

CITY OF GREENVILLE: FLOOD LAND REUSE PLAN



Department of Planning & Community Development

Adopted: January 8, 2004

ACKNOWLEDGEMENTS

CITY COUNCIL:

Mayor Don Parrott
Mayor Pro-Tem Ric Miller
Pat Dunn

Mildred A. Council
Ray Craft

Rose Glover
Chip Little

PLANNING & ZONING COMMISSION:

Don L. Baker
Dr. Mark Hayes
Jim Moyer
Jerry G. Taylor III

William Jarrett Peery
James Leo Wilson
Tim Randall

Len Tozer
Bob Ramey
Jay Yates

CITY STAFF:

Marvin W. Davis, City Manager
Bill Richardson, Deputy City Manager
Dave Holec, City Attorney
Andrew J. Harris, Director of Planning & Community Development
Merrill Flood, Deputy Director of Planning & Community Development
Kenneth J. Tippet, Senior Planner
Neil Holthouser, Senior Planner
Jason T. Pauling, Planner II
Carl Rees, Neighborhood Services Coordinator/Flood Recovery Manager
Tom Tysinger, Director of Public Works
Boyd Lee, Director of Parks & Recreation



TABLE OF CONTENTS

	<u>PAGE</u>
I. <u>PURPOSE</u>	1
II. <u>BACKGROUND</u>	1-6
A. Hurricane Floyd	1-3
B. Hazard Mitigation Grant Program.....	4-5
1. Eligibility Requirements for HMGP Participation.....	4-5
2. The HMGP Process	5
3. Flood land Reuse Plan Team.....	5-6
III. <u>REUSE OF ACQUIRED PROPERTIES</u>	6-24
A. Buyout Property Restrictions.....	6-7
B. Leasing of Buyout Property	7-8
C. Flood land Reuse Locations.....	8-24
1. Area 1 - River Park North.....	10-12
2. Area 2 – Meadowbrook/Hillsdale	13-15
3. Area 3 - Tar River South	16-20
4. Area 4 - Port Terminal	21-22
5. Area 5 - Scattered Sites.....	23-24
IV. <u>ACQUISITION METHODS & PROCEDURES</u>	25-26
A. Annexation.....	25
B. Land Banking	26
C. Demolition of Improvements.....	26
V. <u>CONCLUSION</u>	27



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

TABLE OF CONTENTS (Cont.)

Table Index

Table 1:	Classification of Damaged Structures.....	Page 3
Table 2:	HMGP Buyout Breakdown.....	Page 4
Table 3:	Flood Land Reuse Locations.....	Page 8

Image Index

Image 1:	Satellite Image of Floyd Traveling up the Coast.....	Page 1
Image 2:	Flooded Structure in East Meadowbrook.....	Page 2
Image 3:	Flooded View of Pinecrest Mobile Home Park.....	Page 3
Image 4:	Flooded View of Highway 264 Bypass.....	Page 3
Image 5-6:	Former Pinecrest Mobile Home Park.....	Page 12
Image 7:	Former Quail Village Mobile Home Park.....	Page 12
Images 8-9:	Former East Meadowbrook Subdivision.....	Page 15
Image 10:	Former Airport Village Mobile Home Park.....	Page 15
Images 11-12:	River Drive – Future Greenway Corridor.....	Page 18
Images 13-20:	Former Site of Tar River Estates.....	Page 18-19
Images 21-24:	Tar River Estates – Possible Greenway Locations.....	Page 20
Images 25-26:	Port Terminal Road Area.....	Page 22

Map Index

Map 1:	2002 FEMA Flood Hazard Areas.....	Page 2
Map 2:	Flood Land Reuse Focus Area.....	Page 9
Map 3:	River Park North Area.....	Page 10
Map 4:	Meadowbrook/Hillsdale Area.....	Page 13
Map 5:	Tar River South Area.....	Page 16
Map 6:	Port Terminal Area.....	Page 21
Maps 7-10:	Scattered Sites.....	Page 24
Map 11:	Annexations since 1960.....	Page 25

Appendices

Appendix 1:	Application to Lease Buy-Out Property.....	Appendix i
Appendix 2:	Lease & Maintenance Agreement.....	Appendix ii-iv



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

PURPOSE

The purpose of the Flood Land Reuse Plan is to:

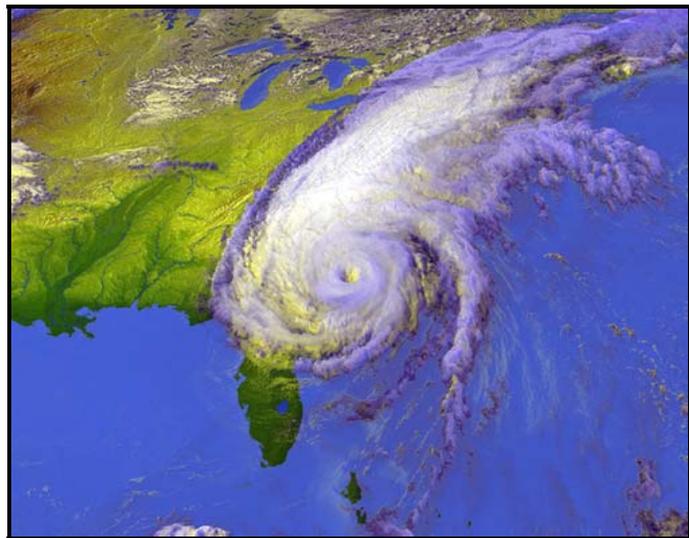
- 1) Inventory properties that the City of Greenville acquired under the Hazard Mitigation Grant Program as a result of flooding from Hurricane Floyd.
- 2) Identify potential reuses in accordance with buyout property restrictions of the Federal Emergency Management Agency (FEMA), which will benefit the City and general public.
- 3) 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.

BACKGROUND

A. Hurricane Floyd

On September 15, 1999, Eastern North Carolina braced for the impact of Hurricane Floyd, the second tropical storm event to traverse the area in as many weeks (Tropical Storm Dennis 8/31-9/1). The area experienced moderate damage associated with high winds and erosion; however, Hurricane Floyd dumped as much as twenty inches of precipitation in some areas of the coastal plain. With the ground unable to absorb any more rainfall, and the Tar River and its tributaries already swollen to their limits from the previous tropical storm, the additional precipitation had no where to go except within the flood plain.

Image 1:
Satellite Image of Floyd Traveling up the East Coast

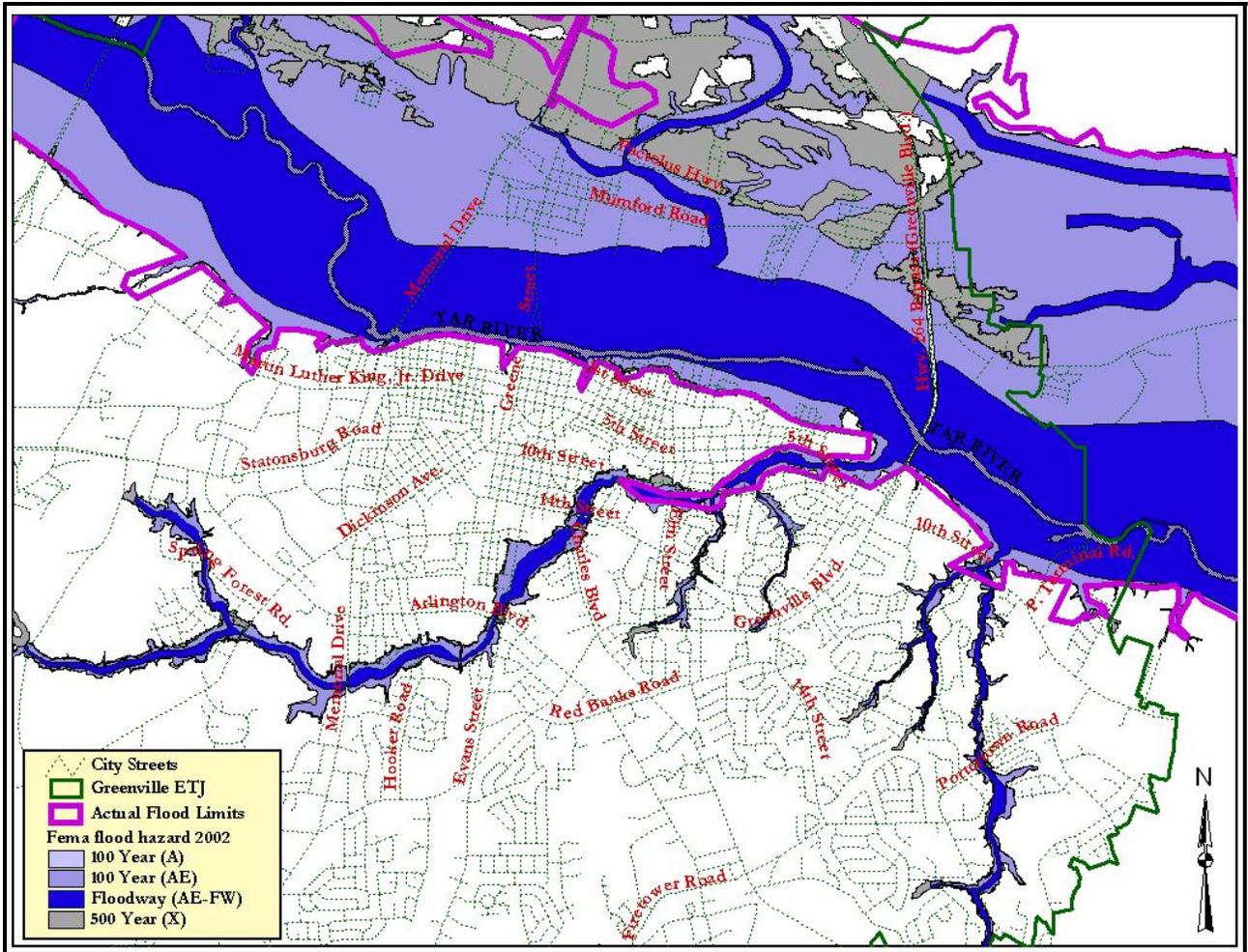


The floodwaters engulfed much of the Tar River Basin including properties located within the FEMA designated 100 and 500-year flood zones. Areas within the City of Greenville that experienced the worst flooding were the East and West Meadowbrook subdivisions and the Tar River University Neighborhood area.



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

Map 1:
2002 FEMA Flood Hazard Areas



Many of the affected structures within the City of Greenville’s jurisdiction remained submerged for nearly two weeks. When the floodwaters finally receded, the City of Greenville and its residents were left with a disaster of historic proportions. The flood impacted 1,893 total structures (see Table 1 for detailed breakdown of these structures). Of these structures, approximately 55% were deemed uninhabitable and 45% in need of repair.

Image 2:
Flooded Structure in East Meadowbrook





CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

Monetary losses for the City of Greenville and its residents are estimated as follows: \$23.5 million dollars in damages to City of Greenville owned properties, \$65.5 million dollars to private residential and commercial properties, and over \$2.5 million dollars in personal property damages.

Table 1:
Classification of Damaged Structures

Structure Type	Total	% of Total
Single-Family Detached	404	21.3%
Manufactured Homes	642	33.9%
Multi-Family Units	501	26.4%
Duplex Units	206	10.9%
Commercial Structures	140	7.5%
Total Structures	1,893	100%

Image 3:
Flooded View of Pinecrest Mobile Home Park



Image 4:
Flooded View of Highway 264 Bypass





CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

B. Hazard Mitigation Grant Program

On December 15, 1999, the City of Greenville submitted its initial Hazard Mitigation Grant Program (HMGP) application to the North Carolina Division of Emergency Management for approval. The City was notified on February 16, 2000 that Phases I & II were approved by the State and the Federal Emergency Management Agency (FEMA). (see Table 2):

Table 2:
HMGP Buyout Breakdown

Total Payments for Hurricane Floyd HMGP Expenditures		
Phase I	Total Expenses	# of Properties Purchased in Buyout
HMGP I Property Buy-out Cost	\$3,456,794	108
Supplemental I Buy-out Costs	\$928,058	32
Total Phase I Expenses	\$4,384,852	140
Phase II		
HMGP II Property Buy-out Cost	\$3,020,435	22
Demolition Costs HMGP II	\$1,211,189	
Supplemental II Buy-out Costs	\$1,196,183	19
Total Phase II Expenses	\$5,427,807	41
Phase III		
HMGP III Property Buy-out Cost	\$12,615,743	144
Demolition Costs HMGP III	\$1,038,020	
Supplemental III Buy-out Costs	\$3,650,086	166
Demolition Costs Supplemental III	\$691,790	
Total Phase III Expenses	\$17,995,639	310
Total Buy-out and Demolition Expenses	\$27,808,298	491

Phase III was originally approved in November of the same year, but has gone through several amendments. The numbers represented in this table are reflective of Phase III payments as of the date this plan was adopted. Actual figures should be verified with the City of Greenville Financial Services Department. A final amendment to the Phase III application sought funding in the amount of \$1 million dollars for the acquisition of twenty-four (24) additional properties and/or structures.

1) Eligibility Requirements for HMGP Participation

The goal of the HMGP is to lessen or eliminate the effects of future flooding by removing man-made improvements from harms way. The land that is purchased through this program must be maintained as public open space in perpetuity and most new construction is strictly prohibited by federal regulations. If another flood were to occur in the same area, the monetary losses would be far less than if the properties located within the floodplain had been redeveloped.



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

Requirements for participation in the HMGP Buyout Program are:

- ❖ Property must be a residential unit located within the 100-year floodplain.
- ❖ Property must be occupied either by the owner, a tenant, or be available on the market for rent or sale at the time of the flood.
- ❖ Property must be damaged to at least 50 percent of its fair market value and/or declared to be environmentally uninhabitable.

2) The HMGP Process

The HMGP process was administered by the Flood Recovery Center, which consisted of Planners, Sales Coordinators, and Housing Counselors. Each property acquired through the HMGP followed the acquisition process outlined below:

- ❖ Application for Participation - During the application process each applicant's situation is reviewed to determine if it meets the above-listed requirements.
- ❖ Property Appraisal - A property appraiser is hired to appraise the home at its pre-flood fair-market value. The appraised value determines the amount that is offered for the property.
- ❖ Boundary Survey - A boundary survey of the parcel is completed to determine whether the property being purchased is free of any encumbrances or encroachments.
- ❖ Title Opinion and Title Insurance - The title is researched by an assigned attorney to uncover any ownership issues, as well as to be sure all debts or liens against the property are satisfied at closing so the property could be purchased with clear title.
- ❖ Closing - After the property has been cleared for purchase, an offer is extended to the current owner. If accepted, the property goes to closing with the assigned attorney. After closing, the parcel is cleared of all structures, fences, underground tanks, etc.

3) Flood Land Reuse Plan Team

In determining how to use the acquired properties, the City appointed a team of staff members from the departments that will be most closely involved with the overall process. This committee included representatives from the following departments:

- ❖ Planning and Community Development
- ❖ Public Works
- ❖ Recreation and Parks

It was the role of this team to assess the inventory of acquired properties and determine recommendations for their use in a fashion compliant with the restrictions placed on the properties by FEMA. The plan was presented to the public through public meetings and



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

open houses. The meetings were held at locations on both sides of the Tar River in an effort to make the meetings accessible to the greatest number of people. Additionally, the Greenville Utilities Commission was given opportunity to comment and offer suggestions for reuses that may meet their needs.

REUSE OF ACQUIRED PROPERTIES

A. Buyout Property Restrictions

Once the properties are acquired, the issue becomes how to use the properties in a manner beneficial to the citizens of Greenville and at the same time safe from future flooding or storm events. This is largely determined by the restrictions placed on future use of these properties through their purchase under the HMGP buyout process, which were also placed on the deed at the time of acquisition. The following summarizes the restrictions that were placed on all properties acquired through the HMGP buyout process:

- ❖ The property must be dedicated and maintained in perpetuity for uses compatible with open space, recreation, or wetlands management.
- ❖ No new structure(s) will be built on the property except for the following purposes:
 - ◆ A public facility that is open on all sides and functionally related to a designated open space or recreational use.
 - ◆ A public restroom.
 - ◆ A structure that is compatible with open space, recreational, or wetlands management usage and proper floodplain management policies and practices, which the FEMA Director approves in writing before construction begins.
- ❖ After completion of the project, no application for additional disaster assistance will be made for any purpose with respect to the property to any Federal entity or source, and no Federal entity or source will provide such assistance.
- ❖ Any structures built on the property must be located to minimize the potential for flood damage, be flood-proofed, or elevated to the Base Flood Elevation plus one foot of freeboard.
- ❖ Every two years on October 1, the owner/lessee of the property must report to the North Carolina Division of Emergency Management that the property continues to be maintained



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

consistent with the provisions of the agreement. *(The City of Greenville Planning Department, Long Range Division, will prepare bi-annual reports to the NCDDEM).*

- ❖ Allowable open space, recreational, and wetland management uses including parks for outdoor recreational activities, nature reserves, cultivation, grazing, camping (except where adequate warning time is not available to allow evacuation), temporary storage in the open of wheeled vehicles which are easily movable (except mobile homes), unimproved, permeable parking lots and buffer zones. Allowable uses generally do not include walled buildings, flood reduction levees, or other uses that obstruct the natural and beneficial functions of the floodplain.

Reuse of the acquired properties must be in conformance with these restrictions. The restrictions are applicable to the City and to any parties that the City may elect to lease buyout property.

B. Leasing of Buyout Property

The City may utilize some of the buyout properties for needs such as parks, greenways, game fields, campgrounds, or other uses. However, a significant number of the properties acquired through the buyout will not be used for these purposes. It is the intent of the City to make these properties available for lease by private individuals or groups. Prior to entering into any lease agreement, the City will ensure any easements or other provisions for future needs are accommodated. In certain cases, the City may not wish to lease properties, but rather incorporate them into new uses, along with non-HMGP properties in accordance with other adopted plans, studies and ordinances.

Such leases will be for a set number of years (typically 5 to 10 years in most cases), and will require a nominal fee (typically \$1.00/year) to be paid by the lessee. The time frame and fee amount will be determined on a case-by-case basis, and in special circumstances the City Manager may vary lease times and fees as necessary. When the lease is enacted, the City will relinquish use of the property to the lessee. In return, the lessee will ensure the use of the property is in conformance with the restrictions imposed by the buyout and will maintain the property according to these restrictions, as well as any other applicable City regulations (i.e., zoning).

In most cases, priority to lease will be afforded to adjoining property owners as such owners may have the greatest opportunity to ensure proper maintenance of the property. This will provide the individual leasing the property with additional space for uses such as gardening, playfields, parking, lawn area, pet or livestock space, etc., while simultaneously releasing the City from the responsibility of maintenance. In this way, both the City and the property lessee gain benefit.

All applicants interested in leasing property from the City must complete the following steps:

- ❖ Contact the City of Greenville Planning and Community Development Department to obtain a copy of the HMGP Lease Application Form.
- ❖ Submit the completed form to the Planning and Community Development Department.



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

- ❖ Within 30 days, the applicant will be contacted by mail of the approval/disapproval of the pending application.
- ❖ If the application is approved, a formal lease agreement will be drawn up and activated.
- ❖ Upon activation, responsibility for maintenance of the property will fall on the lessee. Failure to maintain the property in a fashion outlined in the lease agreement can result in a revocation of the lease agreement by the City.

C. Flood Land Reuse Locations

The reuse areas are divided into four individual “cluster” locations and a fifth category that is best defined as scattered sites. Areas having a collection of acquired properties within the same general geographic area determine locations. These locations are as follows:

Area # 1: River Park North. This area includes the properties north of the Tar River and to the north and east of River Park North.

Area # 2: Meadowbrook/Hillsdale. This area includes the properties north of the Tar River and west of River Park North.

Area # 3: Tar River South. This area includes the properties south of the Tar River and east of the Town Common.

Area # 4: Port Terminal. This area includes the properties south of the Tar River and near the terminus of Port Terminal Road.

Area # 5: Scattered Sites. These areas include properties that are not geographically related to the above locations, and often are individual lots or tracts of generally small acreage.

A summary of the number of properties and acreage figures for each location is provided in Table 3.

Table 3:
Flood Land Reuse Locations

Flood Reuse Location	Total Properties*	% of Total Buyouts	Total Acreage
River Park North	34	12.7%	76.3
Meadowbrook/Hillsdale	174	64.9%	51.9
Tar River South	49	18.3%	23.3
Port Terminal	4	1.5%	5.0
Scattered Properties	7	2.6%	4.6
Total	268	100.0%	161.1

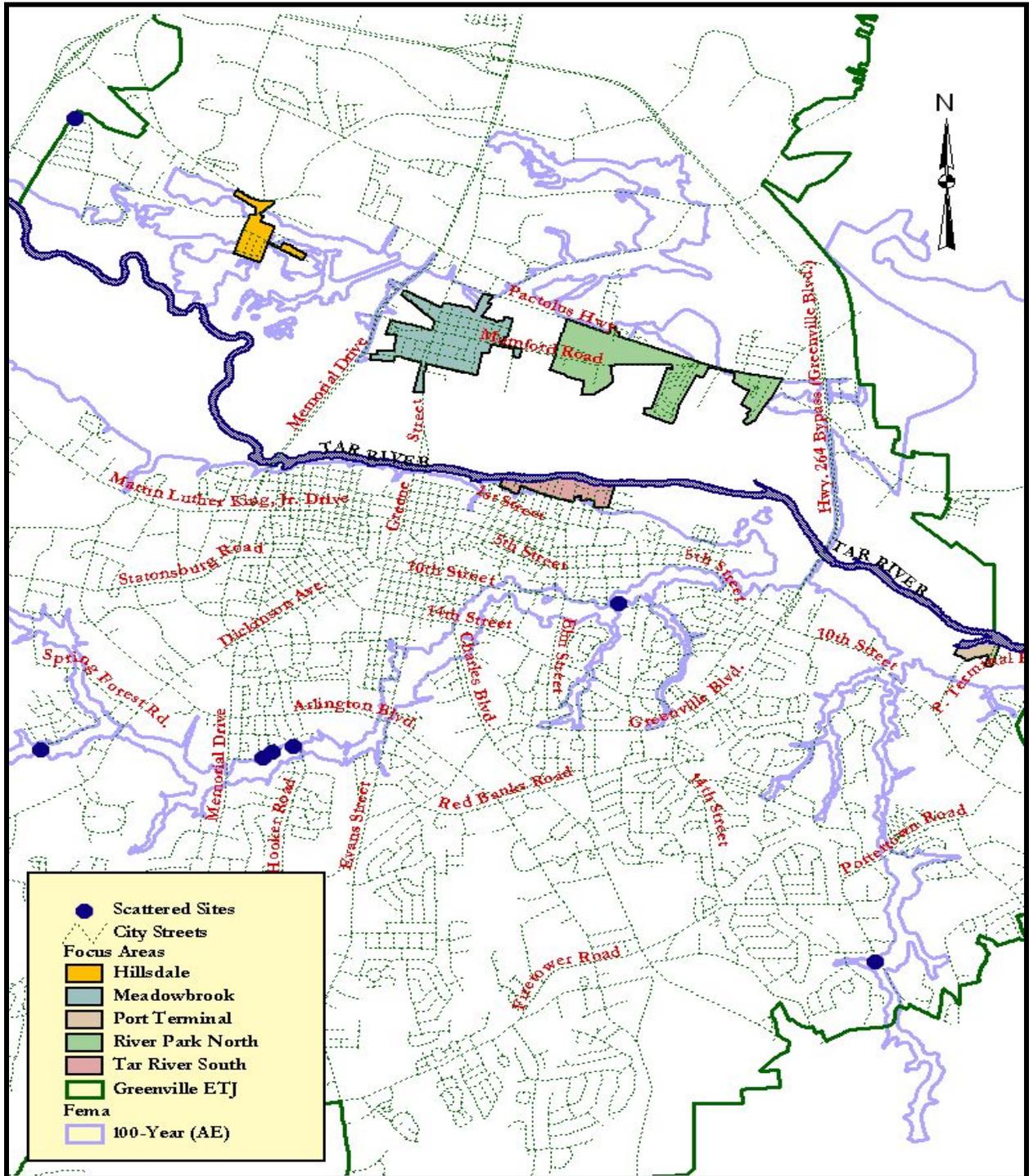
*The figure shown for total properties in the table above represents the total number of lots purchased. This number is not intended to coincide with the total number of structures purchased.



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

MAP 2:

Flood Land Reuse Focus Area: The areas on this map are not intended to represent any type of political jurisdiction, but are simply meant to provide a general idea of where each of the Flood Reuse Locations are located.



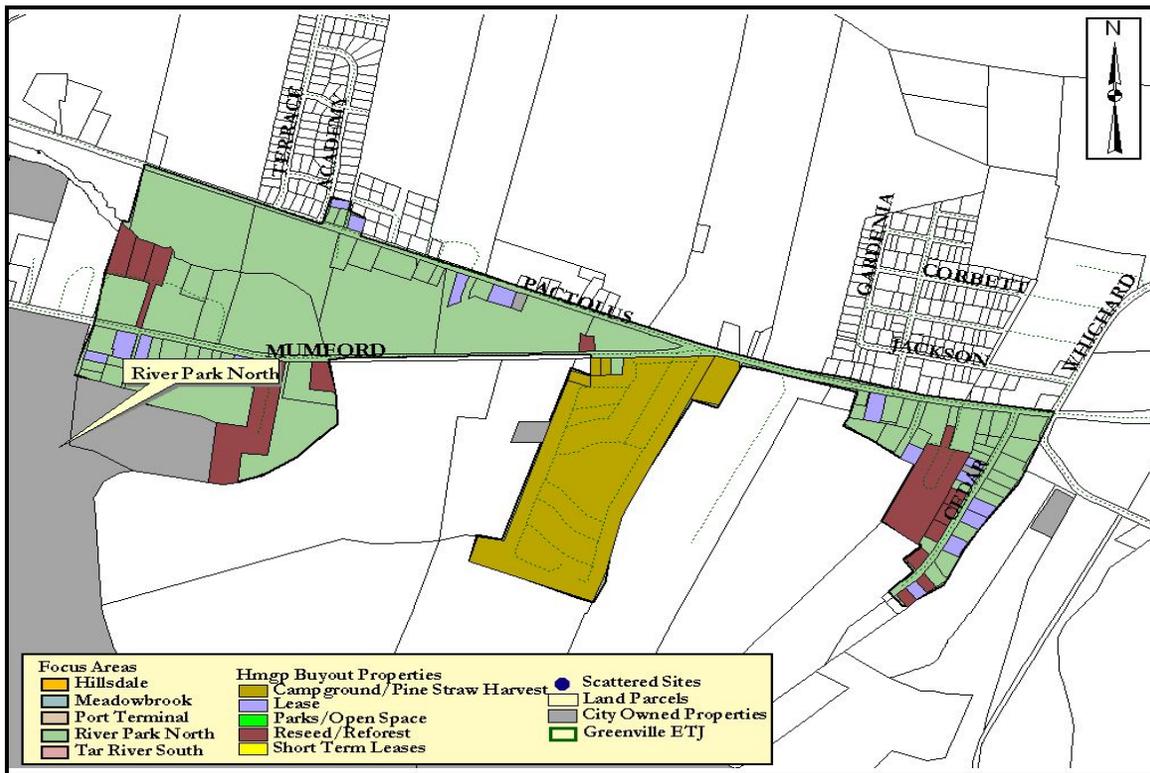


Area # 1: River Park North

The River Park North area is located north of the Tar River and west of Greenville Boulevard (see Map 3). It includes approximately 34 purchased properties for a total of about 76 acres. While there are a few buyout properties north of NC33, most are located south of that thoroughfare. The majority of the impacted properties are located adjacent to Mumford Road or Cedar Drive.

Due to the low-lying nature of this area, extensive flooding resulted from Hurricane Floyd. Properties with land uses of residential, commercial, office, and industrial all received damage as a result of the flooding. River Park North was the scene of significant damage to City-owned facilities. The River Park North Area also suffered the most severe damage to mobile home parks than anywhere else in the City’s jurisdiction.

Map 3:
River Park North Area



Potential uses for properties in this study area include:

- 1) **Campground.** This may be the best possible reuse of the former Pine Crest Mobile Home Park property. Camping facilities are in short supply in the Greenville area, particularly for organizations such as the Boy and Girl Scouts of America, or for organized recreational vehicle camping. Much of the infrastructure required for the establishment of a campground such as streets, water, sewer, and site pads was previously constructed for use by the mobile home park. The overall costs to convert



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

the property to campground use should be relatively low. This facility may be owned and operated by the City, or leased to a concessionaire. Unlike many buyout properties, there is a potential to produce revenue should a paid campground be established. Due to its proximity to River Park North, use of the property as a campground could be further enhanced if a means to connect it to River Park North proper can be acquired. This could be achieved through either fee simple purchase of property or by easement. Also, its proximity to major thoroughfares would allow for quick evacuation should it be necessary, which is a condition for reuse of the property for camping purposes.

- 2) **Pine Straw Harvesting.** As the former Pine Crest Mobile Home Park property is of sufficient size to exceed likely campground needs, it may be possible to utilize a portion of the acreage for pine straw harvesting. The property hosts a large stand of healthy mature pine trees, thereby providing a large quantity of pine straw annually. The harvesting of pine straw could be a revenue source either through product sales or the leasing of harvest rights.
- 3) **Reforestation/Reversion.** This type of use may be implemented on those properties that are located near existing forest uses or are relatively isolated. One such location is the property north of Mumford Road near Parker's Creek; accessible by a narrow connection to Mumford Road. Located to the rear of street frontage lots, this property may be allowed to revert back to a natural state and continue to serve as a natural riparian buffer for Parker's Creek. Other locations that may be allowed to return to a natural state are the properties along Cedar Drive. Cedar Drive is a terminal street that will be used largely for access to properties not used for residential purposes.
- 4) **Integration with Other Facilities.** Those properties located near River Park North or the operations facility of the Greenville Utilities Commission may be integrated into those uses. However, these properties are subject to the buyout restrictions prohibiting the construction of buildings, etc. These properties may serve well as parking facilities.
- 5) **Training Facilities.** The City may also utilize a site within this area as a training facility for fire/rescue and police services. This type of use must also adhere to the buyout restrictions with regards to structures.
- 6) **Leasing to Adjoining Property Owners.** Some of the properties may be leased to adjoining property owners. This may allow the lessee to use the property for such purposes as increasing yard space, gardening, parking, etc., provided the use is compatible with the goals and purposes of the buyout program. Where possible, this will be the most favorable use of buyout properties. The leasing of these properties will be dictated by the desire of property owners still living in the Flood Land Reuse Locations to take on the responsibility of maintaining these properties. Maintenance must be in compliance with the restrictions specified by FEMA and outlined in this plan.



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

Images 5-6:
Former Pinecrest Mobile Home Park



Image 7:
Former Quail Village Mobile Home Park



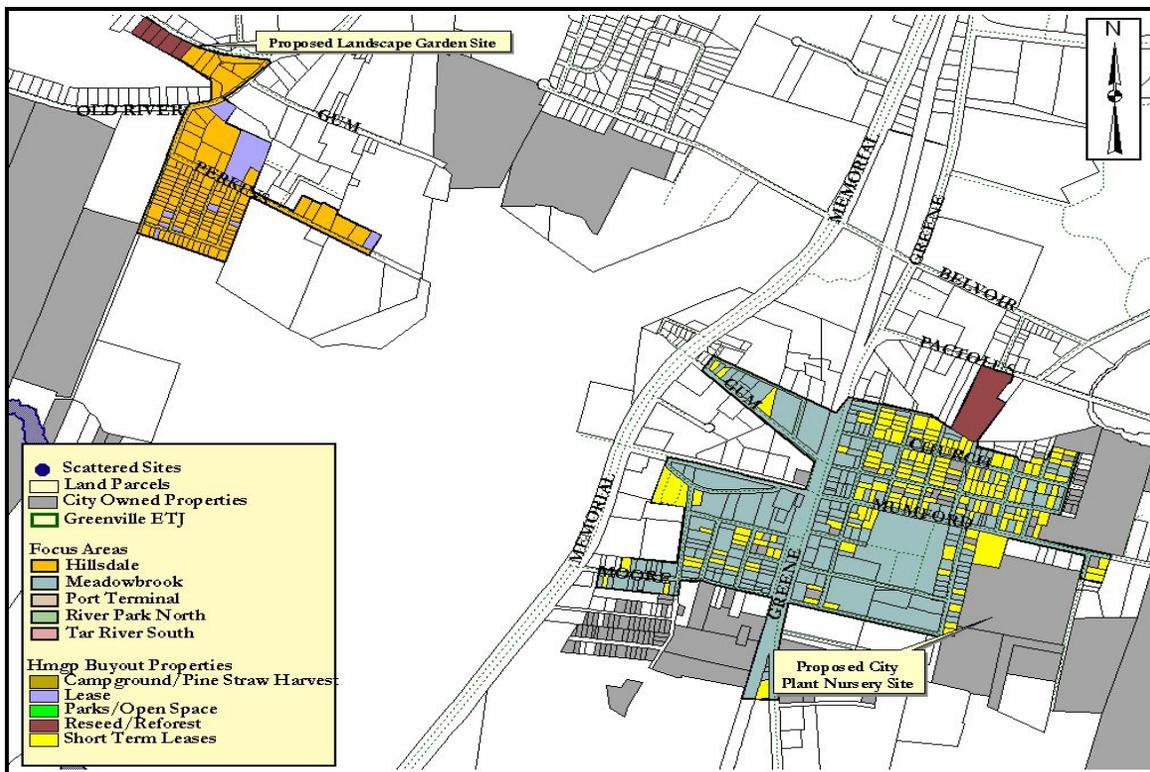


Area # 2: Meadowbrook/Hillsdale

The Meadowbrook/Hillsdale area is among the most impacted of the Greenville areas affected by the flood. Meadowbrook is in a low plain adjacent to the river and therefore is more subject to flooding than south bank locations. The Hillsdale neighborhood lies within Greenville’s Extra Territorial Jurisdiction.

The Meadowbrook/Hillsdale study area encompasses those properties east of Memorial Drive to River Park North, and west of Memorial Drive along Old River Road (see Map 4). It includes approximately 174 buyout properties for a total of about 51.9 acres. Most of the properties are small lots. Mumford Road bisects the Meadowbrook portion of this study area. While there are acquired properties west of North Greene Street, south of Mumford Road, and within Hillsdale, the greatest concentration of buyout properties is located east of North Greene Street and north of Mumford Road.

Map 4:
Meadowbrook/Hillsdale Area



Potential uses for properties in this study area include:

- 1) **City Plant Nursery.** A portion of the properties may serve as a site for which the City can cultivate trees and other vegetation, which will be relocated for reuse in beautification or stabilization projects. This may provide a steady supply of ornamental



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

or shade trees that the City may utilize for street, park, and other City-sponsored projects. The nursery space may be useful for the cultivation of difficult to find tree species, centipede and Bermuda sod, and spreading groundcovers such as day lilies, canna lilies, or irises. Additionally, portions of the property may function as temporary holding areas for purchased plants awaiting removal to a permanent location. This endeavor may create a potential cooperative effort between the City and the Greenville Utilities Commission to address the vegetation needs of both. Large tracts of property located south of Mumford Road near Holly Street may serve well in this function.

- 2) **Arboretum.** Part of the City Plant Nursery site, or another site within this area could be set aside for the designation of an arboretum for the cultivation and growing of specimen trees used for educational purposes. It could be a common area of reforestation designated as an arboretum, which would allow the public to contribute to its growth and preservation.
- 3) **Leasing to Adjoining Property Owners.** Some of the properties may be leased to adjoining property owners. This may allow the lessee to use the property for such purposes as increasing yard space, gardening, parking, etc., provided the use is compatible with the goals and purposes of the buyout program. Where possible, this will be the most favorable use of buyout properties. The leasing of these properties will be dictated by the desire of property owners still living in the Flood Land Reuse Locations to take on the responsibility of maintaining these properties. Maintenance must be in compliance with the restrictions specified by FEMA and outlined in this plan.
- 4) **Reversion.** Some of the lots may be so located that they could be allowed to return to a natural state and serve as a shelter or habitat for plant and wildlife species. This is especially true of the area north of Gum Road between Pitt Street and Mills Street. As there are no living quarters in this area, it should be allowed to revert to a sizeable-forested area. However, the presence of a few lots under private ownership in the vicinity may preclude the demolition of the streets in the area. If possible, these lots should be acquired and included in the reversion area, with closing and demolition of the streets soon thereafter. The consolidation of these properties and subsequent street demolition will provide an opportunity for a limited access nature preserve, perhaps with some trail development. If reversion is determined to be the future use of this property, the City will maintain the streets until the time comes that these streets are no longer utilized and can be demolished.
- 5) **Short Term Leasing.** Leasing of property in the East Meadowbrook Neighborhood for recreational/open space use with future plans to use the property for reforestation; short term leasing will be established for a 5-year period.



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

Images 8-9:
Former East Meadowbrook Subdivision



Image 10:
Former Airport Village Mobile Home Park

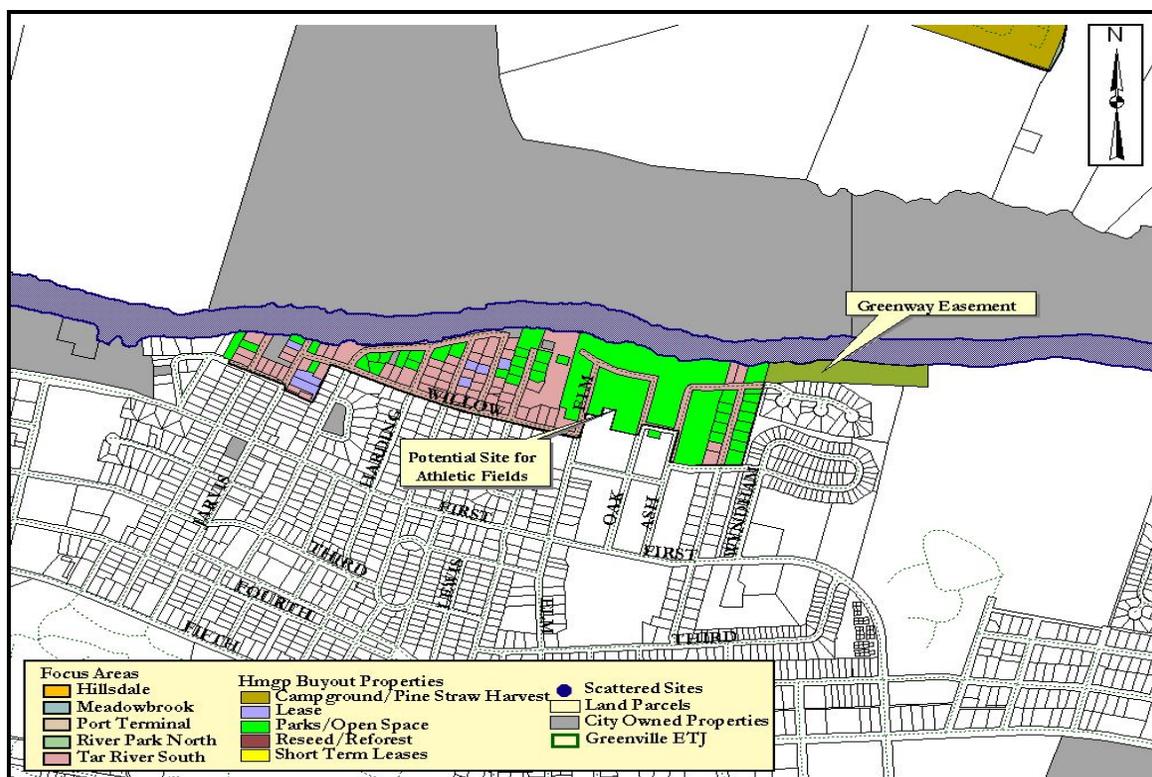




Area # 3: Tar River South

The Tar River South study area is located along the south bank of the Tar River, extending from the Town Common to the east side of Warren Street (see Map 5). The buyout included about 49 properties for a total of approximately 23.3 acres. Prior to the flood, this area was composed primarily of a mixture of single-family and multi-family residential development, with the larger percentage of multi-family located in the eastern half of the area. Flooding on the south bank of the Tar River was not as extensive as areas along the north bank due to a more rapid elevation change on the south bank. However, it was this south bank area that witnessed the largest number of multi-family units affected by the flood.

Map 5:
Tar River South Area



Potential uses for properties in this study area include:

- 1) **Open Space or Passive Recreation.** The Tar River South study area is in near proximity to a large segment of the City’s population, including a significant university student population. The area formerly occupied by multi-family housing developments will offer substantial acreage that may serve as sizeable open space within walking distance of the area’s population. Such space may serve to provide a location for outdoor exercise facilities, pet activities, or other similar uses. This could also be a location where a public restroom and/or picnic shelter facility may be considered. The smaller lots toward the west of the study area may serve well as small open space locations, and may contain linear “pocket” parks connected by a greenway corridor.



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

- 2) **Fishing Area/Access to Water Recreation.** Most of this area lies adjacent to the Tar River; therefore fishing and other water sports could be made available along the banks of the river. The 4-H club or other groups such as the Boy and Girl Scouts, church groups, school groups and classes, and other non-profit groups or clubs could have access to this site for fishing and canoeing/kayaking along the river. The City has identified the opportunity to create a pedestrian bridge across the Tar River, which would link the South Tar River Greenway to River Park North. River Park North currently offers boating activities that could be integrated and connected with this use.
- 3) **Leasing to Adjoining Property Owners.** Some of the properties may be leased to adjoining property owners. This may allow the lessee to use the property for such purposes as increasing yard space, gardening, parking, etc., provided the use is compatible with the goals and purposes of the buyout program. Where possible, this will be the most favorable use of buyout properties. The leasing of these properties will be dictated by the desire of property owners still living in the Flood Land Reuse Locations to take on the responsibility of maintaining these properties. Maintenance must be in compliance with the restrictions specified by FEMA and outlined in this plan.
- 4) **Game Fields.** Due to the size of some of the properties in this area, the City may consider using them as athletic fields in one of two scenarios. The first and most obvious would be the development of City maintained fields for activities such as soccer or softball. However, the current inventory of this type of facility and the location of the properties may not warrant such use at this time. The other scenario would be to lease the larger tracts as space for the development of athletic fields for use by East Carolina University. Under this scenario, the University would assume maintenance of the overall facility once developed even though they would still be open to the public. It should be noted that certain properties in this area contain deed restrictions that do not permit lighting for athletic fields.
- 5) **Greenways.** The City of Greenville's *Greenway Comprehensive Plan* should be consulted when considering reuse of properties in the Tar River South Area. The south bank of the Tar River has been identified as a greenway corridor in the greenway plan. Under this designation, the City may consider using any of the buyout properties to achieve this goal. Much of South Tar River study area is included within the identified greenway corridor; these properties should ultimately be incorporated into the Tar River greenway. One method to achieve this would be to redesign River Drive, as a greenway corridor once the street is no longer needed to serve as access to private properties. Adjoining buyout properties may be used to provide additional open space or natural areas adjacent to the corridor. The City currently holds ownership of properties or greenway easements to the east of the study area. When combined, the buyout properties, River Drive, and existing greenway easements would nearly provide a continuous, unobstructed corridor over a mile in length along the south bank of the Tar River, with the potential for a longer corridor upon the acquisition of a few additional easements.
- 6) **Reforestation/Reversion.** Some properties, particularly those nearest the Tar River, may be candidates for a program to plant a forest cover. This type of use can help



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

protect the surface waters from non-point pollutants by serving as a natural buffer or filter between surface storm water runoff and the river.

Within the Tar River South Area are some properties that were acquired through a means other than the Hazard Mitigation Program. These properties are, therefore, not subject to the same restrictions as imposed on properties purchased through the HMGP process. As a result, the City may be able to make additional uses of these properties that would not typically be permitted, including the construction or rehabilitation of structures. Such structures may be used to support the open space uses of greenways or recreation fields.

Images 11-12:

River Drive – Future Greenway Corridor



Images 13-20:

Former Site of Tar River Estates





CITY OF GREENVILLE – FLOOD LAND REUSE PLAN





CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

Images 21-24:

Tar River Estates – Possible Greenway Location Sites

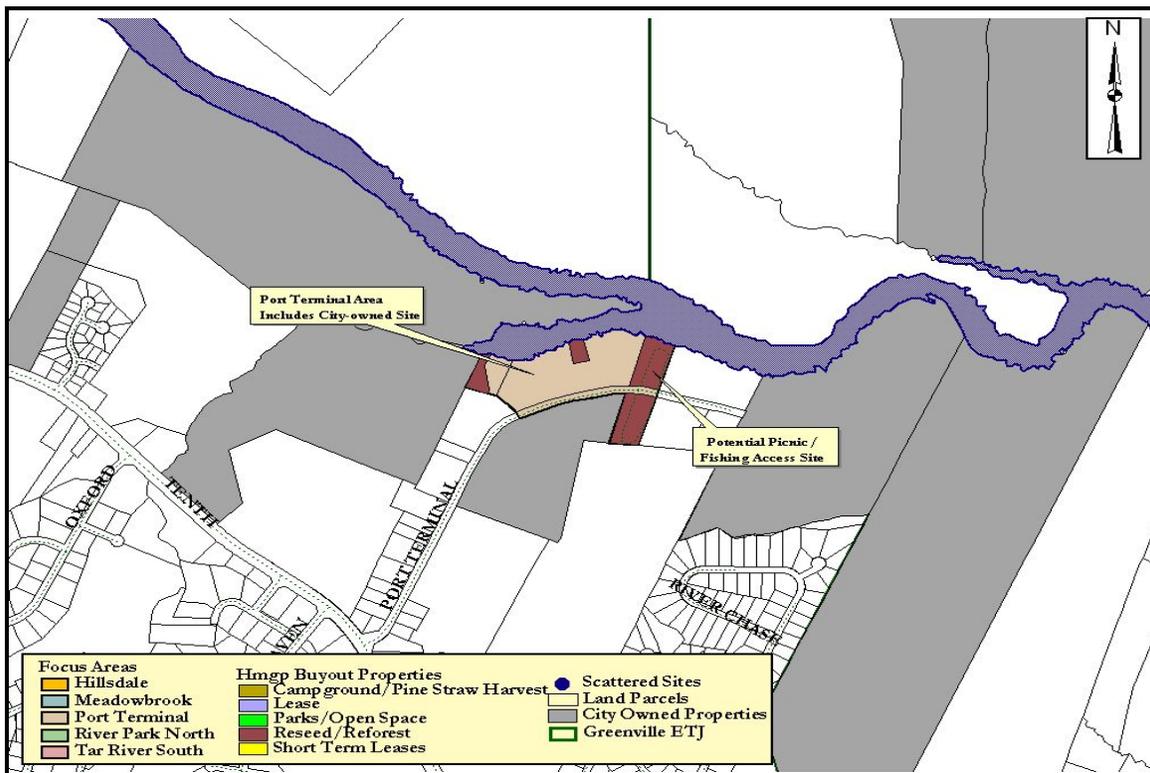




Area # 4: Port Terminal

The Port Terminal Reuse Study Area is located near the terminus of Port Terminal Road (see Map 6). This area is located in the eastern portion of the City’s jurisdiction and is adjacent to the south bank of the Tar River. There are only four buyout properties in this study area. These properties total approximately five acres. However, the landholdings are significant when combined with properties previously or already under City ownership.

Map 6:
Port Terminal Road Area:



Potential uses for properties in this study area include:

- 1) **Recreation/Fishing Area.** The properties that share the nearest proximity to the public boating access ramp could be utilized in such a way as to complement the recreational nature of the boat ramp. Facilities such as picnic sites or fishing access along the bank would be a favorable addition that would not interfere with the boating access site.
- 2) **Reforestation/Reversion.** The Port Terminal area lends itself well to the replanting of forest trees or allowing it to revert back to a natural state. Such use is inexpensive and relatively maintenance free. This type of use can help protect the surface waters from nonpoint pollutants by serving as a natural buffer or filter between surface storm water runoff and the river. It may be possible to include an unpaved walking trail on the property.



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

- 3) **Leasing to Adjoining Property Owners.** Some of the properties may be leased to adjoining property owners. This may allow the lessee to use the property for such purposes as increasing yard space, gardening, parking, etc., provided the use is compatible with the goals and purposes of the buyout program. Where possible, this will be the most favorable use of buyout properties. The leasing of these properties will be dictated by the desire of property owners still living in the Flood Land Reuse Locations to take on the responsibility of maintaining these properties. Maintenance must be in compliance with the restrictions specified by FEMA and outlined in this plan.

- 4) **Greenways.** The City of Greenville's *Greenway Comprehensive Plan* should be consulted when considering reuse of properties in the Port Terminal Area. Hardee Creek and Bells Branch border properties on Port Terminal Road to the north, and flow into the Tar River. This area has been identified as a greenway corridor in the greenway plan. Under this designation, the City may consider using any of the buyout properties to achieve this goal. The featured trail is necessary to connect the South Tar River to Bells Branch, and will intersect with Tenth Street. Much of the area along Hardee Creek/Bells Branch consists of wooded wetlands, which are prone to flooding. The recommended trail types include natural earth trails, and boardwalks. The boardwalks may be necessary to cross through severe wetland areas. Adjoining buyout properties may be used to provide additional open space or natural areas adjacent to the corridor.

Images 27-28:

Port Terminal Road Area





Area # 5: Scattered Sites

Since the purchase of properties through the buyout program is based entirely on the voluntary participation of the previous property owner, it is inevitable that there are instances where acquired properties are surrounded by properties whose owners chose not to participate in the buyout program. This can result from a single property being affected more severely by the flood than the surrounding properties, an owner being more willing to sell than were the neighbors, a neighboring property having been sold to a third party prior to buyout, or other reasons. Whatever the cause of the isolated buyout property, it results in a number of issues ranging from how best to use the property to the difficulties of its maintenance. Through the buyout, the City purchased about 7 of these isolated properties for a total of approximately 4.6 acres.

Potential uses for scattered sites include:

- 1) **Reversion or riparian buffer.** This type of use may best be located on those properties that abut an existing watercourse. The property may be reseeded or allowed to return to a natural state. This would serve as a buffer to protect the surface water from runoff pollutants. This type of use may also be appropriate in other locations not immediately adjacent to surface waters as it also provides a shelter or habitat for local flora and fauna. Maintenance costs for this use should be minimal.
- 2) **Landscape gardens.** At the completion of the buyout program, the City may be in possession of property located near visible locations, such as major intersections or approaches to the City. Such properties may provide opportunities for landscaping or other City beautification projects that will enhance the visual character of the City as well as provide a positive image. Such projects may be undertaken by the City, or the site may be made available to garden clubs, nature enthusiasts, or other groups interested in maintaining the site in an attractive manner.
- 3) **Leasing to adjoining property owners.** Some of the properties may be leased to adjoining property owners. This may allow the lessee to use the property for such purposes as increasing yard space, gardening, parking, etc., provided the use is compatible with the goals and purposes of the buyout program. Where possible, this will be the most favorable use of buyout properties. The leasing of these properties will be dictated by the desire of property owners still living in the Flood Land Reuse Locations to take on the responsibility of maintaining these properties. Maintenance must be in compliance with the restrictions specified by FEMA and outlined in this plan.

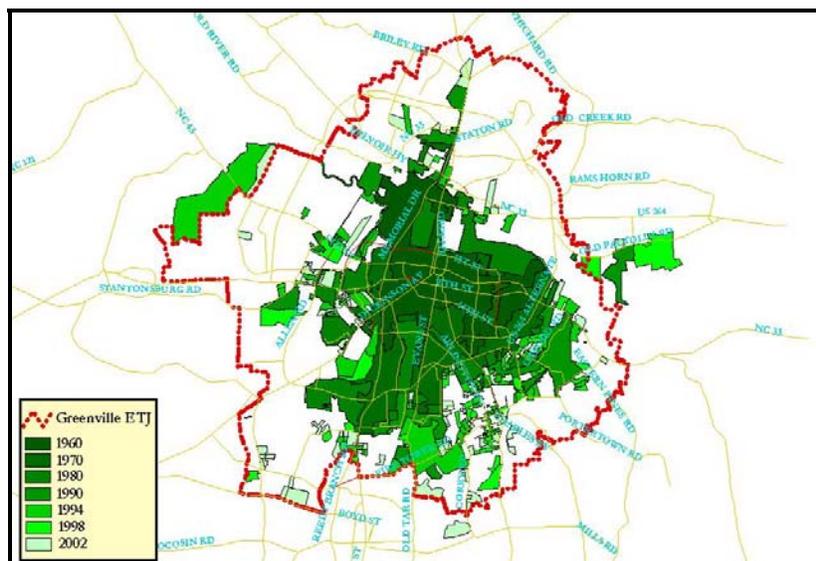


ACQUISITION METHODS AND PROCEDURES

A. Annexation

Annexation is the means by which the City expands its incorporated area. Through annexation, a City increases its physical size and tax base. Many vibrant cities have a program of regular annexation to capture the growth along the fringes of the urban core. While most annexations in the City of Greenville occur through a voluntary process initiated by the property owner, the City may also annex through an involuntary process initiated by the City. This latter method requires that the annexed area meet a very specific standard detailed in the General Statutes of North Carolina. The acquired properties are located throughout the planning jurisdiction of the City. While many are located within the City limits, a substantial number are located in areas currently outside the City but within the City’s extraterritorial jurisdiction. Consideration should be given to annexation of these properties, with emphasis given to those that are contiguous or adjacent to the existing City limits. The benefits of annexation of these properties include their possible use as a “bridge” to annex other suitable areas in the future. Also, the inclusion of these areas into the primary corporate limits of the City will contribute to the reduction of the percentage of City area currently held as satellite annexations. While there are few properties that would warrant immediate annexation, efforts should be made to annex those properties if and when they become adjacent to the City limits, thereby avoiding “doughnut holes” or other irregularities in the City’s overall jurisdiction.

Map 11:
Annexations Since 1960





B. Land Banking

Land banking is the process by which a City may acquire properties to be held in anticipation of a yet unidentified future need. Many of the acquired properties are in locations for which a reversion to a natural state or similar low maintenance use may currently be the best option. However, as the City continues to grow and there is an increasing demand for parkland, open space, storage ground, or other use compatible with the program under which the properties were purchased, the City may alter the use of the property to help address these needs.

Land banking does not inhibit the City's option to lease the property. To lease a landbanked property, the City would ensure future access to the property by including an escape clause within the lease. The escape clause provides that with prior notice to the lessee, such as a specified time period, the City can cancel the terms of the lease and regain use of the land when it is needed.

C. Demolition of Improvements

As part of the buyout program, existing improvements on purchased properties are to be demolished and the site returned to a state compatible with the purposes of the program. This is especially true for houses, outbuildings, and other habitable structures. However, some improvements such as streets and water/sewer infrastructure may be retained for subsequent uses that are congruent with the program. For example, it may be more cost efficient to retain the existing streets of the former mobile home park to function as streets within a new campground area.

CONCLUSION

This plan shall offer guidance to the City and the public on proper reuse of the numerous properties acquired through the buyout program as part of the recovery efforts resulting from extensive flooding. As a part of the program, significant restrictions are imposed on the reuse of the properties to ensure a much lower threat of destruction should another similar event occur in the future. However, this still leaves the City with a number of options for the reuse of the land, including parks, greenways, open space, etc. Additionally, it also provides opportunities for uses that can help meet the City's needs, such as space for the cultivation of plant material to be used in City projects.

While the City has several options on how to reuse the property, it may also choose to lease a significant portion of the property to private individuals who have a need for additional space for gardening, cultivation, playfields, or other uses compatible with the goals of the disaster prevention program.

It is hoped that through the cooperation of the City and any private citizens that elect to pursue



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

leases, these properties will be properly maintained and used in a fashion which will promote the safety and welfare of the citizens of the Greenville area and help to reduce the risks and dangers should the area once again be the victim of a natural disaster.

It should be noted that the most important aspect of this plan should be its flexibility. Land leases established under the guidelines outlined in this plan can be terminated at any time with proper notice by the City should the needs of the City change. Land that has been allowed to revert back to its natural state can also be returned to an active use should the need for this property arise. The contents of this plan should be reviewed every three to five years to determine if the land uses suggested remain appropriate. This plan should also be cross-referenced with other related plans and studies as needed. The following is a list of all related plans and policies:

- ❖ **Horizons: Greenville’s Community Plan**.....*Planning & Community Development*
- ❖ **T. River Floodplain Redevelopment Plan**.....*Planning & Community Development*
- ❖ **Local Hazard Mitigation Plan**.....*Planning & Community Development*
- ❖ **Greenway Comprehensive Plan**.....*Planning & Community Development*
- ❖ **South Tar River Feasibility Study**.....*Public Works*
- ❖ **Thoroughfare Plan**.....*Public Works*
- ❖ **Capital Improvement Program**.....*Public Works*
- ❖ **Recreation and Parks Master Plan**.....*Recreation & Parks*



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

City of Greenville: Application to Lease Buyout Property

Name:

Address:

Street:

City:

State:

Zip Code:

Phone #:

Fax #:

Mobile #:

Property Location:

Street:

City:

State:

Zip Code:

Tax ID #:

DB/PG:

Are you a previous owner of the property? (Please Circle)

Yes

No

Do you own an adjoining property? (Please Circle)

Yes

No

Please describe how you would like to use the property:

I hereby agree to maintain the leased property in a manner consistent with the goals of the Hazard Mitigation Plan and in conformance with the rules and procedures of the Flood Land Reuse Plan and all other applicable regulations of the City of Greenville

Signed: _____

Date: _____

Approved By: _____

Date: _____



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

NORTH CAROLINA
PITT COUNTY

LEASE AND MAINTENANCE AGREEMENT (SAMPLE ONLY)

THIS LEASE AND MAINTENANCE AGREEMENT, is made and entered into this the _____ day of _____, by and between the CITY OF GREENVILLE, an incorporated municipality of the State of North Carolina, hereinafter referred to as “LESSOR,” and _____, residing at _____, hereinafter referred to as “LESSEE;”

WITNESSETH:

That the LESSOR hereby leases to the LESSEE the premises commonly known as _____, specifically identified by all or a portion of tax parcel identification number(s) _____ consisting of approximately _____ acre(s), in Pitt County, North Carolina, all as shown on the diagram or survey marked for “The City of Greenville”, and further described by a legal description as “Exhibit A” which is attached hereto and made a part hereof.

This LEASE and MAINTENANCE AGREEMENT is executed upon the following terms and conditions:

1. **TERM.** For _____ years, which shall begin on the _____ day of _____, and shall exist and continue until the _____ day of _____, unless sooner terminated as hereinafter set forth.
2. **EXTENSION OF TIME.** It is further understood and agreed by and between the parties hereto that LESSEE shall have the option to extend the time of this lease for additional _____ year periods, provided LESSEE has continued to meet the requirements governing this agreement and gives LESSOR written notice of its intent to exercise the right to extend the term of this lease prior to the end of any term.
3. **RENT.** The LESSEE agrees to pay rent to LESSOR of _____ DOLLAR(S) (\$1.00) per year for the leased premises, payable as _____ DOLLAR(S) (\$_____.00) in advance for the full term of the lease, and additional consideration in the form of the required maintenance of the property according to the terms of this Agreement.
4. **ASSIGNMENT SUBLETTING.** This lease shall not be assigned, or the leased property sublet, without the written consent of the LESSOR. Such consent not to be unreasonably withheld.
5. **TERMINATION.** Either party shall have the right to terminate this Lease and Maintenance Agreement upon ninety (90) days written notice to the other party.
6. **MAINTENANCE.** During the term of this lease, LESSEE shall maintain the real property in good condition; including cutting grass (grass shall be cut and maintained at a reasonable lawn length) or other vegetation, trimming of shrubs and plants as necessary, and insuring that no trash nor other debris accumulates upon the property.



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

- 7. REMOVAL OF TREES AND/OR SHRUBS. LESSEE shall not remove or cause to be removed any trees or shrubs without prior approval of the City of Greenville.
- 8. PERMISSIBLE USES OF PROPERTY: The real property, the subject of this Agreement is restricted to certain uses, as follows:

THE FOLLOWING USES OF THE PROPERTY ARE NOT ALLOWED:

- No commercial use of the property;
- No hunting shall be allowed; and
- No new structures may be placed or constructed upon the property.

THE FOLLOWING ARE ALLOWED USES OF THE PROPERTY:

Open space, recreational, or wetland, which includes, but not limited to: Parks, outdoor recreational activities, nature reserves, cultivation, and grazing.

NO OTHER USES ARE TO BE PERMITTED UPON THIS PROPERTY.

Furthermore, any use of the property shall be in conformity with all existing zoning regulations, deed restrictions and covenants of record in the office of the Register of Deeds in Pitt County, North Carolina.

- 9. LESSOR shall periodically visit and examine the property to assure that all provisions of this Lease Maintenance Agreement are being followed.
- 10. LESSEE shall make no unlawful or offensive use of the premises, nor allow any others to do so.
- 11. DEFAULT. Failure of LESSEE to maintain the property according to the terms of this Agreement shall constitute a default under this Agreement, and if such default shall continue for a period exceeding sixty (60) days, or if the LESSEE shall violate any of the other provisions of this Agreement, and such default shall not have been cured or such cure not initiated within 30 days of receipt by LESSEE of a written notice of such default, the LESSOR, without any other notice or demand, may terminate this Agreement and require LESSEE to immediately surrender the premises.
- 12. INSURANCE. LESSEE, shall during the entire term of this Agreement, keep in full force and effect a policy of public liability insurance with respect to the premises.

IN TESTIMONY WHEREOF, this Agreement has been executed by the parties hereto, in duplicate originals, as of the date first above written.

City of Greenville:

LESSOR: By: _____



CITY OF GREENVILLE – FLOOD LAND REUSE PLAN

LESSEE:

Name

Address

City

State

Zip

NORTH CAROLINA
_____ COUNTY

I, _____, a Notary Public of the aforesaid County and State, certify that _____, personally appeared before me this day and acknowledged the due execution of the foregoing agreement for the purposes herein set forth.

WITNESS my hand and Notarial Seal this the ____ day of _____, 20 ____.

NOTARY PUBLIC

My Commission Expires:

NORTH CAROLINA
_____ COUNTY

I, _____, a Notary Public of the aforesaid County and State, certify that _____ personally appeared before me and acknowledged that he/she is _____ of the City of Greenville, North Carolina and pursuant to authority duly given, and as an act of the City, executed this Agreement for the purpose herein expressed.

WITNESS my hand and Notarial Seal this the ____ day of _____, 20 ____.

NOTARY PUBLIC

My Commission Expires:
