comprehensive Plan.

Objective 1

Establish effective citizen/public participation in the Greenville planning process.

1(a). *Advertise all meetings of the Greenville Planning and Zoning Commission and Board of Adjustment through newspaper advertisements and public service announcements.*

- **CDD Planning Division: Ongoing.**

1(b). *Ensure that the membership of all planning related boards, commissions, and ad hoc/advisory committees is a broad cross section of Greenville's citizenry.*

- **City Clerk, Manager's Office: Ongoing.**

1(c). *Conduct annual training sessions for the Greenville Planning and Zoning Commission and Board of Adjustment.*

- **CDD Planning Division: Ongoing.**

1(d). *Establish and maintain Departmental web sites.*

- **All Departments: Ongoing.** An Intranet has been established for all City Departments. The City's Internet site continues to be updated on a recurring basis.

Objective 2

Improve rezoning actions/deliberations.

2(a). *In considering rezoning requests, the City should not depart from the Future Land Use Map without first amending the map and considering the impact of such amendments to the entire map and comprehensive plan.*

- **CDD Planning Division: Ongoing.**

2(b). *In deciding whether to approve an amendment to the official zoning map of the City of Greenville, the Planning and Zoning Commission and the City Council shall consider the following factors:*

- *Conformance of the proposed map amendment with the City of Greenville Land Use Plan Map and the text of the comprehensive plan;*

- *Compatibility of the proposed map amendment with surrounding zoning patterns;*
- *Compatibility of the proposed map amendment and the range of uses permitted in the requested zoning classification with existing and future adjacent and area land uses;*
- *Impact of the proposed map amendment on area streets and thoroughfares; and*
- *Other factors which advance the public health, safety, and welfare and the specific purposes stated in Section 9-4-2 of the Greenville City Code.*
  - **CDD Planning Division: Ongoing,** zoning ordinance requirement per section 9-4-333.1 (Ord. 97-82).

Objective 3

Improve Greenville's internal planning capability.

3(a). *At a minimum, update the Horizons Plan and implementation process every five years or at any time that annual population growth exceeds five percent (5%) in two consecutive calendar years.*

- **CDD Planning Division:** Scheduled five (5) year review/update process begun in with Fall 2008 - anticipated consideration by the P&Z in Fall 2009 and City Council in Spring 2010.

3(b). *Maintain and improve an effective method of tracking permit approvals, subdivision approvals, and zoning changes.*

- **CDD Planning Division, PWD Inspections Division:** Subdivision, rezoning, future land use plan map and special use permit approvals currently mapped into the city's GIS system, including case attributes.

3(d). *In concert with the Planning and Zoning Commission, the Planning Division staff shall prepare an annual report assessing the effectiveness of plan implementation. This report shall be presented to the Planning and Zoning Commission and City Council.*

- **CCD Planning Division:** Ongoing. Staff has compiled a record by year of future land use plan map and zoning map amendments to include a data field specifying staff's opinion of individual requests compliance with the comprehensive plan recommendation.

3(e). *Review and revise the fee structure for planning and building inspections fees/permits.*

- **CCD Planning Division, PWD Inspections Division:** Ongoing at the time of annual budget consideration.

8 Vision Areas

A – Northwest

A1. *Review the Airport Land Use Plan and implement appropriate land use recommendations.*

- **Pitt – Greenville Airport Authority, CDD Planning Division: Future consideration.**

A2. *Retain open space character along Northwest Loop, agricultural and recreational uses are appropriate. Develop additional vegetation and screening requirements for corridor.*

- **CDD Planning Division: Ongoing recommendation. Future consideration** concerning additional vegetation and screening requirements.

A3. *Prohibit additional commercial use of land within the "Greenville Industrial Area" on lots or tracts located outside of commercial zoning districts. Specifically, special use permits for mobile home sales shall not be permitted within the "Greenville Industrial Area" on lots or tracts which are zoned to an industrial classification.*

- **CDD Planning Division: Ongoing recommendation.**

A4. *Restrict additional mobile home park development to R6MH (mobile home) zones.*

- **CDD Planning Division: Ongoing recommendation.**

A5. *Prohibit additional commercial uses on tracts or lots located outside of commercial zoning districts everywhere in the planning region (example: no special use permits for fast food restaurants should be approved by the Board of Adjustment in OR zones).*

- **CDD Planning Division: Ongoing recommendation.**

A6. *Do not issue special use permits for office uses in the recognized industrial district as shown on the map entitled "Greenville Industrial Area" dated January 9, 1992, as amended.*

- **CDD Planning Division: Ongoing recommendation.**

A7. *Prohibit special uses which would further land use inconsistencies in areas where current zoning is not consistent with the Land Use Plan Map.*

- **CDD Planning Division: Ongoing recommendation.**

A8. *Consider adopting an airport overlay zone (i.e., areas within ½ mile of the 65 Ldn contour); require aviation easements as a condition of approval for all special use permits and subdivision plats; provide notice to all applicants for building permits that area may be subject to aircraft overflight; provide similar notice on all subdivision plats.*

- **Pitt – Greenville Airport Authority, CDD Planning Division: Future consideration.**

A9. *Develop a community center on the north side of the Tar River.*

- **R&PD:** Greenfield Terrace Park Community Center completed 2005 on parcels 29683 and 68068 (25 acres) and Boys and Girls Club completed in 2007 on parcel 71720 (10 acres).

A10. *Provide an area for basketball play and other recreational activities which will not have negative impacts on adjacent residents.*

- **R&PD:** Greenfield Terrace Park Community Center completed 2005 on parcels 29683 and 68068 (25 acres) and Boys and Girls Club completed in 2007 on parcel 71720 (10 acres).

A11. *Devise a landscape plan for the Memorial Drive corridor.*

- **PWD Engineering Division:** The Public Works Department continues to work with NCDOT in the development and maintenance of a landscape plan for the Memorial Drive Corridor. Presently most areas available for landscaping are already landscaped.

A12. *Encourage improvements in mobile home parks including drainage improvements, street lights, street paving, and removal of abandoned vehicles.*

- **PWD Engineering Division: Future project.**

A13. *Continue to monitor transit needs of area residents; extend transit service when necessary; give special attention to concentrations of people where transit needs may be greatest.*

- **PWD Transit Division:** Transit service expansion occurs in areas of greatest needs as budget permits.

A14. *Facilitate transit service (public and private) to Airport.*

- **PWD Transit Division:** The Airport is presently served by GREAT's bus route 4.

A15. *Develop a greenway trail along the north side of the Tar River. Designate Parker Creek and Johnson's Mill Run as greenway corridors.*

- **PWD Engineering Division, CDD Planning Division: Future project.** Parkers Creek is designated as a greenway corridor on the 2004 Greenway Master Plan. Johnson's Mill Run under consideration for future designation.

A16. *Discourage tree clearance in the floodplain adjacent to the Airport except as required by Federal regulations.*

- **Pitt – Greenville Airport Authority: Ongoing.**

A17. *Acquire additional land for West Meadowbrook Park as opportunities arise.*

- **R&PD:** Parks and Recreation Master Plan adopted in 2008.

A18. *Develop additional facilities at West Meadowbrook Park as permitted by budget.*

- **R&PD:** Parks and Recreation Master Plan adopted in 2008.

A19. *Obtain open space and conservation areas in support of the water supply watershed overlay zone goals and objectives.*

- **CDD Planning Division:** Ongoing enforcement of water supply watershed overlay zone requirements; ongoing recommendation of single-family cluster development option.

B – Northeast

B1. *Expand public transit between population centers and employment areas.*

- **PWD Transit Division:** Transit service expansion occurs in areas of greatest need as the budget permits.

B2. *Rebuild science and nature center to create additional recreation.*

- **R&PD: Completed.**

B3. *Link River Park North with other City park facilities via a greenway trail.*

- **PWD Engineering Division:** The Parker's Creek greenway has been included in the City's Capital Improvement Program. Parker's Creek Greenway improvements planned for in 2008.

B4. *Encourage new industry and support businesses in the recognized industrial area.*

- **Pitt County Development Commission: Ongoing.**

B5. *Develop a greenway along Parkers Creek.*

- **PWD Engineering Division:** The Parker's Creek Greenway has been included in the City's Capital Improvement Program. Parker's Creek Greenway improvements planned for in 2008.

B6. *Protect and preserve the swamp forest along the Tar River across from the Town Common.*

- **PWD Engineering Division, P&PD:** Parcel 28893 (297 acres) and parcel 19070 (114 acres) have been acquired by the City of Greenville which represents the majority of the north Tar River frontage between the Pitt Street bridge and the US 264A bridge.

B7. *Discourage mobile home development within and adjacent to industrial area sites.*

- **CDD Planning Division: Ongoing recommendation.**

B8. *Extend the ETJ along US 264 East to control development.*

- **CDD Planning Division:** ETJ extension report and request presented to the Pitt County Planning Board and Board of Commissioners per the Memorandum of Understanding, Bethel Sewer Project (Contract No. 916) 1997, and the Interlocal Agreement (Contract No. 978) in 2005 – denied by Pitt County. City of Greenville staff and Town of Winterville staff have met to discuss a mutual ETJ extension interest and future request to the County Commissioners.

B9. *Prohibit additional commercial use of land within the "Greenville Industrial Area" on lots or tracts located outside of commercial zoning districts. Specifically, special use permits for mobile home sales shall not be permitted within the "Greenville Industrial Area" on lots or tracts which are zoned to an industrial classification.*

- **CDD Planning Division: Ongoing recommendation.**

B10. *Implement Flood Land Reuse Plans.*

- **CDD Planning Division: Ongoing.**

C – East

C1. *Develop additional educational and public recreational facilities and opportunities.*

- **R&PD:** Parks and Recreation Master Plan adopted in 2008.

C2. *Annex urbanized areas when feasible.*

- **CDD Planning Division:** The River Hill Subdivision and Area was annexed pursuant to the standards and services statute (involuntary petition) in 2007 with an effective date of July 2008; the City and GUC maintain a priority list and map of adjacent urbanized areas for future consideration of annexation – each area dependent on budgetary considerations including availability of sanitary sewer services. The map illustrating areas for future consideration of annexation is adopted by City Council every 2 years per State standards.

C3. *Develop a greenway along Bells Branch, Meetinghouse Branch, and Hardee Creek.*

- **PWD Engineering Division:** Future projects in accordance with the 2004 Greenway Master Plan.

C4. *Maintain open space and residential character of York Road; cluster development preferred as option for residential development to preserve open space vistas along road.*

- **CDD Planning Division: Ongoing recommendation.**

C5. *Develop additional vegetation and screening requirements along Highway 43 corridor.*

- **CDD Planning Division: Future consideration.**

C6. *Plant canopy trees along NC 43 as part of planned road widening project; include canopy trees as part of any future NC 43 improvement projects.*

- **PWD Engineering Division:** NC Hwy-43 improvement project construction began in 2009.

C7. *Restrict development north and south of Fire Tower Road to residential uses, outside focus areas.*

- **CDD Planning Division: Ongoing recommendation.**

C8. *Prohibit additional commercial zoning on NC 43 corridor between Oakmont Plaza and Turnbury Drive.*

- **CDD Planning Division: Ongoing recommendation.**

C9. *Prohibit additional commercial uses on tracts or lots located outside of commercial zoning districts in the NC 43, Arlington Boulevard, Fire Tower Road corridors (example: no special use permits for fast food restaurants should be approved by the Board of Adjustment in OR zones).*

- **CDD Planning Division: Ongoing recommendation.**

C10. *Develop sidewalks along both sides of NC 43 between Red Banks Road and Bells Fork Road; develop sidewalks along both sides of Arlington Boulevard between Red Banks Road and Fire Tower Road; add sidewalks on Fire Tower Road.*

- **PWD Engineering Division: Future projects.** The City is developing sidewalk construction projects to add sidewalk along the east side of Arlington Boulevard between Red Banks Road and Fire Tower Road. The City is participating in NCDOT's Fire Tower Road Widening Project that includes the addition of sidewalks along both sides from Corey Road to Memorial Drive. See also current sidewalk improvement plan.

D – South

D1. *Expand the ETJ to encompass developing areas south of Fire Tower Road in accordance with joint Greenville-Winterville-County agreement. [Extended to include all areas]*

- **CDD Planning Division:** City Council goals 2008 – Staff has develop a parcel level map that illustrates the maximum extent of ETJ extension allowed by state statute for City Council evaluation – draft map completed June 2008; establishment of an ETJ Extension Committee; including 2 Greenville City Council Members, Greenville City Manager, GUC Manager, GUC Board Chair, 2 Winterville Town Council Members, and Winterville Town Manager, for the purpose of developing an ETJ extension priority list for both Greenville and Winterville; ETJ Extension Committee to present ETJ extension priorities and recommended action to the Greenville City Council and Winterville Town Council; ETJ Extension Committee to present ETJ extension requests to the Pitt County Board of Commissioners at a future date.

D2. *Discourage industrial expansion. Encourage relocation of existing industrial uses to industrial park area.*

- **Pitt County Development Commission: Ongoing.**

D3. *Establish a joint Winterville-Greenville-County land development plan/policy.*

- **CDD Planning Division:** Joint agreement between Greenville, Winterville and GUC concerning a utility service and annexation boundary was executed in December 2006 following 1 ½ years of by-monthly committee meetings. See: D1 above.

D4. *Encourage in-fill development, smart growth and redevelopment within existing commercial areas.*

- **CDD Planning Division, CDD Urban Development Division: Ongoing recommendation**

D5. *Plan for the development of a City park in the Arlington Boulevard extension area.*

- **R&PD:** Parks and Recreation Master Plan adopted in 2008.

D6. *Develop a greenway along Fork Swamp.*

- **PWD Engineering Division:** The Fork Swamp Greenway priority level designation was upgrade from "future" to level "C" (Res. 05-83) and is scheduled for improvement FY2008-09.

D7. *Encourage tree planting along Greenville Boulevard and in adjacent parking lots.*

- **CDD Planning Division, PWD Engineering Division: Ongoing.** Street tree planting and parking lot vegetation required at the time of site development per existing ordinance.

D8. *Restrict development north and south of Fire Tower Road to residential uses, outside focus areas.*

- **CDD Planning Division: Ongoing recommendation.**

D9. *Limit additional commercial zoning at Cannons Crossroads; allow additional office/institutional development at focus areas where appropriate.*

- **CDD Planning Division: Ongoing recommendation**

D10. *Maintain Evans Street as a residential corridor from Martinsborough Road south to Fire Tower Road.*

- **CDD Planning Division: Ongoing recommendation.**

D11. *Prohibit additional commercial zoning on NC 43 corridor between Oakmont Plaza and Turnbury Drive.*

- **CDD Planning Division: Ongoing recommendation.**

D12. *Prohibit additional commercial zoning on Arlington Boulevard corridor between Red Banks Road and Turnbury Drive.*

- **CDD Planning Division: Ongoing recommendation.**

D13. *Prohibit additional commercial uses on tracts or lots located outside of commercial zoning districts in the NC 43, Arlington Boulevard, Fire Tower Road corridors (example: no special use permits for fast food restaurants should be approved by the Board of Adjustment in OR zones).*

- **CDD Planning Division: Ongoing recommendation.**

D14. *Plant canopy trees along NC 43 as part of planned road widening project; include canopy trees as part of any future NC 43 improvement projects.*

- **PWD Engineering Division:** Landscaping in the median is proposed as part of NCDOT's NC43 Improvement Project, Part A. Canopy Trees along the outer edges of the right-of way will be a future project.

D15. *Develop pedestrian connections between sites within the Arlington Boulevard/ Highway 43/Fire Tower Road focus area; it should not be necessary to drive between uses within the focus area.*

- **PWD Engineering Division: Future projects.**

D16. *Develop pedestrian and bicycle connections between residential areas and between residential and nonresidential areas.*

- **PWD Engineering Division: Ongoing.** Included as part of the development review process. The MPO is also developing a bike and pedestrian master plan.

D17. *Extend GREAT service to the focus areas as development warrants.*

- **PWD Transit Division**: Transit service expansion occurs in areas of greatest needs as budget permits.

D18. *Plan for the development of one or more bus shelters at the major focus areas.*

- **PWD Transit Division:** New bus shelters are planned for areas with high rider-ship.

D19. *Consider developing a park and ride facility within the southern portion of the planning region.*

- **PWD Transit Division:** Park and ride facilities are considered during planning for expansion of the transit system. ECU currently provides a student park and ride lot on west Dickinson Avenue south of the Medical Area.

E – Southwest

E1. *Plan for the establishment of a public park.*

- **R&PD**: Parks and Recreation Master Plan adopted in 2008.

E2. *Coordinate joint Winterville-Greenville-County land development planning.*

- **CDD Planning Division:** Joint agreement between Greenville, Winterville and GUC concerning a utility service and annexation boundary was executed in December 2006 following 1 ½ years of by-monthly committee meetings. See D1 above.

E3. *Develop a greenway along Swift Creek and Gum Swamp.*

- **PWD Engineering Division:** Future project per the 2004 Greenway Master Plan.

E4. *Facilitate a connector/collector road between Memorial Drive and Evans Street in the area south of Westhaven Subdivision.*

- **PWD Engineering Division:** Thoroughfare Plan amended (2005) to include the proposed connector as a minor thoroughfare; R/W acquired and planned for construction in conjunction with approved subdivision development plans. In November of 2004, the citizens of Greenville approved a bond referendum that included funding for the Thomas Langston Road Extension Project, which will provide a connection between Memorial Drive and Evans Street. The design of this project is nearly complete. It will be constructed in two phases. The first phase constructing a segment beginning at a point located west of the CSXT railroad to Memorial Drive. The second phase will involve constructing the remaining portion to Evans Boulevard and the railroad crossing. The City is working with CSXT and NCDOT on the proposed railroad crossing.

E5. *Discourage industrial expansion. Encourage relocation of existing industrial uses to industrial park area.*

- **Pitt County Development Commission: Ongoing recommendation.**

F – West

F1. *Protect the rural character of US 13 (Dickinson Avenue Extension) east of Allen Road to Arlington Boulevard.*

- **CDD Planning Division: Ongoing recommendation.**

F2. *Protect the green, low density residential character of NC 43 west of B's Barbecue Road.*

- **CDD Planning Division: Ongoing recommendation.**

F3. *Improve vehicular and transit access to and through the Medical District; link downtown and the University Medical Center via improved transit and vehicular access.*

- **CDD Urban Development Division, PWD Engineering Division:** The Center City – West Greenville Revitalization Plan adopted March 2006; Tenth Street connector

corridor plan U-3315 is a funded project with construction anticipated to begin after 2011. The City of Greenville, the East Carolina University, and the Pitt County Memorial Hospital have committed funds to the design and right-of-way acquisition for the Tenth Street Connecter Project. This project will assist to address access to this area. It is scheduled to begin right-of way acquisition in 2011 with constructing to begin in 2013. NCDOT will be responsible for constructing the Tenth Street Connecter Project. The Arlington Boulevard Extension Project has been completed, which has improved vehicular and transit access to and through the Medical District.

F4. *Increase the number and intensity of medical related establishments.*

- **CDD Planning Division: Ongoing recommendation;** Medical District Land Use Plan Update adopted 2008 (Ord. 08-14).

F5. *Develop a greenway along Green Mill Run, Harris Mill Run, and Forbes Run.*

- **PWD Engineering Division:** Future projects per the 2004 Greenway Master Plan. Phase I and Phase II, Part A of the Green Mill Run Greenway have been completed.

F6. *Strengthen/support medical district plan.*

- **CDD Planning Division:** Ongoing recommendation; Medical District Land Use Plan Update adopted 2008 (Ord. 08-14).

F7. *Prohibit additional commercial uses on tracts or lots outside of commercial zoning districts (example: no special use permits for fast food restaurants should be issued by the Board of Adjustment in the OR zones).*

- **CDD Planning Division: Ongoing recommendation.**

F8. *Develop sidewalks along Arlington Boulevard, Memorial Drive, and Dickinson Avenue.*

- **PWD Engineering Division: Future projects.**

F9. *Plant canopy trees on Arlington from Hwy. 264 to N.C. Hwy 43.*

- **PWD Engineering Division: Ongoing.** The Public Works Department continues to obtain adjacent property owners' permission to plant trees along this corridor.

F10. *Review transit needs of area as development occurs along Arlington Boulevard; consider new service and revision to existing routes as necessary.*

- **PWD Transit Division:** Future route and service expansions are planned as budget permits in areas with the highest potential of transit rider-ship. All areas are considered.

F11. *Remove communication towers as [special] use option in the MRS (Residential) district.*

- **CDD Planning Division: Future consideration.**

F12. *Facilitate ECU use and development of the VOA site property.*

- **Nonspecific.**

F13. *Obtain open space and conservation areas in support of water supply watershed overlay zone goals and objectives.*

- **CDD Planning Division:** Ongoing enforcement of water supply watershed overlay zone requirements; ongoing recommendation of single-family cluster development option.

G – West Central

G1. *Preserve the architectural and historical character of the Skinnerville, Higgs, and Riverdale neighborhoods.*

- **CDD Planning Division, HPC:** The City of Greenville sought and received recognition from state and federal agencies for large portions of these neighborhoods to become a national register historic district.

G2. *Create additional after-school recreational opportunities at Thomas Foreman Park and South Greenville School.*

- **R&PD:** Parks and Recreation Master Plan adopted in 2008.

G3. *Develop a greenway along Green Mill Run.*

- **PWD Engineering Division:** Future project per the 2004 Greenway Master Plan. Phase I and Phase II, Part A of the Green Mill Run Greenway have been completed.

G4. *Link Farmville Boulevard with 10th Street.*

- **CDD Urban Development Division, PWD Engineering Division:** The Center City – West Greenville Revitalization Plan adopted March 2006; Tenth Street connector corridor plan U-3315 is a funded project with construction anticipated to begin after 2011. The Tenth Street Connecter Project is scheduled to begin right-of way acquisition in 2011 with constructing to begin in 2013.

G5. *Revitalize mixed uses along Dickinson Avenue and West Fifth Street; continue a facade improvement plan and tree planting plan.*

- **CDD Urban Development Division, PWD Engineering Division:** The Center City – West Greenville Revitalization Plan adopted March 2006; The City is working on a project along a segment of W. 5th Street to implement the City's Streetscape Master Plan for this area. As new developments along these corridors are proposed, it will be recommended that they incorporate and follow the guidelines as presented in the Streetscape Master Plan.

G6. *Encourage development of affordable single-family homes on vacant lots.*

- **CDD Housing Division, CDD Urban Development Division: Ongoing.** The Center City – West Greenville Revitalization Plan adopted March 2006; CDBG Program, Affordable Loan program.

G7. *Encourage the reuse and/or adaptive reuse of vacant warehouses in West Greenville.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. **Ongoing.**

G8. *Implement more police protection.*

- **PD:** Construction and staffing of the West Fifth Street police substation 2008. Creation of IMPACT program.

G9. *Encourage demolition of dilapidated houses.*

- **CDD Code Enforcement Division: Ongoing** inspection and code enforcement program.

H – Central

H1. *Expand office uses.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. The City of Greenville is collaborating with the Uptown Greenville merchant's association to recruit office users and office developers to the center city area.

H2. *Encourage consolidated parking and study feasibility of building a parking garage. Consider opportunities near the Town Commons.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. Parking options for the center city area continue to be explored.

H3. *Develop more recreational opportunities at the Town Common; consider a pedestrian bridge to River Park North.*

- **R&PD:** Parks and Recreation Master Plan adopted in 2008.

H4. *Develop additional residential opportunities downtown.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006; amended the CD district use table to include dormitory development June 2007 (Ord. 07-74).

H5. *Develop the downtown as the cultural, recreational, and entertainment center of the City.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. The Redevelopment Commission along with local arts partners are considering the purchase and revitalization of a downtown theatre. Design professionals are being hired to engage with the public in a design process that will lead to the creation of a public venue at the corner of 5th and Evans Streets along with improvements to the Town Common.

H6. *Preserve Cherry Hill Cemetery as an historical landmark.*

- **CDD Planning Division: Future consideration.**

H7. *Develop a streetscape project along Martin Luther King, Jr., Drive/5th Street.*

- **CDD Urban Development Division, PWD Engineering Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. The City has developed a Streetscape Master Plan for this area. Implementation of this plan will be included in future projects. The West 5th Street Gateway Project will be bid for contruction I nthe fall of 2009.

H8. *Plan for the development of an urban strollway connecting downtown to the Tar River.*

- **CDD Urban Development Division, PWD Engineering Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. Sidewalks are in place in the downtown area that connects to the Town Common. The Town Common has various paved walkways that lead to the beginning of the South Tar River Greenway.

H9. *Protect the scenic viewscape on north bank of the Tar River across from the Town Common.*

- **PWD Engineering Division, P&PD:** Parcel 28893 (297 acres) and parcel 19070 (114 acres) have been acquired by the City of Greenville which represents the majority of the north Tar River frontage between the Pitt Street bridge and the US 264A bridge.

H10. *Improve streetscape in downtown.*

- **CDD Urban Development Division, PWD Engineering Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. The City has developed a Streetscape Master Plan for this area. Implementation of this plan will be included in future projects. Construction of streetscape improvements along Reade and Cotanche Streets will be completed in the fall of 2009.

H11. *Provide additional parking in the downtown area and publicize the availability of parking.*

- **PWD Engineering Division:** The downtown area currently has adequate parking. Additional signage has been added at various areas identifying public parking lots. The City is also evaluating this matter as a component of its Way Finding Project.

H12. *Increase the security downtown.*

- **PD, City Attorney's Office: Ongoing.** The City Manager's Office and the Attorney's Office completed a report and legal analysis on Potential Actions to Address Downtown Crime Issues, which was presented to the City Council in August of 2009.

H13. *Strengthen the link between downtown and major activity nodes in the area.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. Installation of a comprehensive wayfinding

system will serve as a visual link between the center city and key destinations throughout the City of Greenville.

H14. *Restore the historic character of appropriate downtown buildings.*

- **CDD Urban Development Division, HPC:** Façade improvement grant program administration; 2008-09 budget allocation. The restoration of the Proctor Hotel, Blount Harvey building, Sycamore Hill church building and the Brody building serve as highly visible examples of local commitment to preserving the City's historic character.

H15. *Expand the Town Commons' role as an activity center within the Greenville area.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. The Community Development and Recreation and Parks Departments will lead a master planning process focused on the Town Common corridor. A final report is expected to be completed in mid-2009. Design professionals are being hired to engage with the public in a design process that will lead to the creation of a public venue at the corner of 5th and Evans Streets along with improvements to the Town Common.

H16. *Develop a landscape/urban design plan for the downtown area.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006; The City has also developed a Streetscape Master Plan for this area. Implementation of this plan will be included in future projects.

H17. *Develop downtown into a center for cultural activities and events.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. **Ongoing.**

H18. *Increase the attractiveness of public and private parking lots in downtown.*

- **PWD Transit Division:** Improving Hodges parking lot is included in the Cotanche/Reade Circle Streetscape project. Crepe Myrtle planting is complete. Merchant's lot landscaping is scheduled for this fiscal year. The others will be scheduled as funding permits.

H19. *Continue the facade grant program.*

- **CDD Planning Division, HPC: Ongoing program; 2008-09 budget allocation.**

H20. *Enhance street lighting. The design of new street lights and the location of new lights should be done according to downtown urban design plan.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006.

H21. *Consider creating a multi-module transportation center.*

- **PWD Engineering Division, City Manager's Office, CDD Urban Development Division:** This project is in process. The Feasibility Study and site selections been completed and land acquisition, and construction are the next phases of the project.

H22. *Continue strict enforcement of downtown parking regulations.*

- **PD: Ongoing.**

H23. *Consider assigning a "beat cop" to downtown.*

- **PD: Ongoing.**

H24. *Consider establishing a National Register Historic District in the downtown area.*

- **CDD Planning Division, HPC: Under consideration.** Public education and comment period planned. Part of the 2009 work plan of the Historic Preservation Commission.

H25. *Make downtown the focus of special events in the City; includes festivals, parades, and appropriate sporting events.*

- **CVB, Chamber of Commerce: Freeboot Friday during the fall, Christmas parade, etc.: Ongoing.**

H26. *Encourage development on edge of Town Commons.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. See H-15 above.

H27. *Encourage ECU to build residential or other buildings on land currently used for parking along Reade Street.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006. Ongoing. Design professionals are being hired to engage with the public in a design process that will lead to the creation of a public venue at the corner of 5th and Evans Streets along with improvements to the Town Common.

H28. *Look for opportunities to renovate a historic building in the downtown core or the downtown fringe for use as a theater.*

- **CDD Urban Development Division:** The Center City – West Greenville Revitalization Plan adopted March 2006; ongoing discussion of acquisition of the theater building (parcel 07085). The Redevelopment Commission of Greenville has purchased the historic State theatre on West 5th Street and are working with a local non profit organization to raise the funds required to renovate the building into a multipurpose theatre.

H29. *Prohibit "public and/or private clubs" within the downtown subdistricts overlay.*

- **CDD Planning Division: Ongoing recommendation.**

I – East Central

I 1. *Expand after-school recreational and educational opportunities at Elm Street and Jaycee Parks.*

- **R&PD:** Parks and Recreation Master Plan adopted in 2008.

I 2. *Preserve the historical, architectural, and single-family character of the College View and University neighborhood.*

- **CDD Planning Division:** Task Force on Preservation of Neighborhoods and Housing Report to City Council approved in December 2004, neighborhood rezoned from multi-family to single-family in 2005; completed the Tar River University Area neighborhood report and plan in 2009.

I 3. *Investigate alternative uses for the old City landfill.*

- **R&PD:** Parks and Recreation Master Plan adopted in 2008.

I 4. *Widen 14th Street from Charles Boulevard to Greenville Boulevard.*

- **PWD Engineering Division:** In accordance with Greenville Urban Area MPO Thoroughfare Plan, adopted in 2005, the proposed improvements identified for 14th Street consist of adding curb and gutter, bicycle lanes and sidewalks to this street segment. This is a future project.

I 5. *Develop and implement a tree planting plan – College View neighborhood, 10th Street, and Charles Boulevard.*

- **PWD Building and Grounds Division:** The City will be applying for a grant to develop a Street Tree Master Plan. This plan will be executed as funding is available.

I 6. *Extend Brownlea Drive to connect with 14th Street.*

- **PWD Engineering Division:** R/W obtained by dedication and agreement, construction delayed pending funding. The construction project to extend Brownlea Drive from Fourteenth Street to Tenth Street has not been funded. A portion of this roadway segment was completed as part of the Fornes Run Development Project.

I 7. *Investigate mechanisms for addressing parking problems in the Tar River neighborhood.*

- **PWD Engineering Division:** Revisions to address on-street parking concerns in this neighborhood have been implemented. Restricted Residential Parking Plan adopted 2008.

I 8. *Extend Green Mill Run greenway improvements to Tar River.*

- **PWD Engineering Division:** The South Tar River Greenway Project addresses this matter. Its terminus is located in the Green Springs Park, which is the beginning of the Green Mill Run Greenway.

I 9. *Preserve tree canopy appearance of Fifth Street.*

- **PWD Building and Grounds Division:** The City will be applying for a grant to develop a Street Tree Master Plan. This plan will be executed as funding is available.

PLANNING FOR GROWTH AND DEVELOPMENT

1 Population Growth

Greenville City Limits: Greenville has grown steadily in recent decades. Between 1990 and 2000, the city's population jumped from 44,972 to 60,476, an increase of 34.5 percent. By 2004, the U.S. Bureau of the Census estimated that Greenville's population had reached 68,687, an additional 8,211 persons.

In the five years since the plan was adopted, the city's population has continued to rise. According to the Census Bureau, the **July 1, 2008** population estimate for Greenville was 79,629, which reflects an increase of 3,349, or 4.4 percent, above the July 1, 2007 estimate of 76,280. Of the 10 largest cities in the state, only Cary at 6.8% had a higher percentage increase. Greenville's population increased by 10,942 persons between July 1, 2004 and July 1, 2008 – a 15.93 percent increase.

Table III: Greenville's Estimated Population Growth 2004 – 2008

Year	Population	Annual population increase	Annual % increase	5 year population increase	5 Year % Increase
2004	68,687	--	--	--	--
2005	69,312	625	0.91	--	--
2006	72,052	2,740	3.95	--	--
2007	76,280	4,228	5.87	--	--
2008	79,629	3,349	4.39	10,942	15.93

Note: the North Carolina Office of State Budget and Management (OSBM) certified that Greenville's estimated 2008 population was 81,092. The OSBM compiles population estimates for both municipalities and counties, which are used for planning purposes and to distribute state-shared revenues.

Pitt County: The OSBM's county estimates will be used in the remainder of this section to analyze per capita growth and development trends within the planning jurisdiction, for the following reasons: 1). the county estimates go back 15+ years, which allows comparisons between the last five years of activity – since the Comprehensive Plan was last updated – to previous periods of activity; 2. Greenville's planning jurisdiction extends beyond the city boundaries; and 3). the State's municipal estimates are not revised, so using the more accurate *revised* baseline numbers for the County will yield more accurate analysis.

The summary table to the right indicates that, between 2004 and 2008, Pitt County experienced even more robust growth than it did in the two previous five-year periods (1994 – 1998 and 1999 – 2003, respectively). The county's population increased by more than 13,000 persons, or by 9,24 percent, since 2004, and in the last three years in particular, Pitt County's estimated population increased by at least two percent annually.

Table IV: Pitt County Estimated Population 1994 - 2008

Year	Population	Annual % increase	5 Year % Increase
1994	117,702	--	--
1995	119,426	1.46	--
1996	121,514	1.75	--
1997	124,326	2.31	--
1998	126,643	1.86	7.60
1999	130,639	3.16	--
2000	134,107	2.65	--
2001	135,484	1.03	--
2002	137,998	1.86	--
2003	139,413	1.03	6.72
2004	**142,043**	**1.89**	**--**
2005	**144,265**	**1.56**	**--**
2006	**147,826**	**2.47**	**--**
2007	**151,970**	**2.80**	**--**
2008	**155,162**	**2.10**	**9.24**

East Carolina University and other major population drivers: The expansion of East Carolina University (ECU) has helped to drive Greenville's robust growth. In

2004, ECU's enrollment was 22,767. Since that time, enrollment has climbed to 27,703 students, which was a dramatic increase of 21.7 percent since the comprehensive plan was last updated. The university projects that, by 2017, enrollment will surpass 36,000 students.[4] Because of ECU's commitment to distance learning, not all enrollment increases are experienced as local population growth. Nevertheless, the expansion of ECU continues to spur increased demand for student apartments and conversions of single-family dwellings into rental properties. Meanwhile, enrollment at Pitt Community College also has risen, jumping by 10 percent alone between 2007 and 2008. School enrollment for 2008-09 was 10,257 curriculum students.[5]

The growth of University Health Systems' Pitt County Memorial Hospital campus into a regional medical hub also has contributed to Greenville's dynamic growth.[6] This year, the $160 million East Carolina Heart Institute was opened. It is a six-story cardiovascular bed tower supported by a 200,000+ square foot research, laboratory, and outpatient center.

Along with the increases in the student population, the *Horizons* plan anticipated that the percentage of persons over 65 years would increase. Together, these demographic segments were expected to fuel greater demand for multifamily units close to downtown and other service areas, as well as greater demand for public transportation. Moreover, the plan suggested that programs and facilities targeted to the senior population would become increasing more important during this decade. Increased diversity in housing options will be needed to accommodate population growth and anticipated demographics.

2 Development Trends: Building Permits, Site Plans, Plats, Other Permits

Overall Trends: Greenville has continued to attract a high rate of construction and land development activities in response to increased housing demands and retail consumer needs, as well as growth in the medical and academic sectors. These activities were particularly robust in the first four years after the Comprehensive Plan was updated, but have slowed down in the last 18 months due to the recession. The below table summarizes various types of planning and inspection requests received by the City of Greenville between 2004 and 2008.[7]

Table V - City of Greenville Development Requests: 2004 - 2008

Type of Planning Request/Inspection	2004	2005	2006	2007	2008	Total
Building Permits (Zoning Review)	2,034	2,127	1,865	1,852	1,174	**9,052**
Sign Permits (On/Off premise)	218	190	250	241	195	**1,094**
Site Plans	168	137	125	117	99	**646**
Privilege License	425	337	278	282	328	**1,650**
Special Use Permit Request (BOA)	42	47	34	24	30	**177**
Rezoning Request	44	46	41	55	18	**204**
Voluntary Annexation Petition	37	43	40	38	21	**179**
Preliminary Plats (New/Minor Alt)	46	25	32	34	25	**162**
Final Plats (New/Minor Alt)	113	134	135	132	87	**601**
Zoning/Subdivision./LUP Text Amendments	13	14	12	9	7	**55**
Home Occupations	73	57	61	63	69	**323**
Alcohol Permits	25	53	35	41	32	**186**

[4] *Preliminary Report to the Faculty Senate*. Strategic Enrollment Management Task Force, East Carolina University (fall 2008).
[5] 2008-09 PCC enrollment data: Pitt County Development Commission website, http://www.locateincarolina.com/education.aspx?qryID=9
[6] See: Medical District Land Use Plan Update (2007).
[7] The Inspections Division reviews requests for building permits and works with Planning Division to review site plans, plats, subdivision plans, and other planning elements such as home utilities and driveway construction or other features involving life safety and State building codes. The Planning Division reviews and makes recommendations to the Planning & Zoning Commission, City Council, and Board of Zoning Appeals regarding rezoning, subdivision, home occupation, and variance requests, requests to change the Future Land Use Plan Map, and annexation proposals. The division reviews sign permit requests. The State of NC reviews alcohol permit requests; however, the Planning Division determines whether current zoning will allow the permit at certain location.

Mid-to-large scale development projects: generally speaking, requests for **site plan, subdivision**, and **plat** reviews, **rezonings**, and **changes to the land use plan** precede efforts to develop mid-to-larger scale projects. Using those activities as a barometer, it appears that the city has accommodated a relatively high volume of new residential subdivisions, as well as commercial and institutional development projects. For example, there were 401 requests for final plats between 2005 and 2007 alone, or 133.7 per year. In the last 15 years, the average number of final plat requests per year is 109.4. Requests for final plats did drop down to 87 in 2008 – the lowest number since 2003, when there were 83 such requests. Also, there were 168 site plan requests in 2004 – the highest on record - but that number has been declining since then (a plat comes before a site plan). Even if we adjust for the fact that Greenville is a larger city than it was 10 – 15 years ago, the last five years have clearly been a period of intensive development (see: Table V).

Table VI: City of Greenville Development Building Permits, Site Plans, Rezoning, Plat Requests per 1,000 Residents

1994	14.86	1999	12.21	2004	17.25
1995	12.74	2000	12.05	2005	17.38
1996	9.55	2001	16.60	2006	15.24
1997	9.71	2002	15.78	2007	14.81
1998	10.87	2003	14.59	2008	9.23
AVE	**11.55**		**14.24**		**14.78**

General construction and property improvement activities: Not all planning and inspection requests necessarily correspond to major construction or development projects.

- Requests for **sign permits, privilege licenses, home occupations**, and **alcohol permits** are often generated by new or existing businesses that do not require new construction or land development. In the last five years, relatively high numbers of these activities reflect the strong business climate in Greenville, as well as the community's efforts to encourage compatibility between adjacent land uses.

- Likewise, **zoning enforcement** actions – inspections, notices, citations – also typically apply to land uses on previously developed parcels. The Community Development Department is responsible for tracking and enforcing permit-dependent zoning infractions. Not surprisingly, there was intensive permit-dependent zoning enforcement activity in the first few years after the Comprehensive Plan was updated. Those efforts succeeded in correcting many violations.[8]

- The volume of **building permits** reflects not just new construction projects, but also repairs, improvements, and additions to existing structures. Since 2004, the number of building permit requests has been high, but gradually declining. In pursuance of the *Horizons* plan and the Center City – West Greenville Revitalization Plan, the community has been successful in encouraging renovations of existing building stock; however, these efforts might have been made more difficult by the recent real estate slump.

[8] The Code Enforcement Division, which was created in 2004, has kept track of and enforced non-permit-dependent zoning violations; that division became part of the Police Department in December 2008.

How Greenville plans for and reviews the smaller-scale planning and inspection activities is just as important to the local economy, urban form, and land use patterns as is planning for major development projects. For that reason, the *Horizons* plan includes a variety of strategies and policies designed to enhance individual businesses and properties, improve and protect neighborhood character, and promote incremental economic development.

Long-range trends: Even with the recent slowdown in construction and development, the five-year period since the Comprehensive Plan was updated still produced increased numbers of most types of development and inspection requests compared to the two previous five-year periods:

Table VII - Development Requests: 1994 - 98, 1999 - 03, 2004 - 08

Type of Planning Request/Inspection	1994 - 1998	1999 - 2003	2004 - 2008
Building Permits (Zoning Review)	5,634	7,983	9,052
Sign Permits (On/Off premise)	1,381	1,129	1,094
Site Plans	572	644	646
Privilege License	1,405	1,422	1,650
Special Use Permit Request (BOA)	234	219	177
Rezoning Request	201	247	204
Voluntary Annexation Petition	187	167	179
Preliminary Plats (New/Minor Alt)	99	92	162
Final Plats (New/Minor Alt)	509	531	601
Zoning/Subdivision./LUP Text Amendments	116	39	55
Home Occupations	352	340	323
Alcohol Permits	194	146	186

By tracking and analyzing how the plan is responding to all different types and scales of planning and inspection requests, the community will be better equipped to implement its long-range comprehensive planning goals, policies, and strategies. Altogether these activities also indicate the demands placed on the Comprehensive Plan and the City staff, commissions, and City Council responsible for implementing that plan.

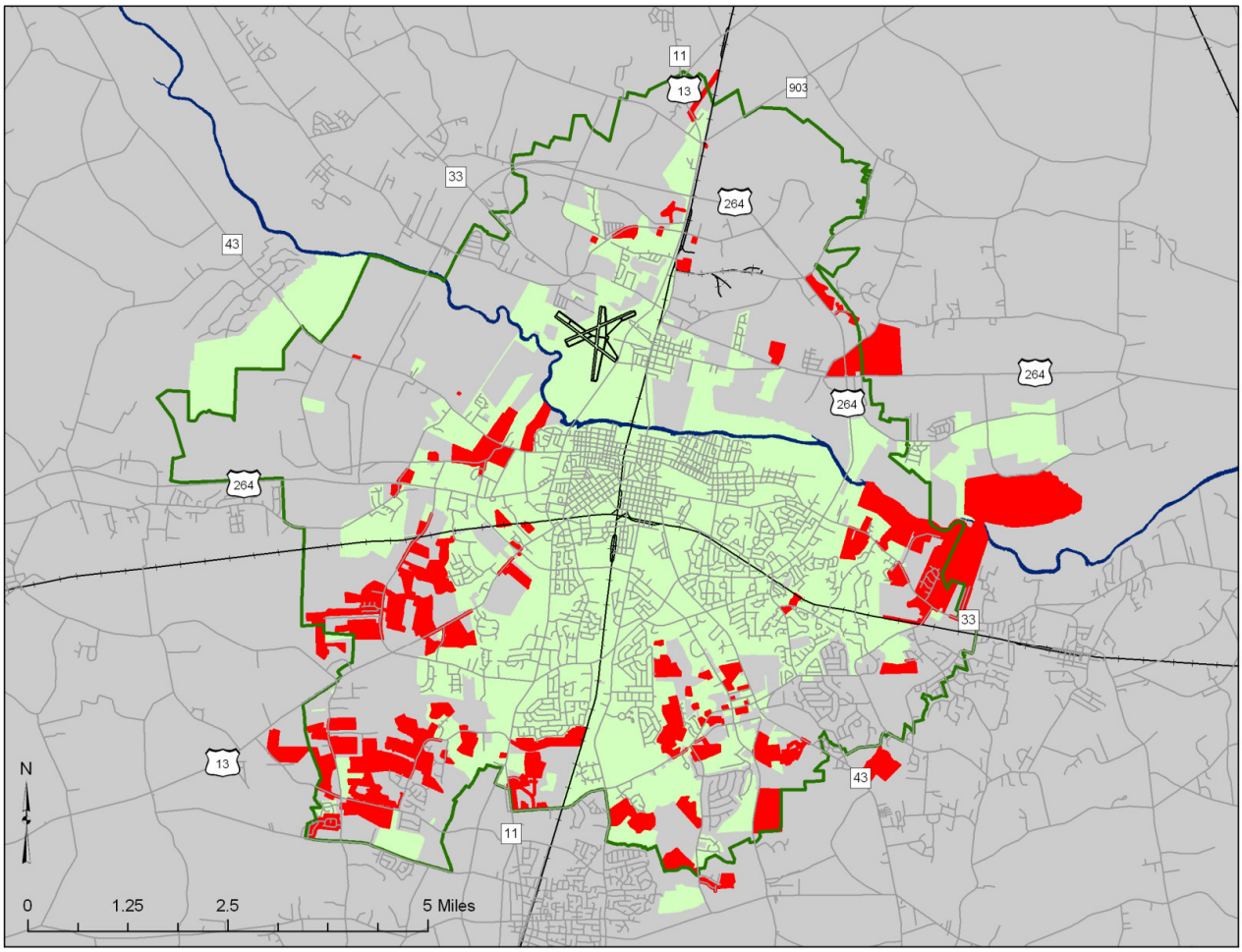
2009 Development Report: For a detailed analysis of more recent development activities, see the *2008 - 2009 City of Greenville Development Report*, which is in progress. The Planning Division now will be completing annual development reports, which will add to the community's planning data and analysis tools in the future.

3 Annexations

Annexation Activity Since 2004: The *Horizons* plan recognized that much of the city's growth over the past four decades was as a result of **annexation**. The plan noted that the Greenville city limits has more than quadrupled in area since 1960, and that between 1990 and 2002, the city's total area increased by 43.2% due to annexations.

Between June 30, 2004 and June 30, 2009, a total of 186 new areas were annexed by the City of Greenville, which added 3,824 acres to the city's land area. Many of the annexed areas included phased subareas of larger residential subdivisions and/or relatively smaller areas. The median size of the areas annexed since June 2004 is 10.8 acres. However, a 914.8 acre City-owned property was annexed in January 2007.

City of Greenville Annexations, Since 2004 (Highlighted in Red)



Annexations occur in one of two ways: by petition of existing property owners (voluntary annexations), or by municipal ordinance (City-initiated annexations). The 2004 *Horizons* update noted that more than 88 percent of all annexations between 1990 and 2000 were voluntary, in large part due to the City's and Greenville Utilities Commission's joint policy agreement whereby persons requesting sanitary sewer service must petition for annexation. In the last five years, there has been only one City-initiated annexation—River Hills (approximately 84 acres).

Because most voluntary annexation petitions result from new subdivision development, newly annexed lands are often unpopulated at first. As the subdivisions are built out over time, these annexation areas continue to add population to the city. Consider the Charleston Village subdivision: Section 1 (16 acres) was annexed in December 2004; Sections 2 and 3 (41 acres) were annexed in December 2005; and Sections 4, 5, and 6 (37 acres) were annexed in December 2006. As of now, more than 180 houses have been built in Charleston Village.

Other major new residential areas that have been annexed since the Comprehensive Plan was updated in 2004, or that were significantly increased in size as a result of more recent annexations, include: Augusta Trails, Bristolmoor, Brook Hollow, and Cobblestone.[9]

Table XIII - Annexed areas since June 2004 that now have 30+ occupied residential units
(Note: smaller annexations from larger subdivisions may be omitted)

Name of Area or Subdivision	Effective Date	Occupied Units	Acres
43 Land Holdings	12/31/2004	288	23.0
Augusta Trails, Sec 3	12/31/2004	128	9.4
Bristolmoor, Sec 1	6/30/2004	46	17.2
Brook Hollow, Sec 1	12/31/2004	118	26.4
Brook Hollow, Section Two	12/31/2007	74	21.0
Charleston Village, Sec 1	12/31/2004	41	16.6
Charleston Village, Sec 2 & 3	12/31/2005	109	41.0
Charleston Village, Sections 4, 5 & 6	12/31/2006	37	37.7
Cobblestone, Ph 1	6/30/2004	219	35.0
Copper Beech Townhomes	12/31/2007	409	46.1
Hampton Creek, Sec 1	12/31/2005	60	13.0
North Campus Crossing	6/30/2004	300	25.4
North Campus Crossing	6/30/2004	300	28.1
South Pointe, Sec 1	12/31/2004	47	11.8
South Pointe, Sec 2 & 3	12/31/2004	70	24.5
Taberna, Sec 1	6/30/2004	38	18.2
The Bellamy	6/30/2007	308	36.6
Tyson Farms, Ph 1	12/31/2004	85	42.4
Vancroft, Sec 2	12/31/2004	90	21.7
Wimbledon Park, Lot 5	6/30/2006	224	3.1

Since 2004, there have been two major apartment developments in annexed areas: Wimbledon and North Campus Crossing. Altogether, these two developments now include more than 800 rental units.

In spite of the recent slowdown in the pace of development citywide, hundreds of new residential units have been added to newly annexed areas in the last year. For example, since summer of 2008, approximately 40 houses have been in built in Charleston Village; during the same period, the number of rental units in Copper Beach Townhomes increased from 256 to 409.

Because some residents relocate from older areas of the city to newly annexed areas, some of the growth in annexed areas may be partially offset by declines in older areas of the city. Nevertheless, annexation will continue to help drive Greenville's population growth over the next five years, just as it did between 2004 and 2009 (and the five-year period prior to the last Comprehensive Plan update). How the community plans for annexation must take into consideration factors including public funds available for capital improvements, utility rate impact, the rate and location of new development, and public and emergency services.

[9] In July 2009, the City of Greenville submitted data to the North Carolina State Office of Budget and Management as part of the Annual Boundary and Annexation Survey, which OSBM uses to distribute municipal shared revenue.

Areas Under Consideration for Future Annexation: The *Horizons* plan stated that the City of Greenville should "annex urbanized areas when feasible." The City of Greenville and Greenville Utilities Commission's joint agreement requiring voluntary annexation prior to sanitary sewer extension has been successful; in some circumstances, however, the City and GUC may need to initiate annexation of existing areas. To keep their options open, the City and GUC maintain a priority list of areas eligible for City-initiated annexation. Every two years, the City adopts an updated resolution of consideration and map of "areas under consideration for future annexation."

Adopting a resolution and map is one option that municipalities can use to initiate the annexation procedure in a manner that is consistent with North Carolina law.[10] A resolution of consideration does not annex areas identified or put them on a schedule for annexation. Instead, it identifies areas that could be considered for future annexation. At its March 5th, 2009 meeting, the Greenville City Council voted to approve another Resolution of Consideration and map identifying the areas under consideration, which were all areas in the ETJ not already within the City's corporate limits.

The Limits of Annexation: In the next five years, Greenville's geographical extent will continue to expand primarily through annexations. As long as there is demand for new development in urban fringe areas served by urban-level infrastructure and amenities, then additional annexations will continue to occur. Greenville has the statutory authority to annex both contiguous properties and satellite properties by voluntary petition within three miles of the primary city limits, including properties that are within Pitt County's jurisdiction. Over time, as the city limits expand, the maximum (3 mile) extent of potential satellite city limits will automatically expand outward. Greenville may continue to annex properties, by voluntary petition, regardless of county jurisdiction. Municipal annexation authority by itself, however, does not necessarily ensure that planning and development in urban fringe areas will proceed in an orderly and efficient manner. Land development that takes place at the edge of an incorporated city can potentially fall within a planning gray area. For example, a new residential subdivision might be proposed for an urban-fringe area that is located within the County's planning jurisdiction. Generally, the county would be responsible for enforcing land use regulations and building codes regulating development in unincorporated areas located outside the City's ETJ. At the same time, development that occurs in an urban-fringe area is likely to benefit from its proximity to the city's more intensive infrastructure, community facilities, economic assets, and amenities. Moreover, the manner in which the subdivision is developed might impact the city's infrastructural capacity, urban form, physical character, and environment.

Due to proximity to such urban-fringe areas, the City is likely to eventually annex the "out-of-city" development; however, if the city cannot secure planning and regulatory jurisdiction until *after the site is developed* and urban densities are established, it will have no opportunity to influence how the development takes shape. For that reason, municipalities in North Carolina have been given additional statutory authority to ensure more orderly, efficient, and attractive development in urban-fringe areas: **extraterritorial jurisdiction (ETJ).**

4 Extraterritorial Jurisdiction (ETJ)/Growth Area Expansion

Background: The purpose and intent of an Extraterritorial Jurisdiction (ETJ) is to protect activities on the edge of a community from being encroached on by incompatible adjacent activities. The area within the corporate limits can be characterized as urban in nature and the fringe areas can be expected to develop in a similar pattern by virtue of their proximity. Within these adjacent areas, facility extensions including streets and utilities, recreation, greenways and open spaces and the general pattern or spatial

[10] Once adopted, a resolution of consideration remains effective for two (2) years. It must be renewed every two years to prevent expiration. A City must adopt a resolution of consideration at least one year prior to adopting a resolution of intent to annex a specific area. This requirement was first met in 2001 with the original resolution adopted May 10, 2001 for the areas shown on a map. To keep that original resolution valid – and to avoid having the "one year rule" be reactivated and thereby potentially delay a future annexation effort – the City Council must renew the resolution and map every two years.

relationship of development must be coordinated to ensure long-term livability. The areas contiguous to the corporate limits are an important part of the general community, and planned development is critical for both the city and the ETJ area itself.

The most frequent misconception concerning any ETJ extension is its relationship to Annexation and Taxes. The inclusion of an area within the ETJ does not indicate an increased degree or greater likelihood of annexation than may have existed prior to the ETJ extension action. A city's authority to annex lands by voluntary petition or standards and services (City-initiated petition) is not related to the location or extent of the city's ETJ area. The zoning for each ETJ area is established at the time of extension. In accordance with Article C. Zoning – Nonconforming Situations, all existing land uses that do not conform to the city's zoning regulations will be allowed to continue subject to specific expansion and discontinuance of use provisions. These regulations are generally referred to as the "grandfather clause." These provisions are designed to safeguard existing and recognized property rights where new or amended zoning regulations are applied to previously less restrictive situations.

Greenville City Code*: "Extraterritorial jurisdiction.* The area beyond the corporate limits within which the planning, zoning and building regulations of the city apply in accordance with state law. Such area is delineated on the official zoning map for the City of Greenville."

Article 19, Planning and Regulation of Development, Chapter 160A-360 of the North Carolina General Statutes: "(a) All of the powers [zoning, subdivision regulation, building inspection, etc.] granted by this Article may be exercised by a city within its corporate limits. In addition, any city may exercise these powers within a defined area extending not more than one mile beyond its limits [primary city limits]…" Cities with a population of 25,000 or more may extend an ETJ up to 3 miles with County approval.

The City of Greenville's ETJ: The City of Greenville's ETJ was last extended in October of 2001. Prior to Pitt County adopting its countywide zoning ordinance in fall 2003, the City of Greenville had the authority, per North Carolina General Statute 160A-360(a), to extend its ETJ up to 1-mile from its primary corporate limits. With County approval, Greenville also could extend its ETJ up to three miles beyond its city limits. In the decade prior to the last Comprehensive Plan update (2004), the City of Greenville frequently extended its ETJ up to one mile beyond its city limits and also received County approval to extend the City's ETJ up to three miles to support several large-scale developments. The City now needs County approval for *any* ETJ extension into unincorporated areas. G.S. 160A-360(e) requires that county agreement be secured for municipal ETJ extension into any area wherein the county is enforcing zoning, subdivision regulations, and the state building code.

All lands within the amended ETJ of the City are subject to all planning, development and related regulations of the City including but not limited to:

a) Zoning Regulations;
b) Subdivision Regulations;
c) Building Inspection;
d) Sedimentation and Erosion Control Regulations;
e) Driveway Standards (city);
f) Flood Hazard Regulations; and
g) Water Supply Watershed Protection Regulations.

Greenville's subdivision regulations contain a section entitled "Transition regulations for developing property brought into the extraterritorial jurisdiction." This provision recognizes specific vested rights to continue development under county standards. The transitional development regulations allow the continuation of pre-approved "county standard" subdivisions where evidence of substantial investment in reliance on county-approved plats is documented.

City Limits	Acreage	Sq. Miles	Percent
Primary City Limits (the limits contiguous to the body of the City)	20,274.70	31.68	90.83%
Non Contiguous City Limits (all annexed areas separate from the main body of the city)	2,047.71	3.20	9.17%
Entire City Limits (includes Primary and Non Contiguous City Limits)	22,322.41	34.88	100.00%
Extraterritorial Jurisdiction	**Acreage**	**Sq. Miles**	**Percent**
ETJ (not including City Limits Area that are within the extent of the ETJ)	20,144.83	31.48	50.95%
Entire ETJ (represents the entire extent including areas that are within the City Limits)	39,538.74	61.78	N/A
Total Jurisdiction	**Acreage**	**Sq. Miles**	**Percent**
ETJ (represents total extent of ETJ)	39,538.74	61.78	92.70%
City Limits outside of ETJ (represents portion of contiguous & non-contiguous City Limits that are outside the extent of the ETJ)	3,113.32	4.86	7.30%
Entire Jurisdiction (represents the entire ETJ and portions of the City Limits that are outside the extent of the ETJ)	42,652.06	66.64	100.00%

The persons residing and/or owning property within the ETJ area are represented, in land development related matters, by County Commissioner appointment of members to the City's Planning and Zoning Commission and the City's Board of Adjustment. These county appointments are full voting members.

Greenville has adopted comprehensive development standards and regulations and a Future Land Use Plan Map for the existing city limits and ETJ, and in an expanded future planning area extending up to 2+ miles beyond the ETJ. The expanded planning area (2+ miles beyond the 2004 ETJ) is the area that is reasonably expected to be developed in an urban manner due to proximity to the "city", and that may be annexed under state law at the time of sanitary sewer dependent development. These policies are designed to protect and facilitate desired community character and livability. Greenville Utilities Commission (GUC) is responsible for the provision of municipal utility services including sanitary sewer service within the City of Greenville and its ETJ.[11]

The Importance of Greenville's ETJ: Coordinated development in the areas adjacent to cities is vitally important to the health and livability of the urban centers. The *Horizons* plan anticipates growth in urban fringe areas of the city—including a mix of low, medium and high-density residential development, office and commercial focus area and corridor development, and conservation open spaces in environmentally sensitive areas—while aiming to prevent strip development and urban sprawl.[12]

The City of Greenville often is dealing with a different range of planning and development challenges than is Pitt County or other neighboring jurisdictions. Pitt County's zoning ordinance includes typical land use regulations; however, the development standards, permitted uses (by district) and other provisions are tailored to suburban and rural environments. The County's land use plans and land development

[11] All requests for GUC sanitary sewer service are subject to the submission of a voluntary annexation petition, and subsequent annexation to the city, at the option of Council, as a prerequisite to sanitary sewer service. Absent a specific agreement, no GUC sanitary sewer extension or service may be provided outside the city's ETJ without approval of the Greenville City Council.

[12] The City's Planning and Zoning Commission reviews and approves subdivision plans. These plans often include proposals to develop and/or extend street networks, provide recreational and open space amenities, and utility and drainage schematics. Coordination of the urban street system (collector and standard streets), recreation facilities, fire station locations, drainage systems and the like requires the considerations of, and final approval of, the City/GUC Departments and boards/commissions, that have been vested by City Council with responsible for the provision and maintenance of those basic urban services.

ordinances (zoning/subdivision) are not designed or intended for urban level situations or conditions. Pitt County has adopted a land use plan (2002) and zoning (2003) in all unincorporated areas of the County located outside municipal ETJ areas.[13] In addition, other municipalities that abut the City of Greenville have their own planning, zoning, and development policies and priorities.

Although neighboring jurisdictions might deal with a different range of planning and development issues than is Greenville, they often share many of the same planning goals, including goals pertaining to urban fringe areas. The ETJ helps Greenville and other jurisdictions to better coordinate their efforts in dealing with a diversity of planning challenges:

- Pitt County's Comprehensive Plan shares the same goals with the *Horizons* plan of encouraging future development in areas nearest existing municipal corporate limits and other currently developed areas to yield a more compact development pattern and to reduce suburban sprawl. The ETJ enables Greenville to apply its more urban-intensive planning, zoning, and development policies to urban fringe areas most likely to be impacted by sprawling, inefficient development patterns.
- The County's land use regulatory program aims to control overgrowth and development in rural areas that are not ready for urbanization. By definition, the areas within the ETJ are expected to be ready for urbanization based on the general availability of municipal services, and their proximity to the Greenville city limits. By facilitating well-planned development within the ETJ, the City of Greenville can help to alleviate development pressures in rural areas of Pitt County.
- The County does not have the legal means or the responsibility to coordinate urban-level development and/or satisfy the public service demands of residents, developers, property and business owners, and other stakeholders in urbanizing areas. Property owners and current/future residents in these fringe areas expect a coordinated and sustainable urban environment including a well-managed and constructed transportation system, sidewalks, recreation facilities, and the like, and they look to the local authorities to meet those expectations. The exercise of jurisdiction and land management responsibilities in these areas enables Greenville to better meet these obligations.[14]

[13] Per state law, no city may expand its ETJ to include any area that is subject to county zoning and county building inspection jurisdiction without specific approval of the County Commission.

[14] Pitt County does not provide public sanitary sewer services. In the areas surrounding Greenville, public water services are provided by GUC, Winterville and 2 rural water corporations (Bell Arthur and Eastern Pines) that exercise water provision rights within specific boundaries established by agreement, court settlement or federal charter. Political boundaries, such as city limits and city ETJ limits, may cross water service area boundaries. The extension of the city's ETJ or the annexation of properties to the city does not affect the water service rights of the rural water corporations. The City of Greenville provides, as required by law and customary operation, certain services that are not provided by Pitt County including: on-site residential garbage, recycling and trash collection, urban fire suppression and life rescue, urban police services, public sanitary sewer services, recreation and parks and the like.

Finally, where sanitary sewer service is requested or required (state plumbing code standards and/or septic system unsuitability) for a location outside the city's ETJ, the only options are to require upfront annexation of the entire predevelopment area prior to submission of the preliminary plat, or to allow sanitary sewer service outside the city without annexation. These options have several obvious shortcomings for both the developer and city.

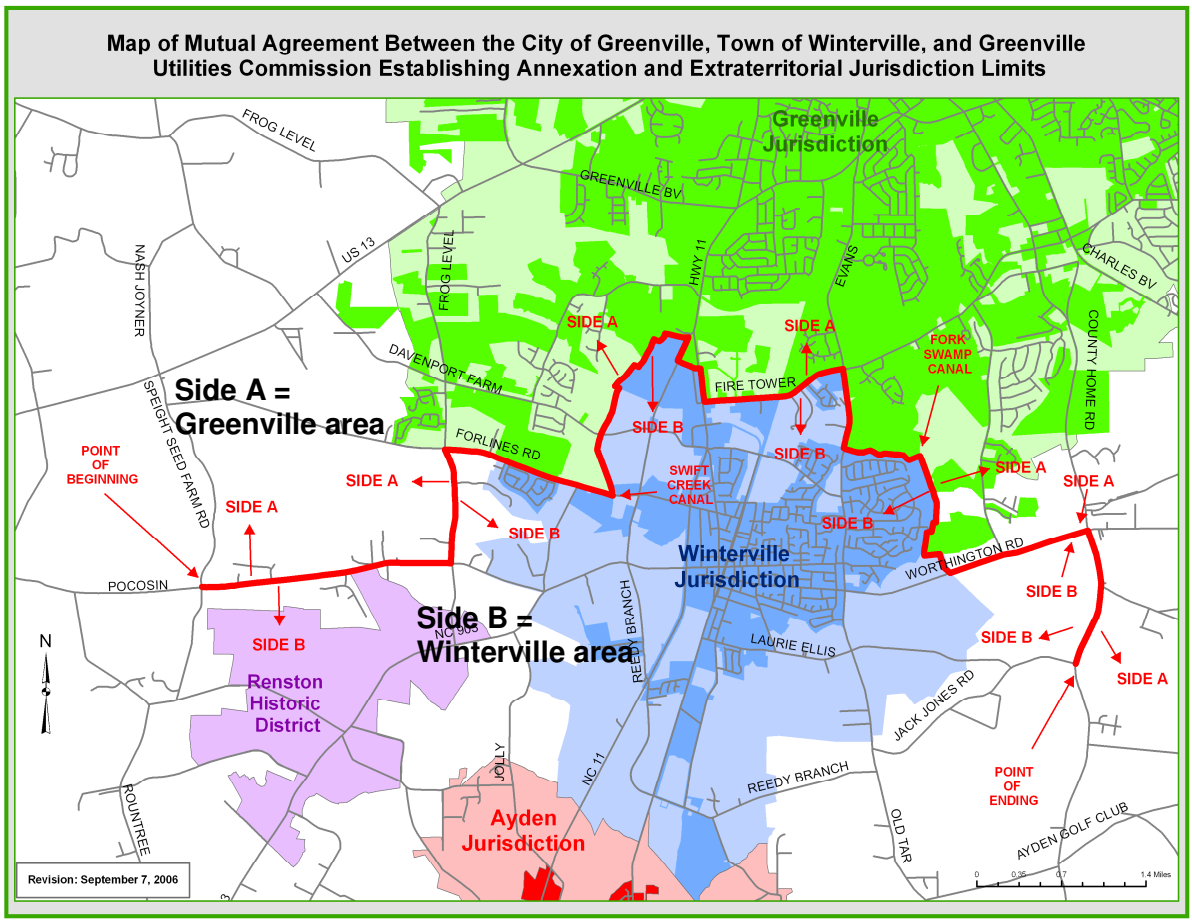
- First, most sewer-dependent subdivision development is not completed by the original landowner or by the subsequent developer in a single phase. Typically, a developer will prefer to acquire the property in tracts as phases are planned and platted, thereby delaying annexation to the time of development of each phase. This typical development method delays the tax liability for undeveloped phases of the development.
- Secondly, due to the fact that the city may, by statute, annex property out to three miles, the potential development sites often will be separated from the city by incompatible development (intervening uses allowed before or afterwards under county rules) or incompatible infrastructure (street systems and sidewalks or lack thereof, drainage systems, park and open spaces, etc.). The creation of separated islands of city limits surrounded by county jurisdiction is not in the best interest of the city.
- Waiver of annexation for outlying sewer dependent developments will contribute to the negative conditions associated with urban sprawl. Where annexation is waived for a satellite development, such areas may not qualify for future standards and services (City-initiated) annexation to the city. This pattern of separation also may create physical barriers for future outlying development. At minimum, an annexation agreement guaranteeing the City's right to annex the sanitary sewer dependent development should be required as a condition of sanitary sewer service.

Inter-jurisdictional Coordination: It is important for cities, counties, and school districts to work side-by-side and develop formal agreements to plan for development in areas of common-interest—such as those areas located within defined urban services areas. Greenville Utilities Commission (GUC) develops five-year plans for all utility services. These plans are updated annually and address three major areas: expanding the systems to serve new customers; providing service for customers in established areas; and maintaining and upgrading the current distribution systems. GUC's five-year plans are coordinated with the City's Comprehensive Plan. As the City grows, so does the demand for services provided by GUC. The *Horizons* plan recommends that new service extensions be designed to accommodate anticipated density and capacity demand.

The City of Greenville may adopt annexation, ETJ extension and utility service agreements with other municipalities. This is often necessary where jurisdictions (ETJs) abut and where proximity of respective existing city limits prohibit voluntary satellite annexation of sites that lay closer to the adjoining non-annexing city.

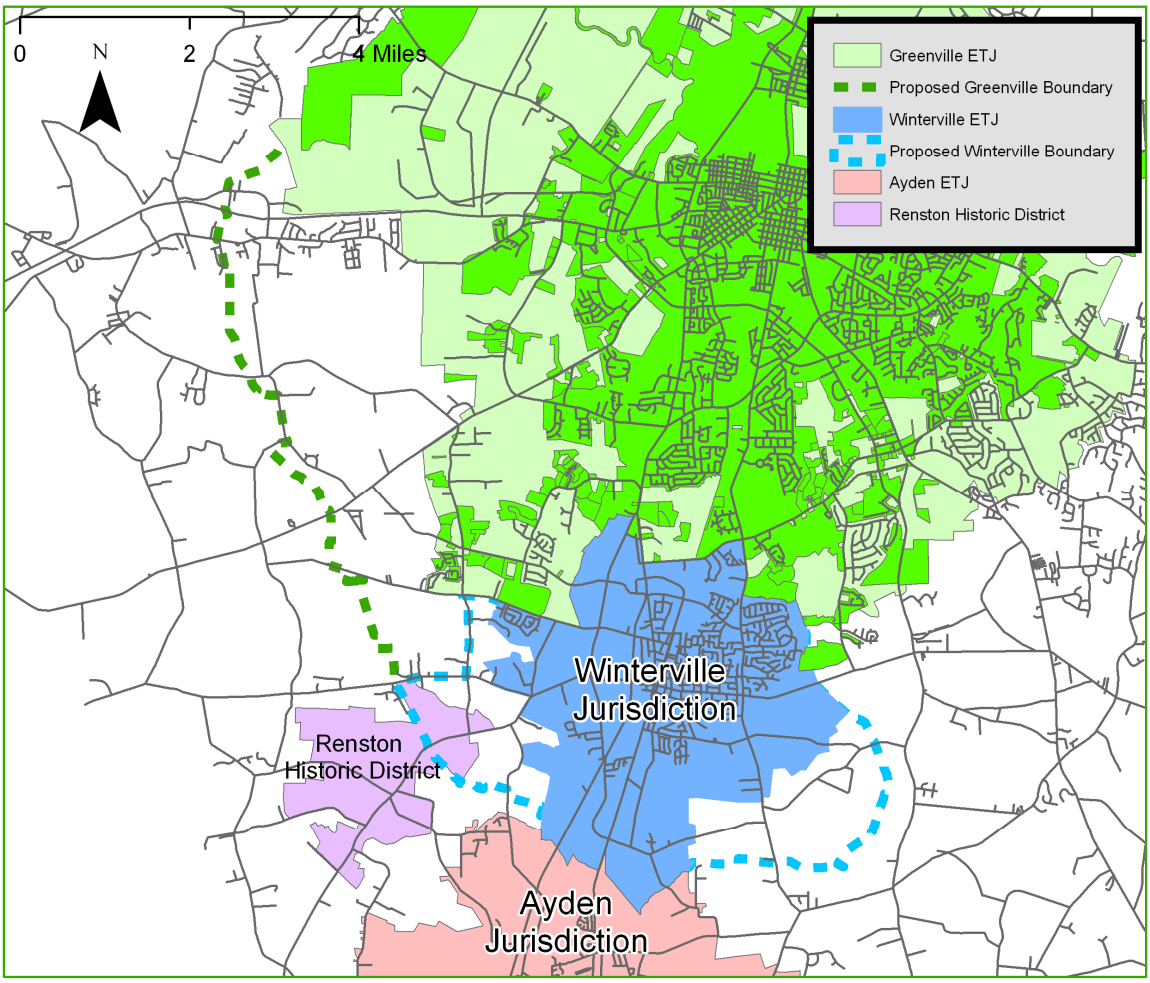
The City of Greenville and Town of Winterville have worked cooperatively on public utility extensions for more than three decades. The first utility service agreement between the two jurisdictions was adopted in 1971. The agreement set a water and sanitary sewer, and planning and zoning, boundary between the two jurisdictions. Subsequent agreements between Greenville and Winterville added an annexation boundary.

The City of Greenville and Town of Winterville also have adopted a growth boundary between the two jurisdictions. The most recent agreement between the City of Greenville and Town of Winterville was finalized in 2006. The agreement is illustrated in the form of a Map of Mutual Agreement between the City of Greenville, Town of Winterville, and Greenville Utilities Commission:



In 2005 - 2006, the City of Greenville and Town of Winterville also engaged in discussions with Pitt County to better coordinate among the respective planning jurisdictions regarding land use development proposals that are dependent on municipal services. The parties signed a memorandum of understanding that stipulated that Pitt County would agree to not approve or otherwise vest any public sanitary sewer subdivision plat, site plan, or lot development that lies outside the planning and zoning jurisdiction of the City of Greenville, Town of Winterville, or other municipality, without written approval of the public utility provider, which is intended to provide the service and the municipality under which the service is chartered and/or operated (Pitt County does not provide sanitary sewer services).

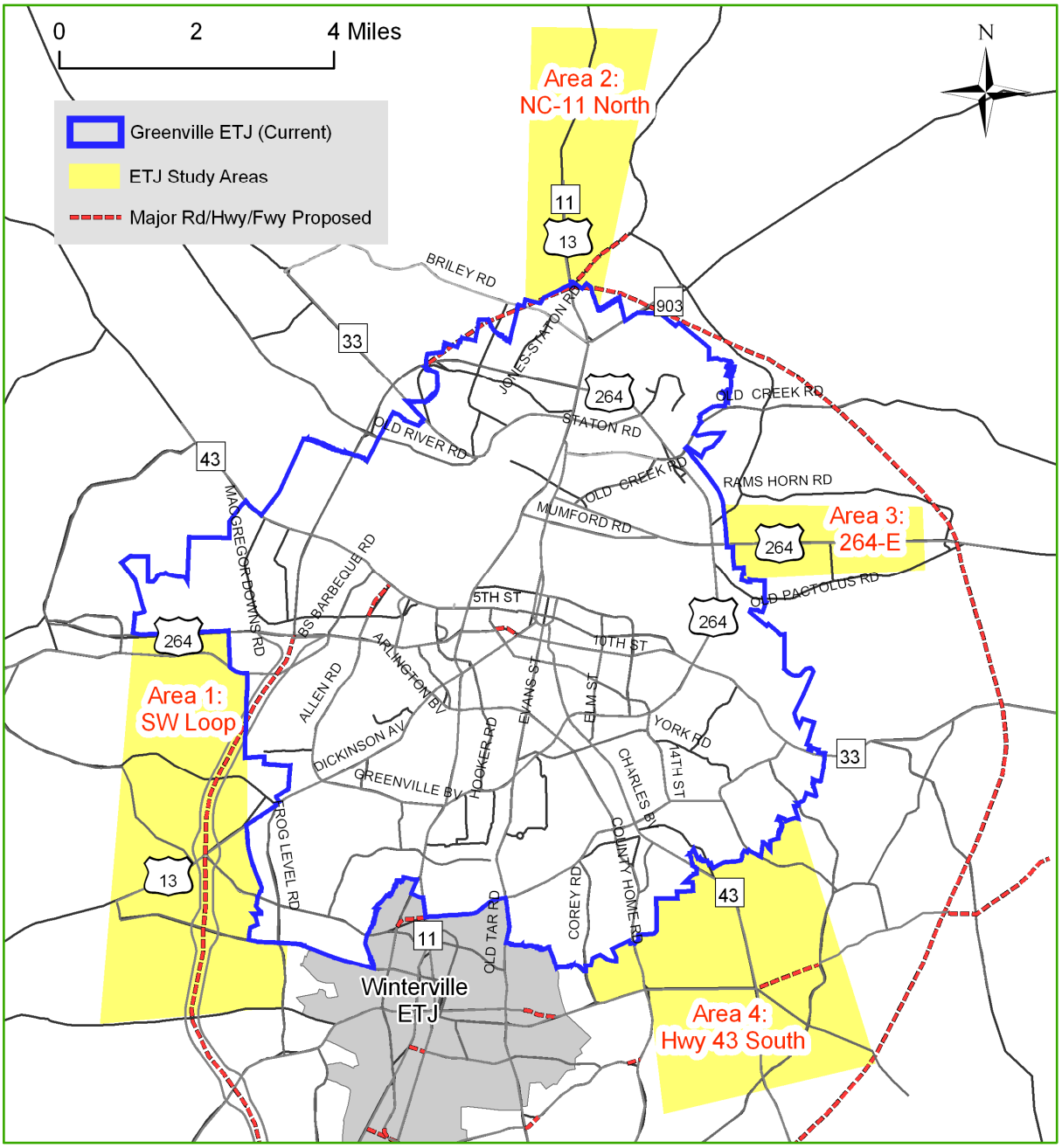
In 2005, the Greenville City Council passed a resolution approving urban growth areas for the City of Greenville and the Town of Winterville:



The two jurisdictions agreed that the proposed urban growth areas and boundaries between the two jurisdictions would be accepted as a basis for undertaking more detailed municipal service and utility extension feasibility studies under the direction of the joint committee. It also was resolved that the joint committee would be charged with developing future inter-local or annexation agreements between the City of Greenville, the Town of Winterville, and Greenville Utilities Commission for the provision of municipal and utility services within the urban growth areas. Greenville and Winterville proposed the growth areas in response to the Pitt County Board of Commissioners' Policy for the Expansion of Municipal Extraterritorial Jurisdictions. That policy suggested that municipalities would be expected to establish urban growth boundaries and be responsive to other considerations in order to satisfy the "burden of compliance" regarding ETJ extension requests to the County.

As part of the City Council's goal of **promoting effective partnerships**, the Council set the objective of addressing extraterritorial jurisdiction (ETJ) issues. City staff has been engaged in a new round of discussions with the Town of Winterville concerning future ETJ extension and annexation issues, which are ongoing.

Future ETJ Extension Study Areas: The map below identifies four anticipated future high-growth, urban-fringe areas of the city. The areas shaded in yellow are intended to represent non-specific areas within which new urban fringe development is likely to occur in the next 5 - 10 years. The study areas are not intended to represent specific boundaries of future ETJ extensions:



5 Planning in Context

The *Horizons* text recommended that the community review the Comprehensive Plan at least every five years. Given the high rate of growth and development since 2004, now is an especially important time for the community to assess how effective the plan and its support structure have been in responding to development demands.

- Did the high volume of planning activities between 2004 and 2007 point to any issues or plan amendments that should be addressed before embarking on the next five years of plan implementation?
- Did the more recent 2008 – 2009 slowdown in development point to other issues or plan amendments that should be considered going forward?
- Have the City's annexation and ETJ policies and inter-jurisdictional agreements been effective in promoting the community's long-range planning vision, especially as pertains to development patterns in urban-fringe areas of the city?

The next two sections of this report will look at how the Future Land Use Plan Map and Zoning ordinances have been amended to accommodate the growth of primary employment centers, as well as in response to developer, business owner, and citizen requests. Along with tracking the more routine permit requests, which do not require changes to the Comprehensive Plan, a review of land use plan and rezoning requests can help the community to accomplish the primary goals of the Comprehensive Plan review process:

- Refine the long-range planning vision;
- React to emerging trends;
- Update the plan data to reflect changes in physical development patterns; and
- Respond to new information.

FUTURE LAND USE PLAN

How has the Future Land Use Plan responded to development demands since the comprehensive plan was adopted?

1 A Map to the Future

Everything that happens in an urban environment has some connection to land use. Any time that a new subdivision is built, a road is extended, or a new school is completed, a city's urban form is altered in some way. Maps can help us to visualize and understand the relationships between one set of spatial values – for example, how land is being used - and other spatial and non-spatial values.

Many of the strategies, implementation items, and management actions in *Horizons* do not explicitly address the use and development of land, especially those items dealing with things like housing affordability, mobility, economic development, and cultural amenities. How the community addresses these elements nevertheless can profoundly impact land use, urban form, and community character. Likewise, the manner in which the community plans for, and responds to, future land use patterns will shape the direction of housing, transportation, and economic patterns in Greenville. For that reason, the first main section of the *Horizons* plan is devoted to Future Land Use, which sets the policy foundation for the community's land use planning activities.

An extension of the goals and objectives outlined in the comprehensive plan, the Future Land Use Plan Map (and supporting text) is one of the most valuable tools that the Greenville community has to protect its physical character and environment, and promote good urban form, while accommodating growth. It is important to remember that the Future Land Use Plan Map is a general guide, not a rigid blueprint. The Future Land Use Plan map provides a *general* illustration of the Urban Form Policies set out in *Horizons*. It does not prescribe that specific types of development occur at specific sites – indeed the land use patterns depicted on the map are not site (dimensionally) specific.[15] Instead, the Future Land Use Plan Map depicts a preferred or optimum pattern of land use for vacant or developed land.

The community can use the map to promote its long-range, big picture planning vision. Yet many of the existing uses previously identified in the *Horizons* plan as undesirable will continue to persist for years to come. Meanwhile, other areas of the city might evolve in unexpected ways, possibly requiring the community to revisit how these areas will be addressed via the Future Land Use Plan Map, zoning, and other planning mechanisms.[16]

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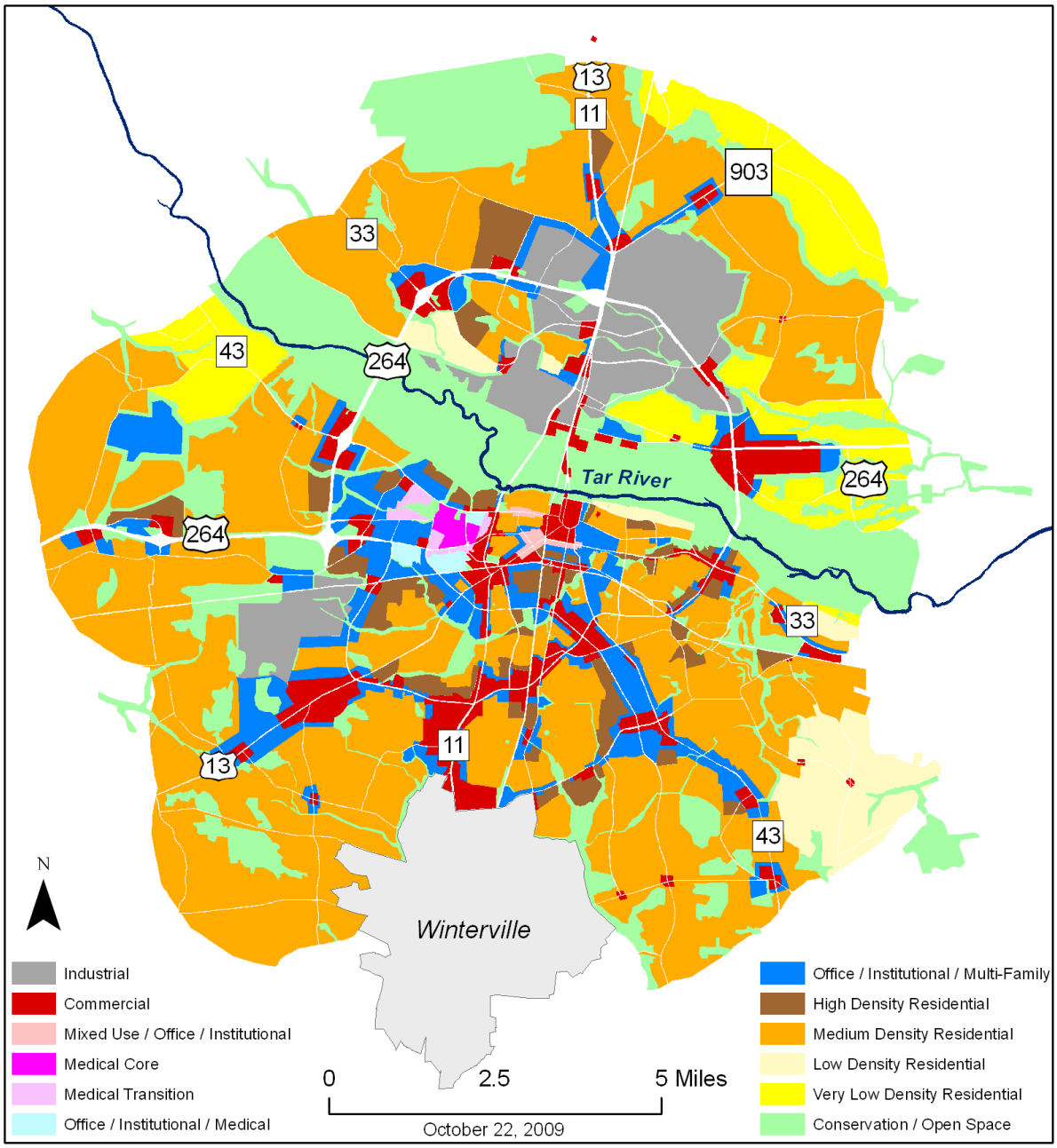
[15] Where land use patterns appear to follow base map property lines, such description should be considered as general and the City's Urban Form Policies outlined in the Horizons plan will control. Unlike the zoning map where district boundaries are described by specific course and distance the Future Land Use Plan Map boundaries are general.

[16] A future land use map cannot and should not attempt to micromanage urban evolution. Many land parcels will continue to remain vacant, while others will continue to be used for purposes that are inconsistent with the community's plan. As long as landowners are not proposing to develop or redevelop their properties, the existing land uses can and will continue as they are. Similarly, an owner/developer has a right to continue using or develop his property in a manner that is consistent with the current allowable zoning code, but which may be inconsistent with the community's future vision for an area.

Future Land Use Plan Map: October 2009



2 Amending the Land Use Plan

The *Horizons* plan recognized that, from time to time, it may be necessary to amend the plan to refine the community's vision, reflect changes in physical development patterns, respond to new information, or react to emerging trends. Indeed, this report is part of a five-year review process, as recommended in the *Horizons* plan, which is likely to generate important new amendments to the plan. To keep pace with growth and development demands, it might be necessary to amend the Future Land Use Plan Map more frequently than other components of the comprehensive plan. At the same time, the amendment process involves many of the same steps regardless of whether it is a request from a landowner/developer to change the Future Land Use Plan Map for a single site, or is a citywide policy amendment.

The Horizons plan is a collection of policy statements meant to guide decision makers in the physical development of the community. To deviate from a policy in the plan should require an argument as convincing as the one in the plan. Departing from the precepts of the plan should always be possible—although not necessarily easy.

The process for amending the *Horizons* plan requires that the Planning & Zoning Commission hold a public meeting before making a recommendation to City Council. City Council must hold a public hearing and approve an ordinance to amend the Plan. The City of Greenville's Community Development facilitates and analyzes the requests and makes recommendations to the Planning & Zoning Commission and the City Council.[17]

Adopting or changing the Future Land Use Plan Map does not directly alter the zoning for any property. However, future changes to the zoning map are intended to be consistent with the uses shown on a future land use map.

3 City-Initiated Land Use Plan Amendments (Since 2004)

Center City – West Greenville Revitalization Plan (2006): *No changes to the Land Use Plan were necessary.* The planning process for the Revitalization Plan began in 2004 and continued until 2006, which partly coincided with the *Horizons* plan update process. In many respects, the revitalization plan followed the lead of the comprehensive plan, which was appropriate. The revitalization of Greenville's historic urban core neighborhoods is a vital part of the community's long-range planning vision. A vibrant Center City and West Greenville are fundamental to achieving goals like encouraging mixed-use and higher density development, supporting multimodal transportation and walkable neighborhoods, enhancing quality of life, and preserving the environment. The revitalization plan was developed to carry out *Horizon*s plan elements, implementation strategies, management actions, and vision area policies that are focused on the Center City and West Greenville.

At the same time, West Greenville and Center City residents, business owners, community leaders, and other stakeholders provided essential input during the revitalization planning process, which helped inform the *Horizons* update, and in the process making for a more effective comprehensive plan (and Future Land Use Plan).

The City of Greenville encourages infill residential development and redevelopment of underutilized sites in and around the urban core.

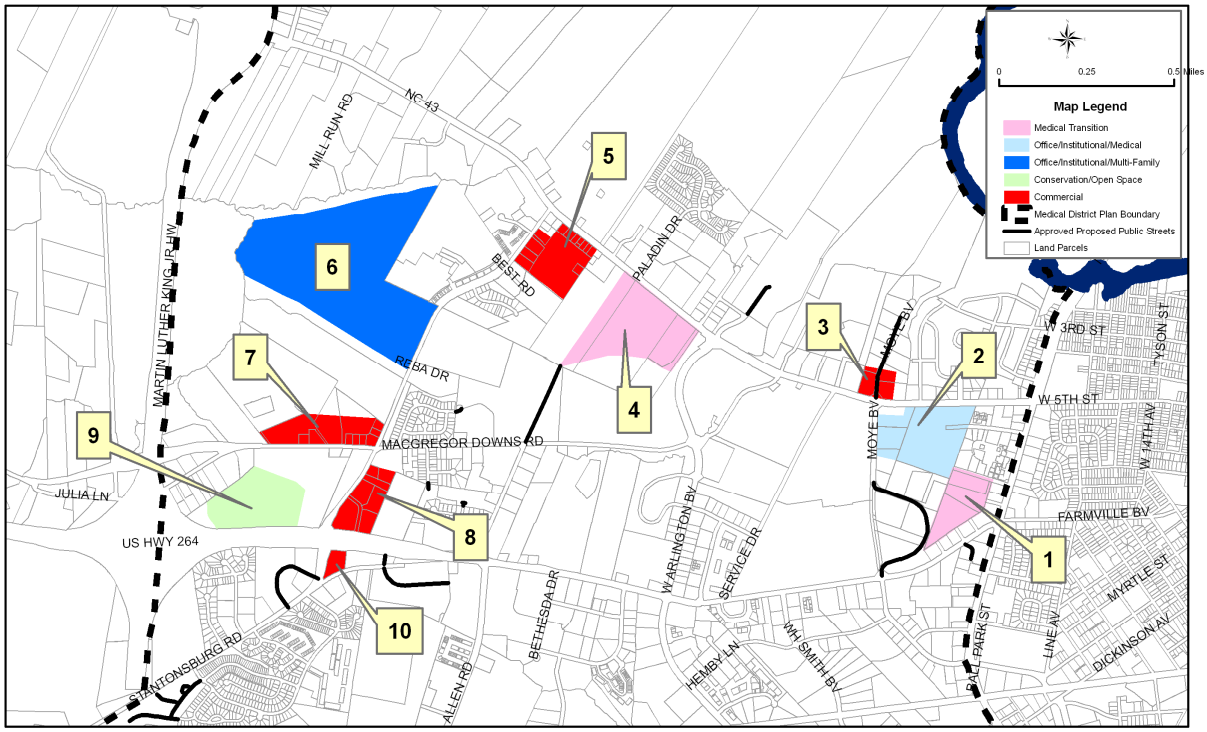
Because the *Horizons* plan update paid considerable attention to the Center City and West Greenville, it was not necessary, during the 2005-06 revitalization planning process, for the planning staff and

[17] It is also possible to amend the plan at other times by act of City Council. Plan amendments may be requested by the City Council, the Planning & Zoning Commission, City departments, or private citizens. The Horizons Plan may also be amended upon the adoption of more specific Master Plans, Area Plan, or Program Plans.

consultants to recommend additional changes to the Future Land Use Plan after 2004. The revitalization plan attempted to build on the land use, urban design, and community-based economic development recommendations addressed in the *Horizons* plan. However, after the City Council adopted the Center City – West Greenville Revitalization Plan, the City Council did rezone a 66.4 acre land tract in the West Greenville Redevelopment Area to help support the community's revitalization goals and to implement a recommendation of the Neighborhood Task Force. For a breakdown of City of Greenville-initiated rezonings since 2004, see: Zoning Trends Since 2004.

Medical District Land Use Plan Update (2007): *Targeted changes to the Future Land Use Plan and Focus Areas were necessary.* Similar to the revitalization plan, the Medical District Land Use Plan Update is one vital component of the community's citywide long-range planning vision and, therefore, the 2007 update for the district also attempted to build on the goals identified in the 2004 *Horizons* plan. In the case of the medical district, however, significant developments occurred after 2004, which necessitated appropriate changes to recommended land use patterns to support a sustainable and vibrant medical and residential environment: completion of the East Carolina Heart Institute in 2008 and the ECU Dental School in 2009, as well as future planned developments scheduled for completion in 2010 and beyond. The hospital district is Greenville's primary employment center and a location of rapid growth and development.

Planning staff analysis indicated that the Medical District had an imbalance of existing and future allowable uses that would result in a shortage of service delivery and retail options in the area. Furthermore, the lack of accessible services might encourage employees, residents, and visitors to make unnecessary and frequent out-of-district trips, contributing to traffic congestion and reduced productivity. Planning staff recommended that the Future Land Use Plan Map be amended to re-categorize 10 sites within the district:



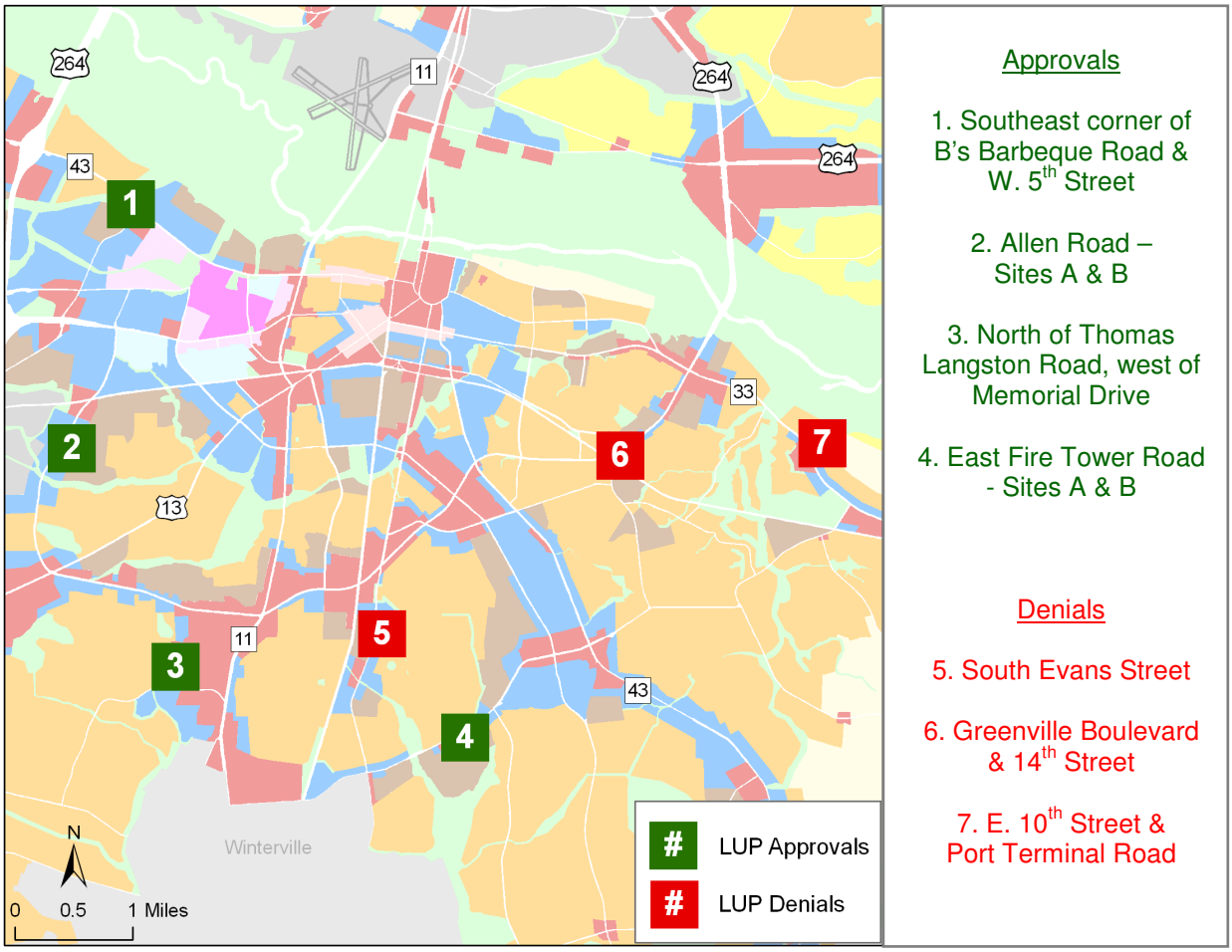
The plan also recommended the addition of two new Focus Areas on Highway-43. A draft of the plan was sent to PCMH and East Carolina University for review and input. The updated plan was adopted by the City Council in January of 2008. Approval of the plan effectively amended the Future Land Use Plan and Focus Areas Map to reflect the above described changes.

4 Private Requests to Amend the Land Use Plan: Overview

Since 2004, there have been a total of seven requests (two of those requests involved multiple categories) from landowners/developers to change the Future Land Use Plan Map. Four of these requests were approved and three were denied. As evident in the map below, the sites of these requests were relatively well distributed throughout the city. However, a couple of patterns did emerge:

- The sites were located in faster growing urban/suburban "edge" areas of the city, including Allen Road, Thomas Langston Road, East Fire Tower Road, and East 10th Street. Most of these sites were located outside the Greenville Boulevard/264 belt, or were just inside of it
- All of the sites were located south of the Tar River, where the great majority of new development has been occurring in the last 10+ years, in large part due to high concentrations of floodplain lands north of the Tar River.

Private Landowner/Developer Requests to Amend the Future Land Use Plan Map (Since 2004): Approvals and Denials



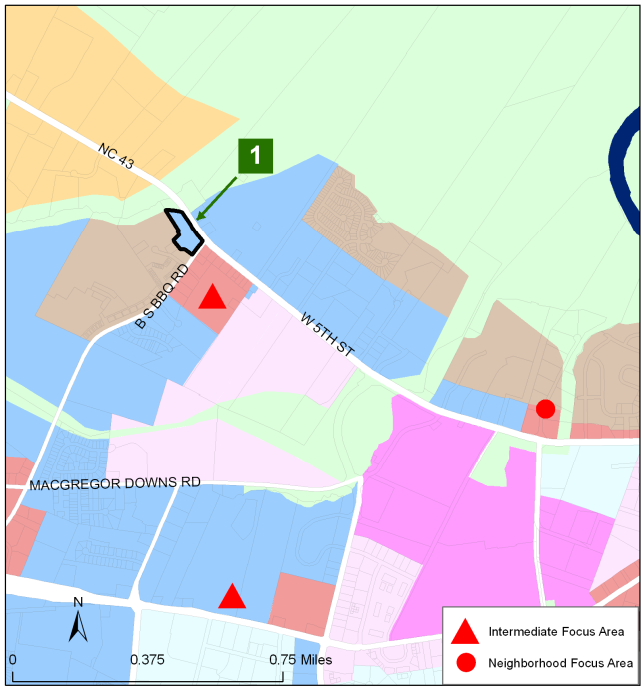
5 Approvals

Since 2004, the City Council has approved requests from private landowners/developers for six different sites to amend the Future Land Use Plan Map. However, two of the locations involved adjoining sites. In one case, the City Council amended a site's FLUPM category at the request of a petitioner; the following year, the City Council then approved a request from an adjoining property owner to make the same change to that site. In the other case, the City Council approved a request from a developer to simultaneously amend the future land use designation of two adjoining sections of one site, which the FLUPM had divided into office and high-density residential, respectively. This section of the report will review and analyze these two respective "twin" sites as two locations, rather than as four different sites. Altogether, then, it will look at four total locations where requests to amend the FLUPM were approved.

The following case summaries include general background data: site location, nature of the request (request to change from one land use category to another), the petitioner, site acreage, and date of the City Council meeting. It also provides staff analysis and recommendations pertaining to each case. For a detailed review of the City Council hearing testimony and deliberations, see: City Council Minutes (see: http://www.greenvillenc.gov/.)

❶ B's Barbeque Road & W. 5th Street

Request: HDR → OIMF
Petitioner: The Covengton Group, Ltd.
Acres: 4.8
City Council Meeting: September 11, 2008



The Planning and Zoning Commission voted to recommend approval of the request.

Staff analysis: The subject area is located in Vision Area F. The applicable Comprehensive Plan Management Action in this area is: "Strengthen/support the medical district plan." The Future Land Use Plan Map recommends high density residential (HDR) at the southwest corner of West Fifth Street and B's Barbeque Road. The current HDR category on the Land Use Plan Map is intended for residential uses.

There is a designated intermediate focus area at the southeast corner of the intersection of West Fifth Street and B's Barbeque Road. These areas generally contain less than 50,000 to 150,000± square feet of conditioned floor space.

The Medical District Land Use Plan Update 2007 (adopted February 21, 2008) was the latest in a series of changes that have taken place since the first Medical District Plan in 1974. Through these changes, the medical area has increased in size and established medical compatible land use patterns. The first major update was in 1986 and again in 1993.

The 1993 Plan re-emphasized that the "medical district" should contain medical core, consisting of the hospital – medical school campus and a medical clinic transition area, residential neighborhoods including multi- and single-family housing and a commercial component adequate to serve the resident

population, daily visitors and district employees. The 1993 Plan included specific zoning based objectives including:

- Provide an appropriate mix of residential densities and balance of land uses so that residents and employees might live and work in the area
- Provide for reasonable expansion of the primary medical core to the west
- Transition the intensity of the medical core to the outlying portions of the land use plan area.
- Create community focal points at the US 264 and NC 43 interchanges
- Encourage the development of commercial uses at the identified focal points and discourage "strip commercial development" along transportation corridors
- Effectively integrate existing land use and life styles in to the future land use pattern

The objective of the 2007 update was to insure continued adherence to the goals established by the previous "Medical District Plans" and Horizons: Greenville's Community Plan, while at the same time to recognize that evolving conditions necessitate appropriate changes in recommended land use patterns in support of a sustainable and vibrant medical and residential environment.

West Fifth Street (NC Highway 43) is designated as a gateway corridor from its intersection at Memorial Drive continuing west to just beyond Martin Luther King Jr. Highway transitioning to a residential corridor. Gateway corridors serve as primary entranceways into the City and help define community character. Gateway corridors may accommodate a variety of intensive, large scale uses, in appropriately located focus areas with lower intensity office and/or high density residential development in the adjacent transition areas.

Currently, West Fifth Street (NC Highway 43) has four travel lanes from Memorial Drive to Paladin Drive (segment 1). From Paladin Drive to the VOA Site Road, West Fifth Street is proposed for four travel lanes (currently 2-travel lanes) that is included on the State Transportation Improvement Program (STIP) and work is scheduled to begin by Fall 2008 with completion anticipated within 30 months. There are no proposed changes for B's Barbecue Road.

Therefore, in consideration of the goals and objectives of the previous "Medical District Plans" and Horizons: Greenville's Community Plan, staff is of the opinion the request is in general compliance with the Comprehensive Plan.

Staff opinion and recommendation: In staff's opinion, the Future Land Use Plan Map amendment **does not** represent a significant deviation from the current Medical District Plan Update 2007 and is in general compliance with the *Horizons* plan.

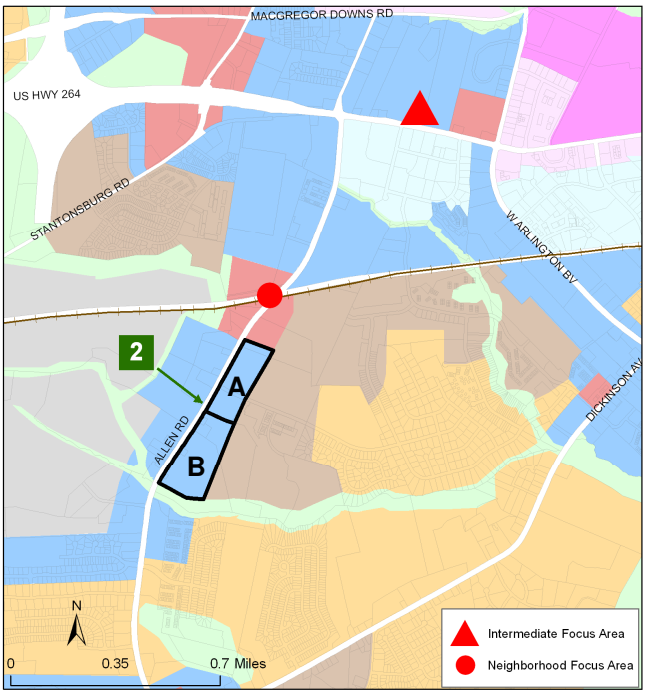
❷ Allen Road - Sites A & B

Site A
Request: HDR → OIMF
Site A Petitioner: Medford Pointe
Acres: 15
City Council Meeting: March 13, 2006

The Planning and Zoning Commission voted to recommend approval of the request.

Staff analysis: The subject area is located in Vision Area F. The intersection of Allen Road and the Norfolk Southern Railroad is designated as a neighborhood focus area. Allen Road is considered a major thoroughfare on the Thoroughfare Plan. The subject property is bound on the west by Allen Road, and the Norfolk Southern Railroad is 1,250± feet to the north. Allen Road is considered a "residential" corridor from the intersection of Allen Road and the Norfolk Southern Railroad continuing south to the intersection of Allen Road, Greenville Boulevard and Dickinson Avenue. Along residential corridors, office, service

and retail activities should be specifically restricted to the associated focus area, and linear expansion outside the focus area node should be prohibited.



The Comprehensive Plan states: Office/Institutional/Multi-family land uses should be developed along transportation thoroughfares to provide transition between commercial nodes and to preserve vehicle carrying capacity. Office/Institutional/Multi-family development should be used as a buffer between light industrial and commercial development and adjacent lower density residential land uses.

The current Future Land Use Plan Map recommends High Density Residential along the eastern right-of-way of Allen Road transitioning to medium density residential in the interior areas. The Future Land Use Plan Map further recommends Conservation/Open Space along Green Mill Run to serve as buffer between the high density residential development and the medium density residential development to the south of the subject area.

Staff opinion and recommendation: In staff's opinion, the proposed Office/Institutional/Multi-family land use category would maintain the recommended buffer between the recognized focus area, located at the intersection of Allen Road and the Norfolk Southern Railroad, and the medium density residential in the interior areas.

Site B
Request: HDR → OIMF
Petitioner: Kevin Haltigan
Acres: 24
City Council Meeting: November 8, 2007

The Planning and Zoning Commission voted to recommend approval of the request.

Staff analysis: The subject area is located in Vision Area "F." Allen Road is designated at a residential corridor from its intersection with the Norfolk Southern Railroad to its intersection with Dickinson Avenue. Along residential corridors, office, service and retail activities should be specifically restricted to the associated focus area and linear expansion outside the focus area node should be prohibited. There is a designated neighborhood focus area located to the north of the subject property at the intersection of Allen Road and Landfill Road. The proposed amendment would allow for the same density of multi-family and allow for additional office and/or institutional uses.

The Comprehensive Plan states: "Office/Institutional/Multi-family land uses should be developed along transportation thoroughfares to provide transition between commercial nodes and to preserve vehicle carrying capacity. Office/Institutional/Multi-family development should be used as a buffer between light industrial and commercial development and adjacent lower density residential land uses."

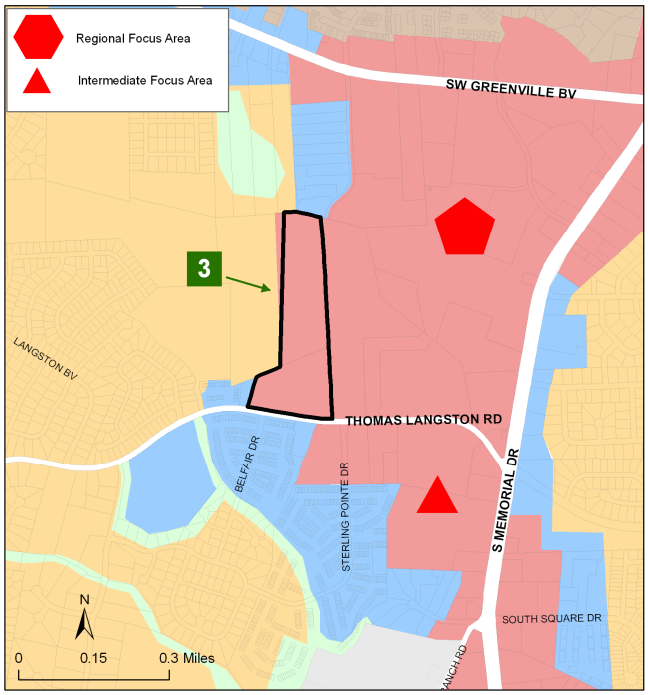
The current Future Land Use Plan Map recommends High Density Residential along the eastern right-of-way of Allen Road transitioning to medium density residential in the interior areas. The Future Land Use Plan Map further recommends Conservation/Open Space along Green Mill Run to serve as buffer

between the high density residential development and the medium density residential development to the south of the subject area.

Staff opinion and recommendation: In staff's opinion, the request supports the goals, objectives and intent of the *Horizons* plan.

❸ Thomas Langston Road

Request: OIMF → COMMERCIAL
Petitioner: Ward, LLC
Acres: 27
City Council Meeting: May 10, 2007



The Planning and Zoning Commission voted to recommend approval of the request.

Staff analysis: The subject area is located in Vision Area E.

There is a designated regional focus area fronting Memorial Drive. Thomas Langston Road is designated as a residential corridor. Along residential corridors, office, service and retail activities should be specifically restricted to the associated focus area and linear expansion outside the focus area node should be prohibited. Tobacco Road is designated a minor thoroughfare and is proposed to be extended from its current terminus to intersect with Thomas Langston Road. Tobacco Road will be constructed at the time of development of the adjoining properties.

The Comprehensive Plan states: "Office/Institutional/Multi-family land uses should be developed along transportation thoroughfares to provide transition between commercial nodes and to preserve vehicle carrying capacity. Office/Institutional/Multi-family development should be used as a buffer between light industrial and commercial development and adjacent lower density residential land uses." The Comprehensive Plan states that "location and size of commercial nodes included in the plan are not intended to be static. As the area surrounding commercial nodes develop, larger node definitions ...may be warranted. In addition, as the commercial nodes of outlying areas of the City's planning jurisdiction develop, they should be buffered from surrounding areas by office, institutional and multi-family and residential and open spaces. Again, the exact size of the required buffer has not been predetermined. The required buffer width should be determined when the ultimate extent of the commercial node is known."

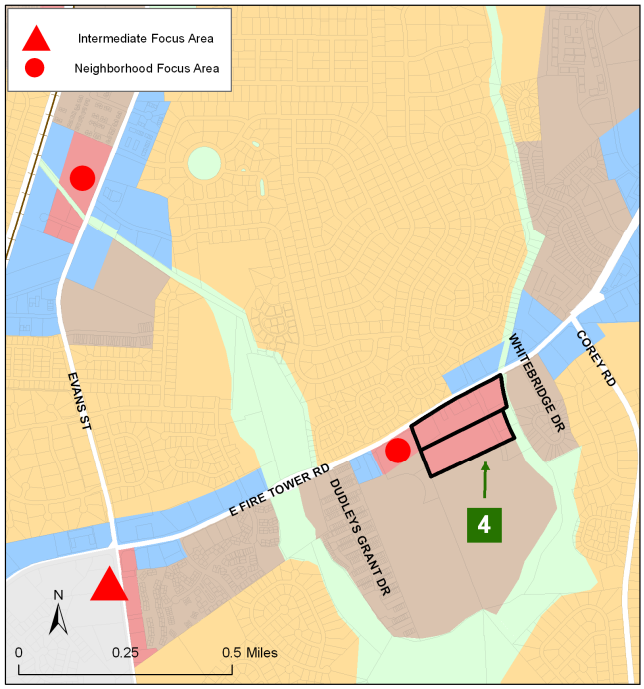
The current Future Land Use Plan Map recommends office/institutional/multi-family along the northern right-of-way of Thomas Langston Road to serve as a buffer between the commercial to the east and the medium density residential to the west.

In 1990, a Subcommittee appointed by the Planning and Zoning Commission recommended that the current OR zoned property be developed as such and further stated "that this pattern will prohibit further strip commercial development along SR 1134 (Thomas Langston Road) ... while providing adequate transition area into the interior low-medium density residential neighborhoods".

Staff opinion and recommendation: In staff's opinion, the intended buffer, as illustrated on the Future Land Use Plan Map, between the commercial and the medium density residential is satisfied because the adjacent property to the west is zoned R6 (Residential [High Density Multi-family]) and R6A (Residential [Medium Density Multi-family]); however, the expansion of commercial land use (zoning) along the Thomas Langston Road is in conflict with current and past recommendations and zoning actions and **is not** recommended as proposed. The proposed amendment would allow for expanded commercial uses such as, retail, restaurants, and gasoline sales along Thomas Langston Road.

❹ East Fire Tower Road

Site A (OIMF to C) and Site B (HDR to C)
Request: OIMF, HDR → COMMERCIAL
Petitioner: Lewis Land Development, LLC
Acres: 20
City Council Meeting: June 14. 2007



The Planning and Zoning Commission voted to recommend approval of the request.

Staff analysis: The subject area is located in Vision Area D.

The applicable Comprehensive Plan Management Actions in this area are:

> "D8. Restrict development north and south of Fire Tower Road to residential uses, outside of focus areas."

There is a designated neighborhood focus area located to the west of the subject property. Fire Tower Road, between Old Tar Road (Evans Street) and Corey Road, is designated as a residential corridor. Along residential corridors, office, service and retail activities should be specifically restricted to the associated focus area and linear expansion outside the focus area node should be prohibited.

The existing 10.462 acres of commercial zoning (Fire Tower Crossing Shopping Center) to the immediate west serves as the recommended neighborhood focus area. The neighborhood focus area should be restricted to this central location and further linear expansion along Fire Tower Road would be discouraged.

Staff would also discourage commercial expansion into the residential area. The existing neighborhood focus area (Fire Tower Crossing Shopping Center) location (spacing) is in general compliance with Horizons: Greenville's Community Plan guidelines, however the commercial (retail acreage) component is in excess of plan recommendations. With respect to the recommended focus area size, the Comprehensive Plan states that, "location and size of commercial nodes included in the plan are not intended to be static. As the area surrounding commercial nodes develop, larger node definitions ...may be warranted. In addition, as the commercial nodes of outlying areas of the City's planning jurisdiction develop, they should be buffered from surrounding areas by office, institutional and multi-family and residential and open spaces. Again, the exact size of the required buffer has not been predetermined. The required buffer width should be determined when the ultimate extent of the commercial node is known". The proposed amendment would allow for expanded commercial uses such as, general retail, restaurants, convenience and gasoline sales along Fire Tower Road an additional ¼ mile outside the current focus area boundary.

The Comprehensive Plan states: "Office/Institutional/Multi-family land uses should be developed along transportation thoroughfares to provide transition between commercial nodes and to preserve vehicle carrying capacity. Office/Institutional/Multi-family development should be used as a buffer between light industrial and commercial development and adjacent lower density residential land uses."

The current Future Land Use Plan Map recommends office/institutional/multi-family along the southern right-of-way of East Fire Tower Road between the designated neighborhood commercial focus area at Fire Tower Crossing Shopping Center and Fork Swamp Canal to the east and transitioning to high density residential in the southern interior areas adjacent thereto.

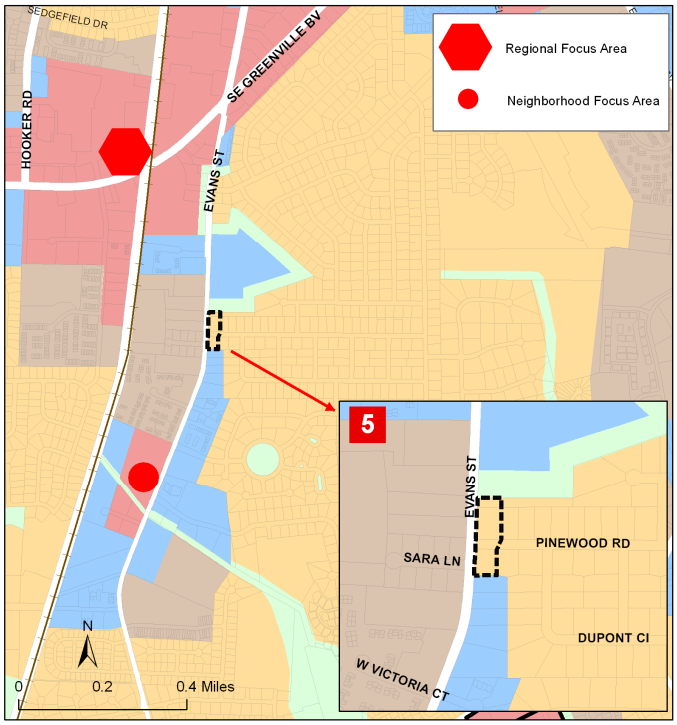
Staff opinion and recommendation: In staff's opinion the request represents a significant deviation from the current plan and does not support the goals, objectives and intent of the *Horizons* plan.

6 Denials

Since 2004, the City Council has denied three requests to amend the Future Land Use Plan Map. Given the city's steady growth, it is not surprising that development pressures would lead to some conflicts between the land use plan and landowner/developer interests. One of the benefits in having a Future Land Use Plan Map that is derived from a comprehensive community planning vision is that it establishes a predictable, fair, and impartial basis for land use decision making, which can help avoid or mitigate conflicts. The City of Greenville's Community Development Department provides administrative and technical support to landowners and developers – including answering questions about planning, zoning, and development regulations. When a landowner or developer inquires about the FLUPM being amended to allow for an alternative use on his or her site, the planning staff ascertains whether that alternative use is likely to be considered in compliance, or in general compliance, with the land use plan, or not in compliance with the land use plan. Often, after consulting with staff, a landowner or developer will decide not to pursue the request for the time being, in which case staff will still "log" the encounter as an "inquiry" (see: the next item).

❺ South Evans Street

Request: MDR → OIMF
Petitioner: Carolina Development and Construction, LLC
Acres: 1.7
City Council Meeting: June 14. 2007



The Planning and Zoning Commission voted to recommend denial of the request.

Staff analysis: The subject area is located in Vision Area D.

The applicable Comprehensive Plan Management Actions in this area are:

> "D10: Maintain Evans Street as a residential corridor from Martinsborough Road south to Fire Tower Road." [the intent of this guideline is to encourage residential development in the Evans Street corridor in all areas located outside

the designated focus nodes and associated transition areas]

Evans Street is designated as a connector corridor from Greenville Boulevard south, transitioning to a residential corridor at the entrance of Caversham Road, the entrance to Bedford Place Subdivision. Connector corridors are anticipated to contain a variety of higher intensive activities and uses than residential corridors.

There is a designated regional focus area at the intersection of Greenville Boulevard and Evans Street. Within a regional focus area, commercial activity is encouraged. The anticipated build-out of such focus areas are 400,000 plus square feet of conditioned floor space. There is a designated neighborhood focus area located west of Evans Street and south of Willoughby Park Condominiums. The anticipated build-out of such focus areas are 20,000 – 40,000 square feet of conditioned floor space.

The Comprehensive Plan states: "Office/Institutional/Multi-family [OIMF] land uses should be developed along transportation thoroughfares to provide transition between commercial nodes and to preserve vehicle carrying capacity. Office/Institutional/Multi-family development should be used as a buffer between light industrial and commercial development and adjacent lower density residential land uses." Specifically, the Future Land Use Plan Map (2004) recommends Medium Density Residential (MDR) along the eastern right-of-way of Evans Street, at the intersection of Pinewood Road, including the residential lots fronting the intersection, and for the interior residential neighborhood adjacent thereto.

Staff opinion and recommendation: Of primary concern is the protection of the Pinewood Forest Subdivision entrance. The intersection of Evans Street and Pinewood Road serves as a primary entrance into this established single-family neighborhood.

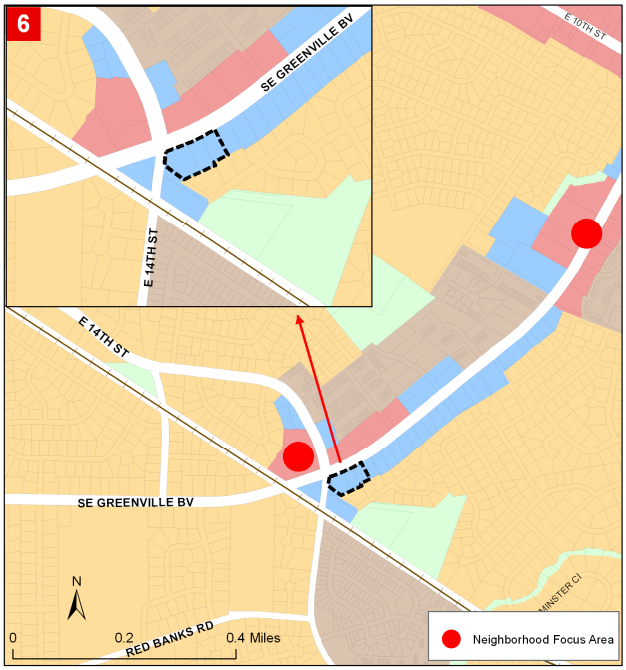
The Comprehensive Plan does not specifically recommend a neighborhood focus area at this location. Several area neighborhoods have an OIMF land use designation at the intersection of entrance roads and thoroughfare streets, including Westhaven, Belvedere, Club Pines, and Lynndale. Use of OIMF in those cases was the preferred option in lieu of commercial development.

The proposed OIMF designation provides an option for a compatible mix of business and office uses and typically serves as a transition between commercial activities, major roadways and residential neighborhoods. The closest commercial zoning (Lynncroft Shopping Center) is located 1,050± feet to the north. Evans Street is designated as a major thoroughfare. The Office (O) zoning option under the OIMF designation is the most restrictive non-residential zoning district. There is no residential option under the Office (O) zone.

If the Planning and Zoning Commission and City Council determine that a non-residential land use option is appropriate for the subject site, the OIMF designation would be the preferred category for this location.

❻ Greenville Boulevard and 14th Street

Request: OIMF→ COMMERCIAL
Petitioner: Ward Holdings, LLC
Acres: 1.52
City Council Meetings: November 8. 2007; May 8, 2008



In November 2007, the City Council had previously denied an identical request by the petitioner. The Planning and Zoning Commission twice voted to recommend approval the request.

Staff analysis: The subject area is located in Vision Area C.

The Future Land Use Plan Map recommends office/institutional/multi-family along the southern right-of-way of Greenville Boulevard, east of the Norfolk Southern Railroad and adjacent to the neighborhood focus area at the intersection of Greenville Boulevard and Eastbrook Drive.

There are designated neighborhood focus areas at the intersections of Greenville Boulevard and 14th Street and Greenville Boulevard and Eastbrook Drive. These areas generally contain less than 40,000 square feet of conditioned floor space. Greenville Boulevard is designated as a connector corridor from its intersection at 14th Street and continuing north. Connector corridors are anticipated to contain a variety of higher intensity activities and uses, whereas residential corridors are preferred to accommodate lower intensity residential uses.

The Comprehensive Plan states: "Office/Institutional/Multi-family land uses should be developed along transportation thoroughfares to provide transition between commercial nodes and to preserve vehicle carrying capacity. Office/Institutional/Multi-family development should be used as a buffer between light industrial and commercial development and adjacent lower density residential land uses."

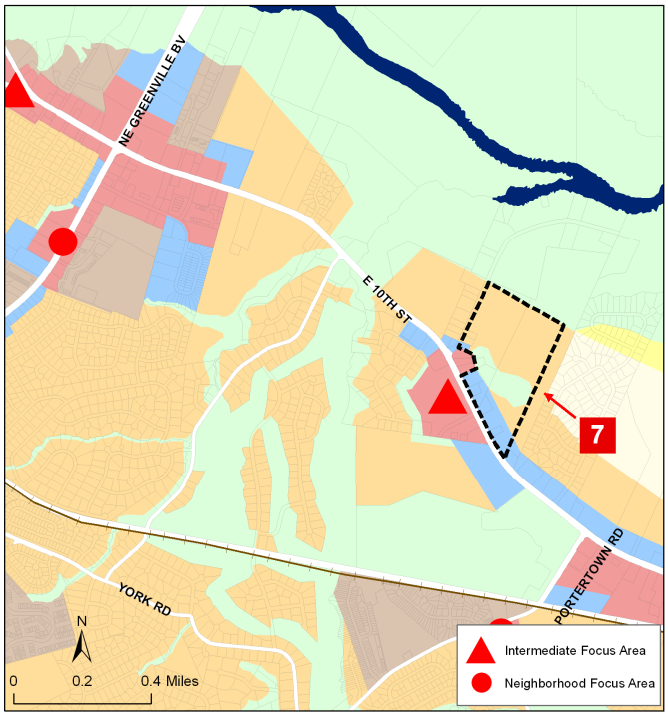
The Comprehensive Plan states that "location and size of commercial nodes included in the plan are not intended to be static. As the area surrounding commercial nodes develop, larger node definitions ...may be warranted."

In addition, as the commercial nodes of outlying areas of the City's planning jurisdiction develop, they should be buffered from surrounding areas by office, institutional and multi-family and residential and open spaces. Again, the exact size of the required buffer has not been predetermined. The required buffer width should be determined when the ultimate extent of the commercial node is known.

Staff opinion and recommendation: Staff does not recommend expansion of commercial development in the area adjacent to the Eastwood Subdivision. The current office/institutional/multi-family designation will afford adaptive reuse of the property while minimizing negative impacts on the interior neighborhood.

❼ East 10th Street and Port Terminal Road

Request: OIMF, MDR, COS→ COMMERCIAL
Petitioner: WRS, Incorporated
Acres: 52
City Council Meeting: November 6. 2007



The Planning and Zoning Commission voted to recommend approval of the request.

Staff analysis: The subject site is located in Vision Area C.

East Tenth Street is considered a "gateway" corridor from the intersection of Greenville Boulevard and East Tenth Street continuing east. Gateway corridors serve as primary entranceways into the City and help define community character. These roads are designed to carry high volumes of traffic through and across the City. The intersection of East Tenth Street and Port Terminal Road is designated as an intermediate focus area. These nodes typically contain 50,000 to 150,000 square feet of conditioned floor space.

The Future Land Use Plan Map recommends commercial at the northeast corner of the intersection of East 10th Street and Port Terminal Road transitioning to office/institutional/multi-family adjacent to the Highway 33 frontage immediately outside the recognized focus area, and medium density residential on the interior. The Future Land Use Plan Map further recommends conservation/open space on interior areas likely to be impacted by environmental limitations.

The Future Land Use Plan Map identifies certain areas for conservation/open space uses. The map is not meant to be dimensionally specific, and may not correspond precisely with conditions on the ground. When considering rezoning requests or other development proposals, some areas classified as conservation/open space may be determined not to contain anticipated development limitations. In such cases, the future preferred land use should be based on adjacent Land Use Plan designations, contextual considerations, and the general policies of the comprehensive plan.

The Comprehensive Plan states that "location and size of commercial nodes included in the plan are not intended to be static. As the area surrounding commercial nodes develop, larger node definitions ...may be warranted. In addition, as the commercial nodes of outlying areas of the City's planning jurisdiction develop, they should be buffered from surrounding areas by office, institutional and multi-family and residential and open spaces. Again, the exact size of the required buffer has not been predetermined. The required buffer width should be determined when the ultimate extent of the commercial node is known".

There is a recognized community focus area at the intersection of Greenville Boulevard and East Tenth Street.

There is a recognized intermediate focus area east of the intersection of East Tenth Street/Highway 33 East and Portertown Road.

Below are considerations from *Horizons: Greenville's Community Plan*.

- The locations of Intermediate and Neighborhood Focus Areas should be evaluated based on surrounding residential development patterns and the lack of alternative retail uses to serve these areas.
- Retail should have access to collector streets.
- Ensure proper size of and spacing between focus areas.
- Ensure that new development has adequate north/south and east/west transportation corridors.

The subject site is only accessible via East Tenth Street (Hwy 33). There are no north/south connections to this site.

This request would allow for commercial uses, such as general retail, fast food restaurants, conventional restaurants, and gasoline sales.

Currently, there are 28.39 acres of commercially-zoned property in the vicinity of the intersection of East 10th Street and Port Terminal Road.

Staff opinion and recommendation: In staff's opinion, the anticipated additional commercial development will significantly alter the desired community character of this corridor; therefore, staff recommends denial of this request. In staff's opinion, the current Future Land Use Plan Map designations for the subject and adjoining properties support a sustainable environment for the area and provide reasonable use for the affected properties.

7 Inquiries

Landowners and developers frequently contact the City of Greenville's Community Development Department to inquire about how the Future Land Use Plan and current zoning ordinances affect properties they own, or in which they have an interest. Occasionally, these "inquiries" are limited to straightforward and general questions, such as: What zoning district applies to a specific parcel? What is the process for changing the Future Land Use Plan or rezoning a parcel? What is the City's plan for a particular area of Greenville? More frequently, a landowner or developer has already decided that he or she is interested in rezoning a property and is consulting with the staff to gauge whether a particular use would be feasible, in terms of land use planning: Would the proposed use be in compliance with the comprehensive plan?

After consulting with the staff, the landowner or developer oftentimes decides not to pursue the inquiry any further; therefore, many of these informal questions never become formal requests to change the Land Use Plan or rezone a property. Although these inquiries were not pursued, they still send the community important signals about where development interest might be directed in the future. The Community Development Department maintains a database to keep track of all routine (or discontinued) Future Land Use Plan "inquiries" that were never pursued formally.[18] The database keeps a record of the date, location, and nature of each inquiry, along with the parties who inquired about each respective property.

The inquiry database and other related data better enable the community to identify those areas of the city that are experiencing potentially heightened development pressures, which might necessitate amendments to the comprehensive plan. Since the comprehensive plan was last updated in 2004, the Community Development Department has received a total of 51 such inquiries. These examples have been incorporated into the Study Map, which the community can use to evaluate the suitability of the current comprehensive plan in responding to future projected development demands in higher growth areas of the city.

8 Trends and Conclusions

In the five years since the Comprehensive Plan was updated, the City Council has established a precedent of approving certain types of requests to change the Future Land Use Plan. Requests to change the land use plan have generally met with approval when the proposal satisfied some combination of the following criteria (and did not conflict with the comprehensive plan in other ways):

- **HDR → OIMF**: Where appropriate, the City Council has generally regarded the change from HDR to OIMF as being not a major shift. Going from one to the other of these two general land use categories has generally not been seen as a significant threat to neighborhood character.
- The City Council has also approved requests to change the land use plan category from **OIMF or HDR → Commercial**; however, recent trends suggest that City Council has treated such changes as being a more significant shift in use category compared to HDR → OIMF. In such cases, the City Council has taken the following factors into consideration:
    - Is the site close to a focus area that is appropriate for the scale and intensity of the land use category being requested?
    - Does the site have good-to-excellent accessibility for the type and extent of the land use category being requested?
    - Are there multifamily residential uses in the vicinity of the area under question to serve as a transition between the proposed commercial use category and other uses?
- Since 2004, the City Council denied both requests to change use category from **MDR → OIMF,** which would be a more significant shift than the above described changes.

[18] A print out of all database records since 2004 is included in Appendix C.

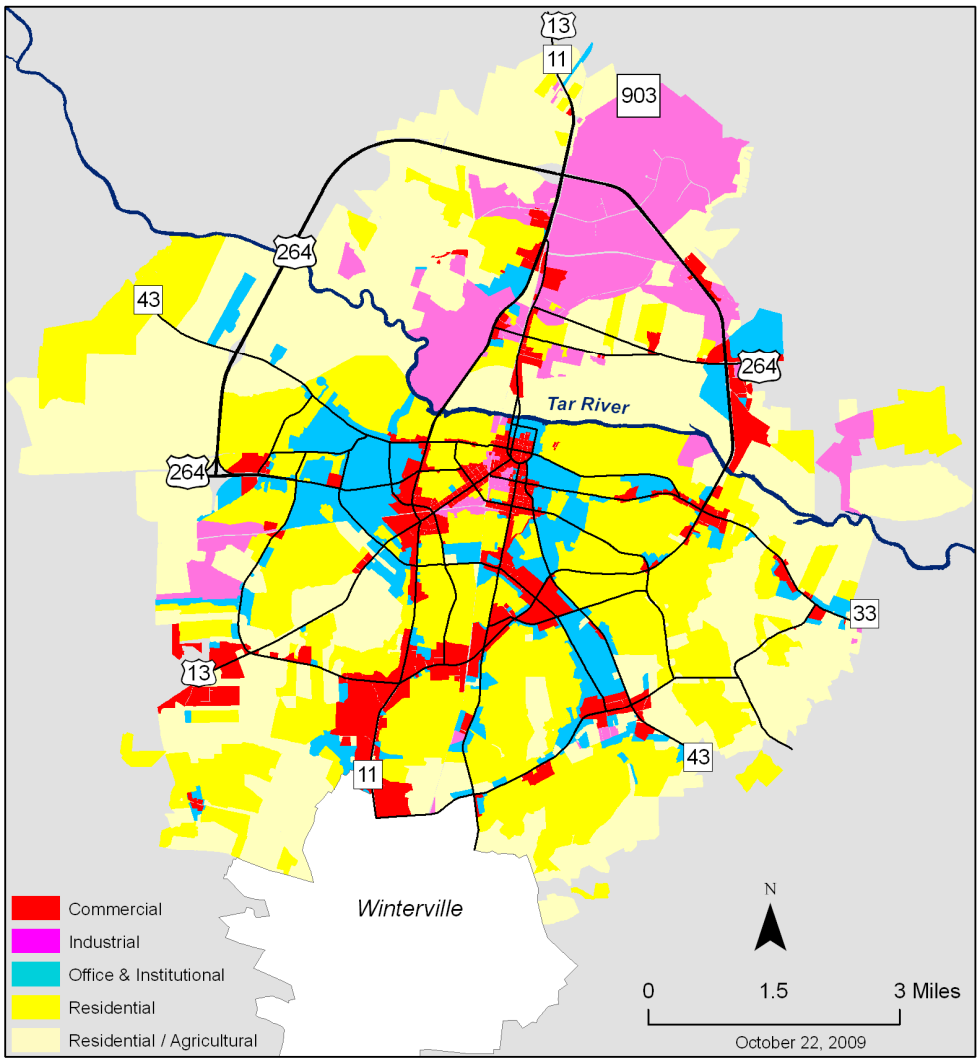
ZONING

1 Rezoning Requests

A zoning map is the official visual record of a jurisdiction's zoning districts as they exist today, depicting its *current* zoning ordinances regulating the use and development of land parcels. The City's official zoning map has been amended many times in response to changing urban conditions and planning trends. A zoning map explicitly indicates the types and intensities of development that are *currently* allowed for a property *by prior right*.

Property owners may request that a property be rezoned to another zoning district. Rezonings should be consistent with the vision, policy framework, and land use patterns described in the comprehensive plan [see: Rezoning Requests, page 96]. The districts can only be amended by City Council following review and recommendation of the Planning and Zoning Commission and City Council public hearing. Amendments to the Official Zoning Map are in fact an amendment to the Zoning Ordinance.

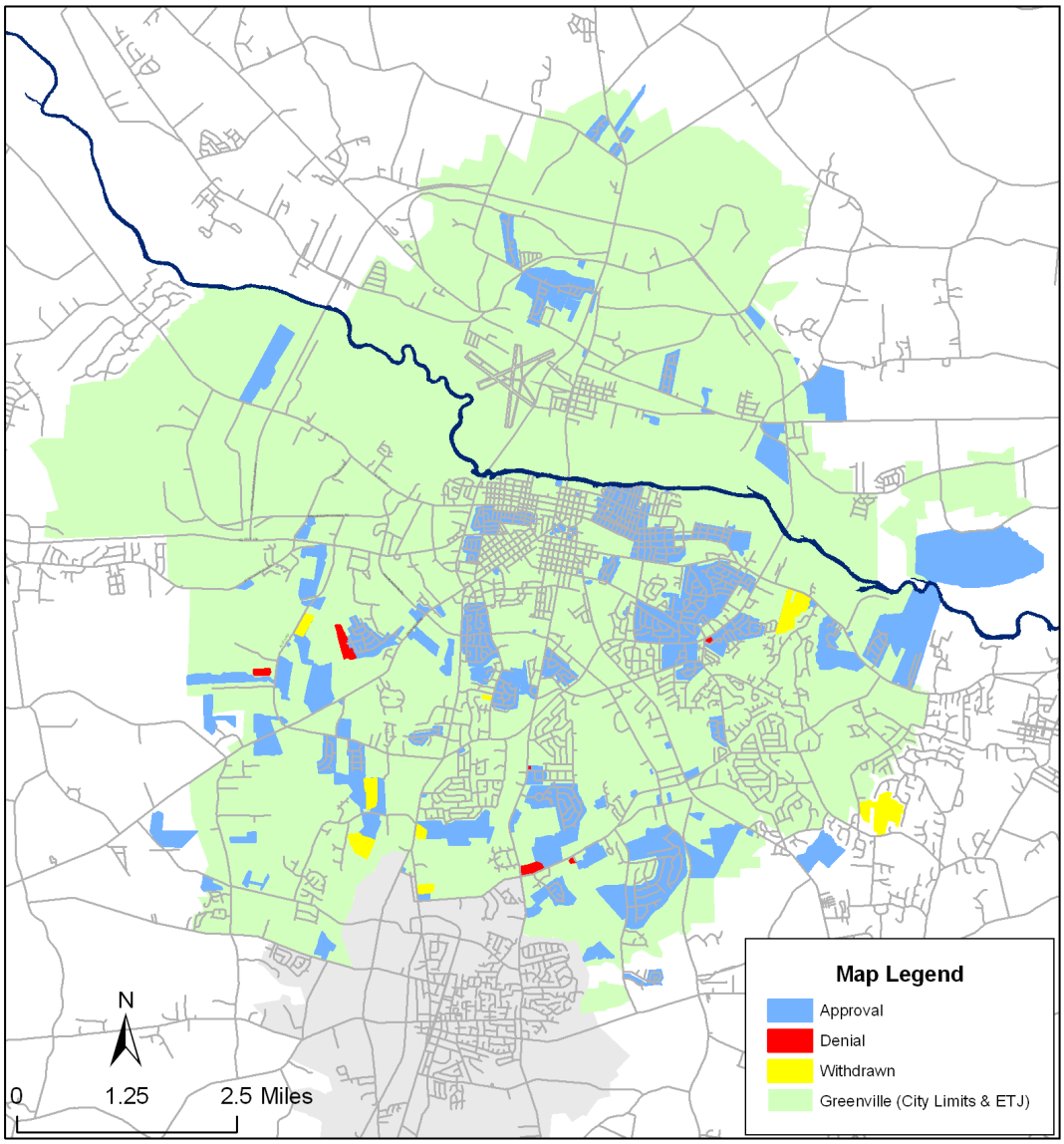
Current Zoning Map



2 Rezoning Activity, Since 2004: Overview

The City of Greenville resolved 225 total rezoning requests between 2004 and July 2009. Out of those 227 requests, the City Council approved 209 requests (92 percent), denied 9 requests (4 percent), and 9 requests were withdrawn (4 percent). The relatively low percentage of denials is a reflection of the community's longstanding and ongoing efforts to plan proactively for new development, while merging the City's zoning code with its Future Land Use Plan. It also indicates that the City Council, the Planning and Zoning Commission, planning staff, and other parties involved in the planning process are doing an effective job of communicating to developers and land owners the City's zoning, planning, and development goals and regulations.

Location of Rezoning Requests Since 2004



The (mean) average area of land tracts that were considered for rezoning, since 2004, was 22.7 acres.

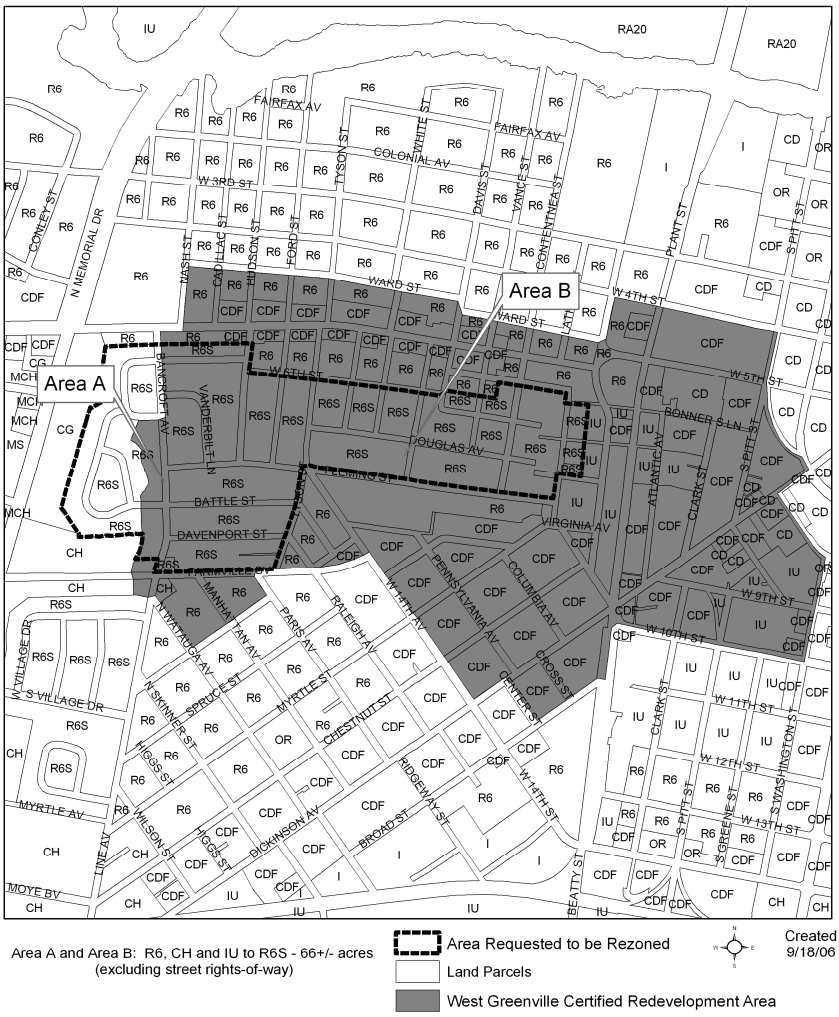
3 City Initiated Rezonings

Neighborhood Task Force: In the five years since the comprehensive plan was updated, most of the largest land tracts to be rezoned at one time were initiated by the City of Greenville. In December 2004, the Task Force on Preservation of Neighborhoods and Housing recommended that the Planning and Zoning Commission undertake a study to identify predominantly single-family neighborhoods that were zoned in a manner that permit intrusion of duplex and multi-family uses, and recommend compatible substitute single-family zoning where practicable. Since August of 2005, the City has rezoned a total of 2,201 acres to exclusively single-family zoning classifications in the residential neighborhoods listed below:

Case #	Area Under Consideration	Date approved	From	To	Acreage
05-14	Tar River Area	8/11/2005	R6	R6S	127.0
		8/11/2005	R6N	R6S	69.0
		8/11/2005	R9	R9S	86.0
05-15	Elmhurst/Englewood	9/8/2005	R9	R9S	91.0
05-24	Forest Hills	11/10/2005	OR	R15S	1.5
	Red Oak	11/10/2005	RA20	R9S	57.3
	Oakdale	11/10/2005	R9	R9S	14.2
05-31	Greenfield Terrace	12/5/2005	R9	R9S	147.8
05-33	College Court Area	1/12/2006	R9, R6	R9S, R6S	248.2
06-15	Baytree	9/14/2006	R9 and RA20	R9S	17.9
	Dellwood	9/14/2006	R9	R9S	53.5
	Tuckahoe	9/14/2006	R9	R9S	22.1
	Singletree and Cambridge	9/14/2006	R6	R6S	58.9
	Lake Ellsworth	9/14/2006	RA20 and R6	R6S	75.4
06-16	West Greenville Area (phase I)	11/9/2006	R6	R6S	66.4
	Pinewood Forest	11/9/2006	RA20	R6S	21.2
	Bedford	11/9/2006	R6, R9	R6S, R9S	125.7
	Lakewood Pines	11/9/2006	R6	R15S, R6S	17.3
	Brentwood1st Pentecostal Holiness Church.	11/9/2006	R9	R9S	45.6
06-19	Greenbrier, Carolina Heights, Hillsdale	3/8/2007	R6, CH	R6S	113.0
	Orchard Hills	3/8/2007	R9	R9S	20.0
	Clairmont, and Village Grove Avenue	3/8/2007	R6	R6S	23.2
07-01	Treetops	4/12/2007	R9	R9S	35.2
	Eastwood	4/12/2007	R9, OR, RA20	R9S	75.3
	Summerfield	4/12/2007	R6	R6S	17.8
	Countryside Est., Holly Pines, Oakgrove Est.	4/12/2007	RA20, R9S	R9S	97.3
	Oakhurst	4/12/2007	RA20, R6	R6S	33.7
07-39	River Hills	1/10/2008	R6	R6S	64.5
	Country Squire	1/10/2008	R6	R6S	31.6
	Windsor	1/10/2008	RA20, R9	R9S	243.8
	Windsor Downs	1/10/2008	RA20	R9S	42.0
	Rock Spring	1/10/2008	R9	R9S	22.1
	Brookhaven	1/10/2008	RA20	R9S	7.3
	Pinewood Estates	1/10/2008	RA20	R9S	8.0
	Glenview Terrace	1/10/2008	RA20	R9S	20.0
	TOTAL				**2,201**

West Greenville Redevelopment Area: Although the revitalization plan did not require changes to the Land Use Plan, the City Council rezoned a 66.4 acre tract of West Greenville to R6S in November 2006 to preserve single-family residential neighborhoods. The rezoning was intended to further the community's revitalization goals for West Greenville, as well as implement the recommendations of the Neighborhood Task Force.

West Greenville Area (06-16)
Area A - Recommendation from Task Force on Preservation of Neighborhoods and Housing
Area B - Recommendation from Redevelopment Commission



Multimodal Transportation Center: In June 2009, the City of Greenville rezoned two adjacent land tracts in the downtown area from OR & CDF (1.28 acres) and OR (1.30 acres) to CD in preparation of developing a multimodal transportation center on the 11.6 acre site. The City is in the process of completing environmental assessment and property acquisition for the site. Project construction is scheduled to be completed in 2011.

4 Discrepancies between Zoning and the Land Use Plan

Overview: In the 17 years since the original *Horizons* plan was first adopted, the Greenville community has made tremendous progress in merging the City's long-range planning vision with its short-to-mid-range planning policies. One of the most important planning policy tools is the zoning code, which preceded the *Horizons* plan by several decades. Some discrepancies [see definition below[19]] between the current zoning map and the Future Land Use Plan Map still exist today. When and where possible, these discrepancies should be addressed; however, analysis indicates that zoning/land use plan discrepancies are rare.

As of fall 2009, the City of Greenville's total zoning (or planning) jurisdiction extends over 42,652.06 acres (or 66.64 square miles). Analysis indicates that only 308.10 acres, or 0.72 percent of that entire zoning jurisdiction, are inconsistent with the Land Use Plan. These discrepancies consist of 43 total parcels on which the current allowable zoning is inconsistent with the Future Land Use Plan [see: Table IX below]. More than half of those parcels are currently zoned either CDF (8 parcels) or IU (14 parcels). However, the five total parcels zoned R6 that are inconsistent with the Land Use Plan include multiple larger parcels, including a 58.57 acre parcel. As a result, parcels currently zoned R6, which consist of 122.21 total acres, make up more than one-third of all acreage within the city that is inconsistent with the Future Land Use Plan.

Table IX – Summary of Discrepancies by Zoning Type

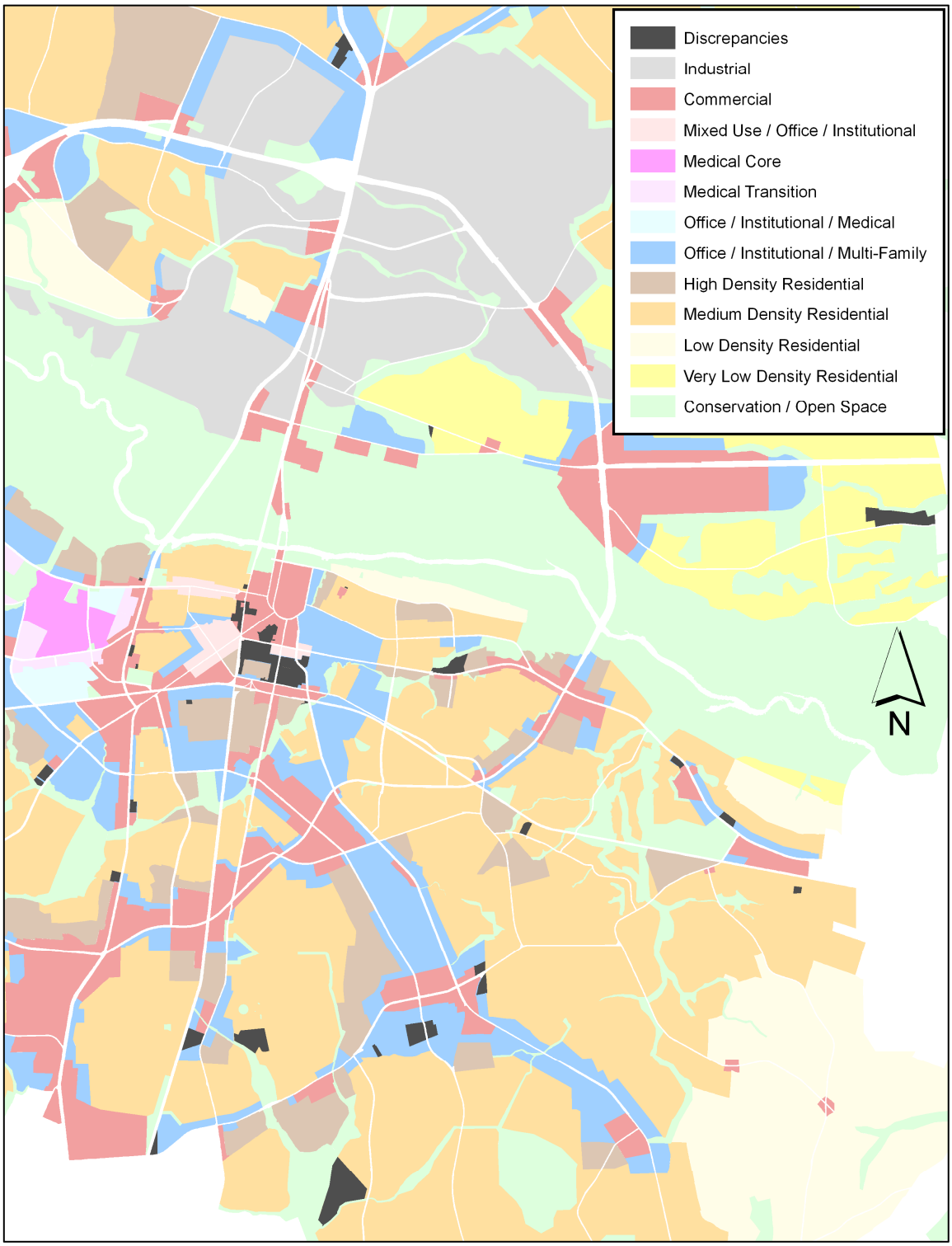
ZONE	Count	Smallest District (Acres)	Largest District (Acres)	Total Acres
CDF	8	0.38	13.43	50.32
CG	3	1.87	5.59	11.51
CH	7	0.45	5.43	18.24
CN	4	0.17	3.75	5.07
I	1	4.86	4.86	4.86
IU	14	0.97	13.87	95.04
R6	5	1.39	58.57	122.21
R6S	1	0.84	0.84	0.84
	43		TOTAL =	**308.10**
			Jurisdiction =	**42,652.06**
			Percent of all zoning districts that are discrepancies	**0.72%**

All Discrepancies

ZONE	LANDUSE	ACRES
CDF	HDR	0.38
CDF	MDR	0.70
CDF	HDR	2.01
CDF	OIMF	3.41
CDF	OIMF	5.76
CDF	OIMF	11.94
CDF	HDR	12.70
CDF	HDR	13.43
8		**50.32**
CG	OIMF	1.87
CG	OIMF	4.04
CG	OIMF	5.59
3		**11.51**
CH	HDR	0.45
CH	MDR	0.45
CH	OIMF	1.78
CH	OIMF	2.39
CH	OIMF	3.11
CH	OIMF	4.62
CH	OIMF	5.43
7		**18.24**
CN	MDR	0.17
CN	OIMF	0.43
CN	HDR	0.73
CN	OIMF	3.75
4		**5.07**
I	OIMF	4.86
1		**4.86**
IU	HDR	0.97
IU	MDR	2.06
IU	OIMF	2.07
IU	HDR	2.24
IU	C	3.86
IU	OIMF	4.01
IU	OIMF	6.20
IU	OIMF	6.31
IU	C	8.25
IU	C	9.16
IU	MOI	10.17
IU	OIMF	12.17
IU	OIMF	13.71
IU	OIMF	13.87
14		**95.04**
R6	VLDR	1.39
R6	MDR	3.59
R6	MDR	22.93
R6	VLDR	35.72
R6	MDR	58.57
5		**122.21**
R6S	OIMF	0.84
1		**0.84**
		308.10

[19] Discrepancies are defined as those examples, in the opinion of planning staff, in which the current zoning represents a deviation from the intent of the Future Land Use Plan. When the zoning map districts are overlaid on the Future Land Use Plan Map, many inconsistencies will appear at the margins, which are not discrepancies of intent. A zoning map is by specific description, whereas a future land use plan map is by general description; the boundaries between zoning districts were never intended to fit in precisely within land use categories.

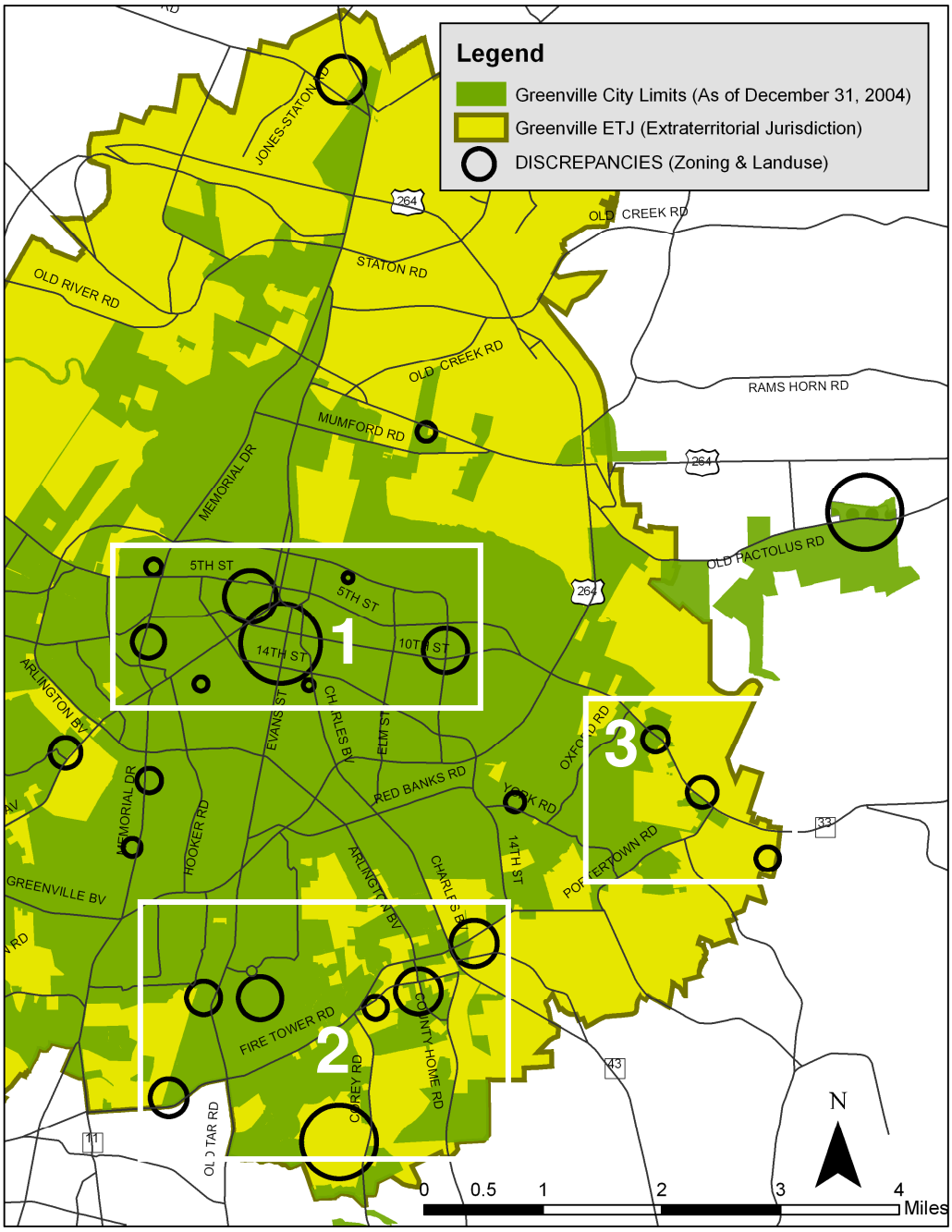
Location of Discrepancies: The Future Land Use Plan Map (modified) below illustrates the location of individual parcels and/or multi-parcel clusters, which have current zoning classifications that are inconsistent with the plan:



Zoning/land use plan discrepancies are generally well distributed throughout the city; however, the concentration map below does identify three areas in which discrepancies are somewhat concentrated. In this map, the different sized circles represent “hot spots” where small, medium, and larger-sized concentrations of multi-parcel land tracts or nearby clusters of discrepancies are located.

Not surprisingly, the three areas of the city where zoning/land use plan discrepancies are concentrated are transitional and/or high growth areas:

1. Uptown “edge” and surrounding neighborhoods
2. Fire Tower Road between Old Tar Road and Charles Boulevard
3. Highway-33 corridor: Oxford Road – Portertown Rd – city limits.



RECOMENDED TEXT AMENDMENTS

In this section are recommendations to amend the *Horizons* plan text, which is the City of Greenville's policy framework for carrying out the community's long-range planning vision. All City-Council approved amendments to the comprehensive plan text are formally inserted into the *Horizons* plan document, in the appropriate section, or in the appendices.

1 Rezoning Requests: Consideration Criteria[20]

Following adoption of the 2004 Horizons Plan Update, the Planning and Zoning Commission and the City Council requested clarification on the criteria for determining whether a given rezoning request is consistent with the Future Land Use Plan. City staff drafted the below criteria to be used as a guide for policymakers in evaluating the appropriateness of rezoning requests. The Planning and Zoning Commission and the City Council have established a precedent of relying on these criteria to evaluate rezoning requests and to provide a consistent rationale for their decisions; consequently, the language below should now be formally adopted as an amendment to the Horizons plan text and inserted into *Horizons: Greenville's Community Plan*, in the section titled, "How to Amend this Plan":

> The Horizons Plan serves as an integrated guide for decision makers when reviewing development proposals. Land use decisions that are consistent with a comprehensive plan are more likely to be equitable, efficient and predictable, and less likely to be controversial or cause unexpected financial hardships. To deviate from a policy or recommendation of the plan should require an argument as convincing as the one in the plan. Departing from the precepts of a plan should always be possible – although not necessarily easy.
>
> Rezonings should be consistent with the vision, policy framework, and land use patterns described in the comprehensive plan. Based on consideration of the contextual provisions of the Horizons Plan, the Focus Area Map, the Corridor Designation Map, and the Future Land Use Plan Map, the Planning and Zoning Commission and City Council will determine whether the proposed rezoning is either (1) in compliance, (2) in general compliance, or (3) not in compliance with the comprehensive plan.
>
> **(1). In Compliance:** A rezoning request will be construed to be "in compliance with the comprehensive plan" if the text of the Horizons Plan (or addendum) (i) either specifically recommends that the project area be rezoned as requested, or the project area is predominantly or completely surrounded by the same type or compatible and desirable zoning and (ii) the rezoning will promote the desired urban form. The proposed project is considered desirable and in the public interest and staff recommends approval of the requested rezoning.
>
> **(2). General Compliance:** A rezoning request will be construed to be in "general compliance with the comprehensive plan" if the project area is located in a transition area and (i) it is currently contiguous, or is anticipated to be contiguous in the future, to specifically recommended and desirable zoning of like type, character or compatibility, (ii) the rezoning is complementary with Horizons Plan objectives, (iii) it is not anticipated to have an unacceptable impact on adjacent properties or travel ways, and (iv) preserves the desired urban form. In the absence of more detailed plans, subjective decisions must be made concerning the scale, dimension, configuration and location of the requested zoning in the particular case. Staff is not recommending approval of the requested zoning; however staff does not have any specific objection to the requested zoning.
>
> **(3). Not in Compliance:** A rezoning request will be construed to be "not in compliance with the comprehensive plan" if the requested zoning (i) is specifically noncompliant with Horizons Plan objectives and recommendations including the range of allowable uses in the proposed zone, etc. and/or is of a scale, dimension, configuration or location that is not objectively in keeping with plan intent and (ii) it does not promote or preserve the desired urban form. The requested zoning is considered undesirable and not in the public interest and staff recommends denial of the requested rezoning.

[20] Note: some of the recommendations in this 2009 Horizons Plan Review report may be officially adopted by City Council and therefore those items would be inserted as addendums to the City's comprehensive plan. It is recommended that the language in items 1 & 2 of this section be incorporated into the *Horizons Plan* text under "How to Use This Plan," (Introduction, page 8)

2 Requests to Amend the Future Land Use Plan: Consideration Criteria

Staff has drafted the criteria below to be used as a guide for policymakers in evaluating the appropriateness of requests to amend the Future Land Use Plan. The Planning and Zoning Commission and the City Council will use these criteria to evaluate requests to change the plan and provide a consistent rationale for their decisions; consequently, the below language should now be formally adopted as an amendment to the *Horizons* plan text and inserted into *Horizons: Greenville's Community Plan*, in the section titled, "How to Amend this Plan":

> The *Horizons* plan, referred to as the "Comprehensive Plan" serves as an integrated guide for decision makers when reviewing development proposals. Land use decisions that are consistent with a comprehensive plan are more likely to be equitable, efficient and predictable, and less likely to be controversial or cause unexpected financial hardships. At the same time, *Horizons* recognizes that a comprehensive plan is not a static blueprint for the future. To deviate from a policy or recommendation of the plan should require an argument as convincing as the one in the plan. Departing from the precepts of a plan should always be possible – although not necessarily easy.
>
> Future Land Use Plan amendments should be consistent with the vision and policy framework described in the *Horizons* plan. Based on consideration of the contextual provisions of the Horizons plan, the Focus Area Map, the Transportation Corridors Map, transportation plans and other applicable plans, the Planning and Zoning Commission and City Council will determine whether the proposed change to the Future Land Use Plan is either (1) compatible with comprehensive plan intent and objectives, or (2) incompatible with comprehensive plan intent and objectives.
>
> **(1). Compatible:** A proposed Future Land Use Plan amendment request will be construed to be "compatible with the comprehensive plan" if the proposed amendment area and use:
>
> (i) The proposed amendment is determined by Planning and Zoning Commission and City Council to be necessary as a result of changed conditions, in the local development pattern, street system, environment, or other major feature or plan which, impacts the site in a manner or to a degree not previously anticipated at the time of adoption of the current Future Land Use Plan Map; and
> (ii) The location of the proposed classification(s) support the intent and objective of the current Future Land Use Plan Map, Focus Area Map, and Transportation Corridor Map and other contextual considerations of the comprehensive plan; and
> (iii) The resulting anticipated land use is properly located with respect to existing and future adjoining and area uses and the proposed change is not anticipated to cause undue negative impacts on localized traffic, the natural environment or existing and future neighborhoods and businesses within and in proximity to the area of proposed amendment; and
> (iv) The amendment is anticipated to result in a desirable and sustainable land use pattern to an equal or greater degree than existed under the previous plan recommendation.
>
> **(2). Incompatible:** A Future Land Use Plan amendment request will be construed to be "incompatible with the comprehensive plan" if the proposed amendment area and use does not meet the criteria listed above under **(1). Compatible.**
>
> In determining whether a requested Future Land Use Plan amendment is compatible with the Comprehensive Plan, the Planning and Zoning Commission should take into consideration the following planning principles or concepts:

- **Uniformity:** like properties should be treated the same wherever similar conditions exist;
- **Functionality:** the proposed use category serves a necessary function and does not interrupt or interfere with other proximate compatible uses; or, the proposed use enhances desirable transition or buffers between potentially incompatible uses;
- **Mobility and connectivity:** the proposed use category does not unduly burden or disrupt existing and planned transportation systems.
- **Efficiency**: the proposed use category will not place an undue financial burden on adjacent land owners or the public.
- **Integration**: the proposed use category should be evaluated in terms of the Horizons plan's long-term goals, not merely in terms of its individual, short-term impacts.

3 Sidewalk Improvement Plan and Policies

The below language should be formally adopted as an amendment to the *Horizons* plan text and inserted into *Horizons: Greenville's Community Plan*, in the Plan Elements section, under the Mobility "Policy Statement":

> The City of Greenville will adopt a comprehensive Sidewalk Improvement Plan and associated sidewalk improvement policies and ordinances to ensure that sidewalks are, pursuant to such a plan, provided for and/or constructed at the time of street extension and individual site/lot development.

RECOMMENDED PLANNING INITIATIVES

In this section are recommendations to incorporate additional planning goals, implementation strategies, management actions, or vision area policies not previously addressed in the *Horizons* plan. New planning initiatives approved by the City Council will be attached to the *Horizons* plan text by reference to the final, approved version of this report and plan.

1 ETJ Extension Discussions with Pitt County

As part of the City Council's goal of promoting effective partnerships, the Council set the objective of addressing extraterritorial jurisdiction (ETJ) issues. In pursuit of that objective, planning staff incorporated an ETJ/Growth Area section into this report as part of the Planning for Growth and Development chapter. City staff has been engaged in ongoing discussions with other jurisdictions concerning ETJ extension and annexation issues. Following the 2010 Comprehensive Plan Review adoption in spring 2010, Greenville staff and policymakers should continue to engage Pitt County planning staff and policymakers in discussions about ETJ policies, with the goal of encouraging Pitt County to adopt a more favorable policy toward ETJ extension.

2 Annexation Study/Policy

The City of Greenville should investigate how its annexation policies relate to public investment costs traditionally incurred as part of City-initiated annexation. In particular, the City should explore ways to encourage cost sharing associated with new City-initiated annexations. Further, the City should consider the annexation of adjacent existing developed areas in the urban-fringe when determined to be feasible.

3 Implement U.S. Mayors' Climate Protection Agreement

As part of the City Council's goal of promoting sound environmental policies, the Council set the objective of implementing the U.S. Mayors' Climate Protection Agreement. The Public Works and Community Development departments will develop a strategy to facilitate environmental and sustainability goals in the *Horizons* plan. Once those strategies are defined, the City should investigate the availability of federal and state grants to implement a local sustainability pilot project in 2011 or 2012.

4 Encourage Development of Land Use Compatible Alternative Energy Sources

The City of Greenville should encourage residents and business to explore *land use compatible* alternative energy sources for residential and non-residential land uses, including passive and active systems.

Passive alternate energy sources and conservation technologies are generally low-impact and tend to be compatible with most land uses and building types. Examples of passive energy sources and conservation technologies include:

- Solar panels
- Energy efficient windows
- Architectural design features
- Landscape and site design.

The City of Greenville should be careful to ensure that more intensive, active types of alternate energy sources are land use compatible. For example, the installation of wind turbines in smaller lot residential neighborhoods can generate negative impacts - noise, vibrations, shadow (fan blade) problems, and detract from aesthetics – which should be taken into consideration in the permitting process. Also, in communities where residents and business owners have been installing wind turbines for 10+ years, there have been issues with units being left in disrepair and/or abandoned, which can cause significant neighborhood code enforcement problems.

The City's current residential structure setbacks limit the practicality of wind turbine towers in residential neighborhoods. Residential districts limit the height of single-family residential (principal use) structures to 35 feet above grade. Residential accessory structures are limited to the principal use maximum height (35 feet), provided however no accessory structure may exceed the height of the principal structure. The relevant City Code sections are excerpted below:

> **"Sec. 9-4-100. Residential accessory structure and building standards; except as otherwise regulated under Article H, I, J, K and M.**
>
> (a) *Residential; detached accessory.*
>
> (3) Height.
>
> a. Except as otherwise provided under subsection (3)b below, the height of any accessory structure or building shall not exceed the height of the existing principal building or district maximum height, whichever is less.
>
> b. In cases where the provisions of this subsection will not allow an accessory structure or building of at least fifteen (15) feet in height, then the requirements of this subsection shall be waived to allow an accessory structure or building of fifteen (15) feet or less in height at the option of the owner. All other provisions of this section shall apply."

In the opinion of planning staff, a wind turbine would be an accessory structure provided the principal use of the turbine is as an accessory to the dwelling (e.g., not a commercial enterprise).

Below is a copy of the height exemption section of the City Code. In the opinion of staff, wind turbine towers are not included and therefore are subject to the height limitation.

> **"Sec. 9-4-98. Height exemptions.**
>
> (a) The height limits of these regulations shall not apply to a church spire, belfry, cupola or dome; an ornamental tower not intended for human occupancy; a conveyor; or a parapet wall not extended more than three (3) feet above the roof line of the building; and other necessary mechanical or communications appurtenances attached to the roof of a building.
>
> (b) The height of the following freestanding structures may exceed the height limits of the district, provided that the public street, side and rear setbacks are increased one (1) foot for every one (1) foot or fraction thereof in height above the district maximum:
>
> (1) Monuments.
> (2) Water towers.
> (3) Observation towers.
> (4) Transmission towers.
> (5) Chimneys or smoke stacks.
> (6) Flag poles.
> (7) Masts or aerials.
> (8) Farm structures.
> (9) Stadiums.
> (10) Satellite dish antennas which are eighty (80) inches or less in diameter.

(c) All uses, including those listed under this section, shall in accordance with section 9-4-14, be limited to the height, locational standards and requirements of the Pitt-Greenville Airport Zoning Ordinance. (Ord. No. 2337, § 1, 6-13-91; Ord. No. 2593, § 2, 2-11-93; Ord. No. 97-5, § 5, 1-9-97)."

Due to the popularity of energy conservation and "green initiatives," requests for wind turbines and other active, more intensive alternative energy sources can be anticipated. Revisions to the City Code to accommodate active alternative energy sources should not compromise other planning goals, such as land use compatibility.

5 Students and Seniors Population Study

The City of Greenville should complete a study of student and senior citizen populations in Greenville to evaluate the manner in which these rising population groups will impact future land use patterns, housing preferences, transportation needs, demands for public facilities, and other comprehensive planning requirements. Along with the increases in the student population, the *Horizons* plan anticipated that In the next 10 – 20 years, the populations of students approximately 18 to 25 years old and residents over 65 years old, respectively, are projected to continue increasing in size in proportion to the city's other demographic segments. The *Horizons* plan anticipated that these population trends would fuel greater demand for multifamily units close to downtown and other service areas, as well as greater demand for public transportation; moreover, the plan suggested that programs and facilities targeted to the senior population would become increasingly more important in the future.

APPENDIX A
5 -Year Comprehensive Plan Review Public Forum Process and Outline

Planning and Zoning Commission:
Public Forum – November 17, 2009 (6:30 PM – City Council Chambers of City Hall)

1. **The purpose of the public forum is for the Commission to:**

(i) Establish plan review procedures and general timelines for project consideration,
(ii) Review the implementation strategies, management actions and vision area policies and progress/action to date,
(iii) Review population, growth and development trends since 2004
(iv) Review of Future Land Use Plan Map changes and rezoning actions since 2004, and
(v) Collect input and comments from the general public

In addition, the forum will be an opportunity to gather additional facts and information; evaluate the five-year progress of the comprehensive plan; and explore the need for changes to the *Horizons* plan text and the Future Land Use Plan Map. Additional public forums will be scheduled as necessary.

2. **Project Timeline (long-range):** see Appendix B – Comprehensive Planning Timeline (page 114)

3. **Horizons Plan Text and Future Land Use Plan Map Amendment Consideration Process (including short-range timeline):**

- During the public forum the Commission may receive comments of the general public concerning any subject related to the current Comprehensive Plan text and/or any plan or addendum of the Plan, and/or related to the 5-Year Comprehensive Plan Review Report.

- During the public forum the Commission shall not receive comments of the public concerning any rezoning, subdivision or other case which has been submitted for review but not yet approved or is currently under consideration by the Commission or City Council. The time and place for discussion of those matters is in accordance with established procedure in the particular case.

- Following staff input and public comment the Commission may determine by majority vote to consider amendments to the Plan text and/or maps.

- If the Commission by majority vote determines that a specific request for amendment of the Plan text and/or map <u>does</u> warrant further consideration, staff will schedule an additional public forum, to be conducted at the following month's regular Commission meeting date (December 15, 2009), for further discussion of the specific amendment request . Notice of the time, place and subject of a proposed amendment to the plan map will be given in the manner required for consideration by the Commission of an ordinance amendment. All persons will be afforded an opportunity to speak on the matter if they so desire.

- The Commission shall rely on the **Future Land Use Plan Map amendment consideration criteria** listed under (4) below, when evaluating the appropriateness of any proposed amendment to the Future Land Use Plan Map. If a proposed plan map amendment does not meet the basic

criteria listed under (4) below, the Commission should not schedule the issue for further consideration through this process.

If, following comments and public debate on the subject amendment during the additional public forum (if scheduled for December 15, 2009), the Commission determines by majority vote that a specific request to amend the Plan text and/or map is desirable and in the public interest, the recommended proposed amendment will be included in the final report. The final report shall be accompanied by a draft ordinance to effect the proposed amendments as recommended by the Commission. City Council following a public hearing to consider the plan update and ordinance may approve the ordinance including the recommended amendment or delete the proposed amendment from the ordinance.

- If the Commission by majority vote determines at any time that a specific request for amendment of the Plan text and/or map does not warrant further consideration through the 5-Year Comprehensive Plan Review the proposed amendment will not be scheduled for further discussion and action and will not be included in the final report and draft ordinance. However, the minutes of the Commission meeting(s) and public forum(s), including comments of the public on all issues and amendment requests, will be forwarded to City Council.

- This **Horizons Plan Text and Future Land Use Plan Map Amendment Consideration Process** related to the "5-Year Review" does not prohibit or restrict future petitions for amendment to the Comprehensive Plan via the established standard application procedure. Staff recommends that no individual requests for amendment to the Comprehensive Plan, which are submitted via the standard application procedures, be approved until the completion of this 5-Year Comprehensive Plan Review process and adoption of the final report and associated ordinance.

- After the Commission has approved the final report, including any recommendation for amendment to the existing Plan text and/or map the City Council shall hold a public hearing to consider adoption of an ordinance to approve the final report and ordinance. City Council may make changes to the final report and ordinance.

4. **Future Land Use Plan Map amendment consideration criteria:**

(i) The proposed amendment is determined by Planning and Zoning Commission and City Council to be necessary as a result of changed conditions, in the local development pattern, street system, environment, or other major feature or plan which, impacts the site in a manner or to a degree not previously anticipated at the time of adoption of the current Future Land Use Plan Map; and

(ii) The location of the proposed classification(s) support the intent and objective of the current Future Land Use Plan Map, Focus Area Map, and Transportation Corridor Map and other contextual considerations of the comprehensive plan; and

(iii) The resulting anticipated land use is properly located with respect to existing and future adjoining and area uses and the proposed change is not anticipated to cause undue negative impacts on localized traffic, the natural environment or existing and future neighborhoods and businesses within and in proximity to the area of proposed amendment; and

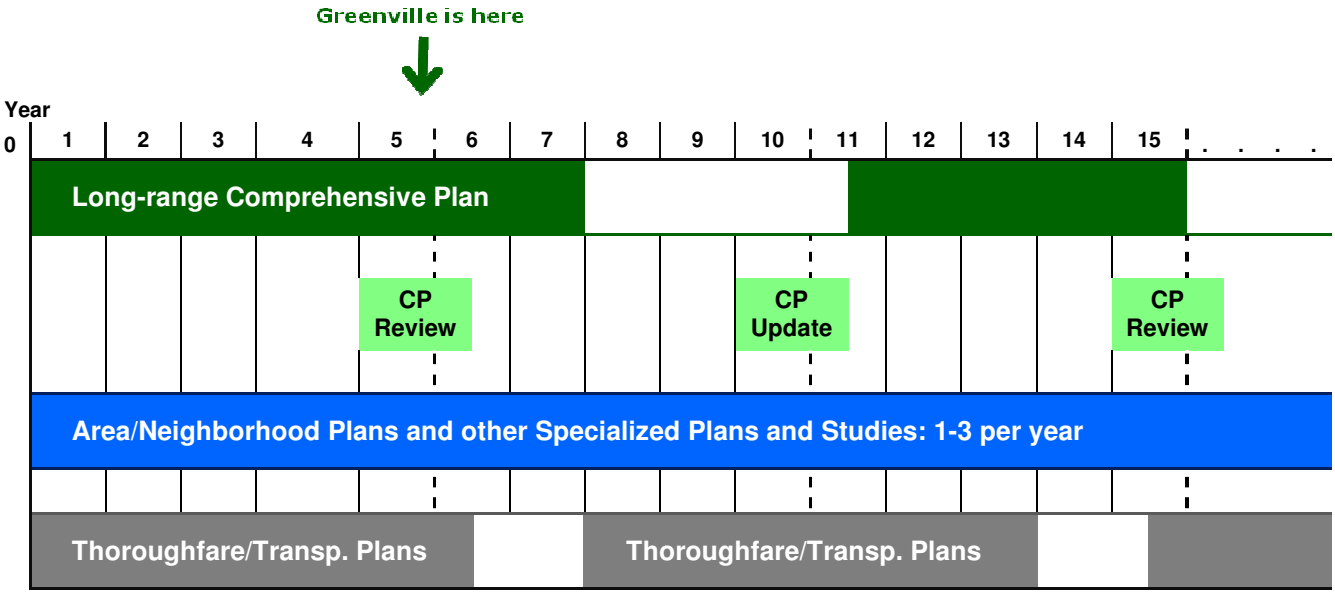
(iv) The amendment is anticipated to result in a desirable and sustainable land use pattern to an equal or greater degree than existed under the previous plan recommendation.

(see also: Requests to Amend the Future Land Use Plan—Consideration Criteria, page 107).

APPENDIX B:
Comprehensive Planning Timeline

Approximate 20-year timeline for reviewing and updating a comprehensive plan document and other key components of a comprehensive plan:

Long-range Comprehensive Planning Process: Approximately 20-Year Horizon



- **Area/Neighborhood Plans (short-term):** Address specific needs of residents & business in focus areas/neighborhoods. Public participation is focused on residents & stakeholders who are encouraged to take ownership of their areas/neighborhoods
- **Comprehensive Plan Review (mid-term):** Evaluate how the CP is meeting its goals & objectives. Incorporate new data into the process. Amend the plan as needed. Public, stakeholder input is encouraged; however, it is not extensive at this stage (i.e. not a "re-visioning"), since the purpose is to review and recommit to the existing CP
- **Thoroughfare Plan (mid-term):** Ensures that the thoroughfare system is working in concert with the CP while responding to changing transportation needs and challenges. Public participation components typically include, public forums, informational presentations, and public meetings and hearings.
- **New/Updated Comprehensive Plan (long-term):** Creates a new long-range, community-wide planning vision, which may include major changes to goals, objectives, and policies. The visioning process involves extensive public & stakeholder participation, including visioning charettes, committee meetings, multiple hearings

APPENDIX C

Summary of Implementation Strategies, Management Actions, and Vision Area Policies by Department, Commission, or Agency

This section will provide additional breakdowns on the status of implementation strategies, management actions, and vision area policies. For example: percentage breakdowns of items now completed, ongoing, under evaluation, or future consideration, etc. Completion of these additional tables is pending additional/final feedback, updates, or corrections from the divisions/departments/commissions responsible for the items.

APPENDIX D

Public Utility Service Agreements: City of Greenville and Town of Winterville

This section will include copies of the current inter-jurisdictional agreements between the City of Greenville, Town of Winterville, and Pitt County.