



**Planning Staff Report to  
Greenville Planning Commission  
March 24, 2023  
for the March 30, 2023 Public Hearing**

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**Docket Number:** Z-1-2023 A & B

**Applicant:** City of Greenville

**Proposal:**

- A.** Application by the City of Greenville to adopt a new **City of Greenville Development Code** to replace **Chapter 19 – Land Management Ordinance**, of the current Code of Ordinances, City of Greenville, South Carolina.
- B.** Application by the City of Greenville to adopt a new **Official Zoning Map** and replace the current **Official Zoning Map** for the City of Greenville.

**Staff Recommendation:** **Recommend Approval with Modifications**

**Applicable Sections of the City of Greenville Code of Ordinances:**

*Sec. 2-372 Function, Powers, and Duties of Planning Commission*

*Sec. 19-2.3.2 Amendments to text and zoning district map*

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**Executive Summary**

Over the past two years, the City of Greenville has been working on a new development code to replace its existing Land Management Ordinance (LMO), which was last updated in the mid-2000s. The code also reclassifies the city's existing zoning districts and adds several new districts; these will be applied through a new citywide zoning map. In addition to the new zoning map, changes were proposed for the downtown design review boundary and heights for the downtown area, reflected in a supplemental map. The draft code and maps were posted on the City's website on January 25, 2023. Since then, Planning staff has met with numerous individuals including property owners, residents, developers, neighborhood meeting attendees, and other community stakeholders to present the code and receive feedback. These efforts engaged over 1,200 individuals personally in the review process for the new code and zoning maps. Nearly 260 written comments and requests for changes were also received. Staff reviewed and evaluated each proposed change for its consistency with GVL 2040, the overall code framework, master plans, previous public input received, existing vested rights, effects on other properties, accepted planning and urban design principles, and other criteria. Revised drafts of the code and zoning maps with changes incorporated were posted online and publicly noticed on March 15, 2023. The March 15 draft is the version that will be considered at the Planning Commission public hearing. This report includes additional changes recommended by staff.

The new development code is an important part of implementing the City's comprehensive plan, GVL 2040, which was adopted in early 2021. GVL 2040 identified affordable housing, open space and the environment, and transportation and mobility as the top three priorities for the Greenville community. The code proposes a new incentive framework that will allow additional height and density in certain zoning districts in exchange for providing open space and affordable housing, or voluntarily contributing to City funds that support these programs. The code also reflects the community's desire, expressed throughout the GVL 2040 process, to continue growing and developing—but in an intentional way. With the adoption

of the new code and maps, development will be concentrated downtown, along transportation corridors, and within “nodes,” which are walkable mixed-use centers located throughout the City, as recommended by GVL 2040. Directing growth towards these areas will reduce development pressure in neighborhoods and help preserve the character of existing residential areas.

The new code provides predictability in development outcomes and is intended to be a “by-right” code. With clear rules for zoning districts and form-based standards that regulate height, mass, and other building elements, property owners will be better able to understand what they can and cannot do with their property—as well as what their neighbors can and cannot do with theirs. Staff believes this is an improvement over the existing LMO, where projects allowed by the ordinance are subject to an extensive public review process, sometimes resulting in requests for arbitrary conditions. Planned developments, or PDs, have been removed from the new code because of their inherent lack of predictability. While existing PDs are not affected by the zoning change, applicants seeking a rezoning must request one of the standard zoning districts contained within the code. Staff believes these changes provide more predictability and will help the community grow and develop as envisioned in GVL 2040.

Procedurally, the draft code (Z-1-2023A) and map (Z-1-2023B) are considered zoning text and map amendments that require a public hearing by the City’s Planning Commission. The Planning Commission will make a recommendation on the code and map to the Greenville City Council. When it votes, the Planning Commission may recommend changes in addition to those requested in this staff report. City Council has the final approval authority over zoning text and map amendments. Two readings by City Council are required for the new development code and maps to go into effect.

Once adopted, the City is committed to reviewing the code every six months for the first year, and annually after that, to address any issues with the new code. Staff will keep track of technical or dimensional issues that create problems for development projects. Procedural or administrative issues can also be addressed during these review periods. Any changes deemed necessary will be presented as text amendments to the Planning Commission and City Council. The objective of this ongoing review process is to ensure the code is operational for Greenville and delivers on the promises of GVL 2040.

## **Background**

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### Land Management Ordinance

The city’s zoning and development regulations are contained in [Chapter 19](#) of the City of Greenville’s Code of Ordinances and are collectively referred to as the Land Management Ordinance, or “LMO.” The current LMO has been in place since 2007 and has not received a comprehensive update since then. Certain sections have been amended or replaced over the years, but most of the document remains unchanged. Greenville, meanwhile, has changed drastically since the LMO was adopted, and the last few years have seen the highest permit activity in the city’s history. With development and population growth projected to continue in the coming years, it is necessary to update the code and manage this anticipated growth in a responsible manner.

### GVL 2040 Comprehensive Plan

GVL 2040, the City’s [comprehensive plan](#), was adopted in early 2021 following nearly two years of planning, research, steering committee meetings, community input surveys, public open houses, and the adoption process. GVL 2040 identified three top priorities for Greenville for the next twenty years:

- Affordable housing – with the goal of providing 10% of all new housing units at 80% of Area Median Income (AMI)
- Open space and the environment – with the goal of preserving up to 35% of the remaining vacant land as permanent open space
- Transportation and mobility – with the goal of providing a range of transit and mobility options to serve the growing community

As part of the planning process, the community expressed a desire for Greenville to continue to grow and develop. However, development should occur in a responsible manner and in a way that helps preserve existing residential neighborhoods. To achieve these desired outcomes, GVL 2040 proposed a “node

and corridor” development pattern wherein development would primarily occur along major transportation corridors and in designated nodes, which are defined as “mixed-use community hubs that feature housing, employment opportunities, and a wide variety of retail, services, and community functions.” The plan further explains that nodes would feature “four- to six-story buildings and feel like traditional urban spaces.” This development scheme would reduce the development pressures on Greenville’s existing neighborhoods and provide new housing options in locations with infrastructure and services to support the additional density. With these policies forming the core of the comprehensive plan, the Planning Commission and City Council unanimously adopted GVL 2040 in February 2021.

#### *New Development Code to Implement GVL 2040*

Phase I of the implementation strategy for GVL 2040 called for an update of the LMO to make it consistent with the new comprehensive plan. In anticipation of this future code update, specific guidance for development regulations in nodes, corridors, and neighborhoods was included in GVL 2040 (see page 62). City Council included funding for a code update as part of its FY 2021-2022 budget. In the summer of 2021, the City announced that it had selected a consultant team led by CZB, LLC, the same firm that prepared the GVL 2040 plan, to write the new development code for Greenville. The consultant group featured several qualified firms including Code Studio, who specializes in writing development regulations for growing urban communities. With the consultant team in place, city staff and its partners began work on the new code.

At a City Council Work Session in November 2021, Planning staff provided Councilmembers with an [overview](#) of the update process and received confirmation of direction to create an *urban* code that is consistent with GVL 2040. Council also approved the creation of several “test plans” through which the consultants would work with small stakeholder groups to study five distinct areas of Greenville and refine the new code to work across all areas of the city. In addition to the test plans, the code process included extensive community input and public engagement activities, which are documented more fully below.

### **Public Input and Engagement**

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Recognizing the importance of the public input and engagement process for the new development code, the City of Greenville staff went above and beyond the State of South Carolina requirements and any peer communities undergoing a similar code re-writing process. Specifically, City staff, led by our City’s Communications’ team, put together the following public outreach plan for broad-reaching public input. Public outreach included:

- A dedicated website was established at the outset of the project, which is [www.greenvillesc.gov/devcode](http://www.greenvillesc.gov/devcode)
- Several Public Input Sessions and Open Houses in 2022
- Five New Small Area Plans were developed as part the code testing and planning process. Stakeholder groups were formed for each area, which included:
  - Greater Sullivan (Neighborhood)
  - Main/Stone/Rutherford/Buncombe (Corridor and Node)
  - North Laurens Road (Corridor)
  - McAlister Square (Node)
  - Augusta – Mauldin – Pleasantburg (Corridor and Node)
- 14 Monthly project updates – posted on development code website for each month from October 2021 through November 2022
- 11 Code Connection sessions held each month from January 2022 through November 2022
- Code Education materials were regularly posted on the City website, including videos and narratives covering code types, affordable housing, open space, stormwater, urban development, and other topics
- Monthly reports at all Board and Commission Meetings
- Several updates provided to City Council during public work sessions and meetings
- Multiple updates provided to neighborhood groups throughout 2022

- Multiple updates provided to business groups throughout 2022, including the local Urban Land Institute, commercial realtors group, economic development groups and the local Homebuilders Association
- Conducted several “Break the Code” sessions with members of boards and commissions, developers, architects, engineers and the community in September 2022
- Multiple emails sent to neighborhood groups on the code through our Public Engagement Manager
- Multiple media stories and coverage, including articles and features stories by all local media outlets.
- The draft code was released the week of January 23, 2023, during which the City held “Coffee with the Code” sessions at Unity Park Welcome Center on January 25 and 26; a joint code training workshop for the Planning Commission, Design Review Board, and Board of Zoning Appeals on January 25; Development Code Public Open Houses on the evenings of January 25 and 26; a Neighborhood Presidents’ Luncheon on January 26 where the code was discussed; and a code overview session at City Council’s Retreat on January 27.
- A dedicated email address was open from January 25 until March 6 during which time staff took initial comments on the code. These comments were then used to inform the public notice draft that was issued on March 15.
- City staff embarked on a “World Tour of Greenville” in January, February, and March, during which time staff attended numerous neighborhood meetings, community meetings, community events, real estate meetings, professional organizations such as the Home Builders Association and the Greater Greenville Association of Realtors, and one-on-one meetings requested by the public.
- City staff hosted Development Code Open Houses at the Unity Park Welcome Center on February 28 and March 1.
- A real estate breakfast was held on February 28 for Greenville’s development community, where the code was presented.
- Eight (8) bus shelters were updated with development code posters in March 2023
- “Learning Labs” held at various locations throughout the City on March 20, 21, 22, and 23 (with an additional session planned for March 27, which has not occurred at the time of this staff report). These sessions were well attended and provided the public additional opportunities to drop by and ask questions to learn more about the code in an “open office hours” style.
- Through the above-referenced meetings, Planning met face-to-face with over 1,200 individuals.

## **Public Notice**

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The 15-day legal public notice requirement was met on Wednesday, March 15, 2023. The City’s website was updated with the updated draft Development Code, updated draft Zoning Map, and updated Design Guidelines Boundary and Downtown Height Map. A total of **21,326** postcards were mailed to all City of Greenville property owners notifying them of the March 30, 2023 Public Hearing. In addition, city staff **posted over 1,000 “New Zoning Code” Public Hearing signs** throughout the City. Notice was posted on the City’s social media channels and a special edition of the City news was published with the public notice. Finally, notice was sent to all neighborhood association presidents through our Public Engagement Manager.

## **Consistency with GVL 2040 Comprehensive Plan**

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[GVL 2040](#) is the policy document that provided the overarching framework for the new code. The three priorities of affordable housing, open space, and transportation and mobility are imbedded throughout the code, while the node-and-corridor framework was the driving principle behind the zoning map. Staff

reinforced the policy direction of GVL 2040 throughout the public review process and explained how the new code implements the comprehensive plan.

### Affordable Housing

GVL 2040 included the goal of making at least 10% of all new housing income-restricted for affordable housing. Under South Carolina state law, the city cannot require affordable housing from private development. Instead, GVL 2040 recommended using zoning incentives to create affordable housing—which the new code does. The new code allows for additional height or density—depending on the zoning district—in exchange for providing affordable housing in residential projects or paying an affordable housing mitigation fee in nonresidential projects. The specific details of this incentive structure are discussed later in this staff report. The development bonus has been made available in zoning districts throughout the city, primarily in and around the nodes and corridors where more height and density are envisioned.

In addition, the new code proposes allowing accessory dwelling units (ADUs) in RH districts. This includes options such as carriage houses, mother-in-law suites, garage apartments, and more. With over 36% percent of the city land area assigned an RH zoning classification, ADUs provide housing opportunities in areas currently restricted under the LMO. ADUs must comply with all standards in Section 19-3.4.2.A.1.a. and are not permitted in areas where prohibited by deed restriction or HOA covenant. Importantly, ADUs may not be used for short-term rentals in RH, RN, or RC districts.

Finally, the addition of RN districts, which will allow for a variety of low-intensity housing options including duplexes, triplexes, fourplexes, townhouses and small apartments, will create opportunities for ‘missing middle’ housing that is architecturally consistent with existing neighborhoods, and will ultimately increase the available housing stock- thus improving the marketplace for affordability.

### Open Space and the Environment

A goal of preserving up to 35% of the remaining undeveloped land for use as open and recreational space was recommended in GVL 2040. To help achieve this, the code proposes a new funding mechanism—which is also tied to the development bonus system described above—that will generate fees that the city can use for open space acquisition. In both residential and nonresidential projects, developers may obtain additional height or density if—in addition to the affordable housing requirements above—they pay an open space mitigation fee. The specifics of the fee structure are discussed later in this staff report. These funds will be used by the city to acquire and preserve open space in perpetuity. It is not in the scope of the code to identify specific parcels that will be acquired; this methodology will be formulated in coordination with other City departments. Added to the March 15 draft is a new provision that allows for dedication of existing open space in lieu of the fee payment.

In addition to the open space provisions, the code includes elements that promote environmental sustainability. First and foremost, the increased node and corridor development pattern will reduce urban sprawl by prioritizing growth and development close to the city where there are existing city services, infrastructure, and utilities to support the growth. This increased density is also necessary to support more robust public transit systems. The code includes new landscape standards in Division 19-4.9 that require native species. Updates to the Tree Preservation Standards are included in Division 19-5.2 including removing the cap on fines for heritage tree removal and doubling of fines for unauthorized tree removal. A new provision in Section 19-4.6.2., which is covered in greater detail later in this staff report, requires the installation of electrical infrastructure to support the future installation of EV chargers in parking lots and garages. Under the new code, solar panels may encroach into setbacks and above building height maximums. New stormwater standards will be included in the forthcoming Engineering Design and Specifications Manual (EDSM). These sustainability measures were presented to the Green Ribbon Advisory Committee on February 8, 2023, who applauded their inclusion in the code. They are also supported by the [Sustainability Plan](#), which was approved by City Council on February 13, 2023.

### Transportation and Mobility

The code further implements GVL 2040’s vision for a steadily improving transportation network by reclassifying the city’s street types. Streets will be designated and designed with pedestrian and cycling

infrastructure equal to that currently designed for vehicles. Ultimately this will create road networks that will be open and accessible for multiple modes of transit. Additional details on these multimodal standards will be included in the Engineering Design and Specifications Manual (EDSM), which is currently being developed by the consultants and reviewed by the city's Engineering division. The code also includes increased provisions for bicycle parking and storage, trail connectivity, and parking reductions when a site is within proximity to a transit stop. An additional provision was added to the March 15 revised draft as Section 19-4.5.3 to require the installation of 12' x 6' concrete pads for transit stops, where needed, to support Greenlink's Transit Development Plan. These will provide site infrastructure for Greenlink to install a shelter, benches, lighting, and other transit stop elements. All in all, the code is anticipated to advance land use and development patterns that support a more functional transit system and facilitate accessibility, safety, comfort, and convenience for a greater variety of mobility options. Combined with the available height and density bonuses, anticipated levels of economic intensity at key locations will support future expanded transit options as the city continues to grow.

#### Node and Corridor Development Pattern

Through GVL 2040, Greenville committed to continued growth, but in a new and intentional way. The plan recommended that development primarily occur along major transportation corridors and in designated nodes, which are defined as four- to six-story "mixed-use community hubs that feature housing, employment opportunities, and a wide variety of retail, services, and community functions." Potential nodes and corridors were [mapped](#) as part of the GVL 2040 process. These areas were identified, in part, based on existing infrastructure and capacity to support new development or redevelopment. The final draft of GVL 2040 included specific guidance for zoning districts to facilitate the node and corridor development pattern.

The new zoning districts provide varying levels of height and density that, when applied through the new zoning map, create an interconnected series of nodes, corridors, and neighborhoods. The proposed code and map will provide for greater development opportunity at the center of identified nodes, with the intensity stepping down as property transitions into neighborhoods and along the corridors. Nodes do not have firmly defined boundaries, as they are expected to develop organically and evolve over time. City Council may consider future rezonings around nodes in response to changing development conditions. Corridors are higher density, high-mobility thoroughfares that connect the nodes. This framework preserves existing neighborhood character while enabling growth. Nodes are easily accessible and serviced by multimodal transit options. Focusing height and density in nodes and corridors will alleviate development pressures in our existing neighborhoods.

#### Protecting Neighborhoods

Part of the balance achieved in GVL 2040 was allowing greater height and density along nodes in exchange for preserving and strengthening existing neighborhoods. The new code accomplishes this in several ways. Previous single-family zoning districts have been converted into new "House-Scale" (RH) districts. Residential districts have been right-sized to reflect the development patterns that vary across Greenville's many diverse neighborhoods. New form-based architectural controls for building height, side wall height, building coverage, mass, and other elements that will help make infill development more compatible with existing neighborhoods. Where neighborhoods abut commercial districts, transition requirements such as fencing, landscaping, setbacks *and step-backs* will help limit the impact of commercial development. Otherwise, the code includes provisions to reduce front-yard parking, protect heritage trees, reduce stormwater impacts, and lower light pollution from commercial areas. All in all, these changes will help alleviate the intense development pressures many communities are facing and improve overall livability and desirability of Greenville's neighborhoods.

#### Economic Development

The GVL 2040 plan recognized the importance of ensuring a high quality of life to support the city's economic development efforts. The recently completed [Economic Development Strategic Plan](#), adopted by City Council in 2022, outlines the city's economic development strategy and goals. A community's development regulations also play an important role in economic development. The new code provides significant opportunities for residential, commercial, and office development, particularly downtown and in

nodes and corridors. The illustrated code makes the document user-friendly, with clear standards for development requirements. A streamlined review process provides greater certainty in development outcomes—for both developers and their neighbors. The development bonus system is a by-right entitlement, allowing developers to receive additional height or density through the incentive framework without the need for an additional rezoning or public review. Through this process, the community receives affordable housing for service workers, public employees, hospitality workers, and others *and* obtains contributions to its open space mitigation fund. Finally, the new code is less burdensome for adaptive re-use projects, allowing businesses to open without the costly upfit requirements frequently imposed by the existing LMO.

#### *Additional Efforts to Implement GVL 2040*

As part of the public engagement process following the initial release of the new code, staff heard concerns that the new code does not do enough to address affordable housing, open space, and other social or economic issues which may or may not have been part of GVL 2040. The code has been written to implement the policies of GVL 2040 to the extent permissible by planning and zoning law. It has also been written to be applied to the entire city, striking the appropriate balance of rights and protections for residents, businesses, and developers while still advancing the development goals presented in GVL 2040. Other actions and programs are required—and some have already been implemented—outside the development code to support the goals and priorities within GVL 2040. Examples include the City’s contributions to the Greenville Housing Fund, donation of property for affordable housing, budgeting for open space acquisition, investment in economic development initiatives, financial support for Greenlink, funding for the new Swamp Rabbit Trail bridges, and appropriating the Neighborhood Improvement Bond, to name a few. The new development code is an important part of the overall framework to improve the community, and there are many external actions the city is taking to advance and implement GVL 2040 as well.

### **Major Elements of New Code**

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#### *Document Format*

The code has been formatted to provide two-page illustrated spreads of each zoning district. Users can review these pages, the Table of Uses, and zoning map to determine what they can and cannot do with their property. The Table of Uses is color-coded to match the districts on the zoning map. Beyond this, the new document includes many illustrations with clear dimensional standards. Once the code and map are adopted by City Council and all changes finalized, the table of contents and section references throughout the PDF document will hyperlink to the referenced sections of the code, maximizing usability and document navigation.

#### *Form-Based Code Standards*

Whereas the current LMO operates on a Euclidian zoning system that emphasizes separation of land uses, the new development code incorporates many form-based code elements. The new code still regulates land uses by zoning district in the Table of Uses (Div. 19-3.2) but now includes standards to regulate the height, mass, orientation, and various architectural elements of buildings and their layout on the lot. These form-based standards help control the height, setbacks, mass, and width of buildings in residential districts, while controlling for elements such as floor height, upper-story step-backs, build-to requirements, and additional design features in nonresidential districts. These standards provide predictability while still allowing for diversity in materials and architectural design.

#### *New Zoning Districts*

The number of zoning districts has approximately doubled in the new code, helping to enable the node and corridor development pattern envisioned in GVL 2040. The district descriptions are provided with the Intent sections for each Division within Article 19-2 and need not be repeated here. The House-scale RH districts have been proposed for many areas of the city that are currently zoned R-6 and R-9. Notably, the RH-A district proposes a larger minimum lot size over anything in the current LMO: 18,000 square feet. RH-A has been proposed for areas of the city including Gower, Parkins Mill, and Stone Lake, where

much smaller parcels would be incompatible with the prevailing lot sizes in these established residential areas.

At the other end of the spectrum, RH-D allows lot sizes as small as 3,000 square feet. This district has been proposed in neighborhoods throughout the city where lot sizes are commonly smaller than 6,000 square feet. RH-D, in concert with RN-A—the first entry in the Residential Neighborhood category—has been applied to many neighborhoods that are largely single-family homes or duplexes, but which have a current multifamily zoning designation under the LMO. These include, but are not limited to West Greenville, Southernside, Sterling, Greater Sullivan, Verdae, and areas of North Main and Laurens Road. The existing RM districts in the LMO have allowed for some incompatible development to occur in these neighborhoods. The RH-D and RN-A districts allow for single-unit residences on small lots and house-scale multi-unit developments up to four units, respectively. Staff believes these new zoning classifications will help address some of the concerns over infill development in these neighborhoods by limiting new development to detached, house-scale structures up to 2.5 stories.

The remaining RN districts allow for slightly increased density, with buildings capped between 2.5 and 3 stories, with the RN-X districts also allowing limited commercial uses. In some areas, the RN-X districts serve as transition zones between neighborhoods and districts with more intense residential or commercial development. The RN districts, with their dimensional standards and density allowances, are intended to promote [missing middle housing](#). Beginning with RN-B, the RN districts allow a development bonus for additional density, but not additional height.

The RC districts begin to facilitate larger multifamily residential developments and are also the first districts to employ the height-based development incentive. The code does not regulate density in the RC districts; instead, the number of units is limited by lot size, height, mass, parking requirements, and site constraints. The RC base heights are 2, 3, and 5 stories, with an additional two floors of height available in each through the affordable housing and open space incentive structure. These districts allow for limited commercial and are intended primarily for multi-unit residential communities.

The MX and MXS districts allow for a wide range of residential and commercial development. These districts follow the same development bonus structure as the RC districts and have been assigned to properties downtown, in nodes, and along corridors. Vertical mixing of uses is encouraged but not required. The Mixed-Use Shopfront, or MXS, districts are intended to promote ground-story activation and have additional transparency requirements and ground-floor height minimums over the non-shopfront MX districts. The C-4 central business district has been replaced with MX-D and MXS-D. These districts are subject to design review, and certain areas have been overlaid with a height map. Even with these conditions, MX-D and MXS-D allow for the most height and intensive development anywhere in the city and will continue to facilitate the development of a vibrant, walkable, mixed-use urban core. In exchange for the frequent exactions imposed through the design review process and required compliance with the Downtown Design Guidelines, properties within the MX-D and MXS-D districts are not subject to the affordability or open space incentive standards.

The two proposed business districts, BG and BH, have been applied primarily along transportation and heavy commercial corridors including areas of Pleasantburg Drive, Haywood Road, and Woodruff Road. While walkability will be improved as sites redevelop, their current condition is defined by largely auto-oriented uses and suburban development patterns. The BG district allows for residential development, but BH does not. BG is capped at 3 stories and BH at 55 feet. The development bonus is not offered within these districts. BH allows uses for automobile sales and services and has been applied to the Motor Mile along Laurens Road, as well as other car dealerships in the city. Originally, drive-thrus were only proposed to be permitted in BH but have since been added to BG by right and the MX districts as a special exception.

The I-1 district in the current LMO is proposed to be replaced with two industrial districts. Industrial Flex, or IX, has been proposed for areas that have traditionally been occupied light industrial, manufacturing, or warehousing and distribution land uses, but which have started to develop with residential or more public-facing businesses. Examples include the converted warehouse buildings within Unity Park and some of



the warehousing and light industrial properties that have started to redevelop along Airport Road. IX allows for residential and offers the development bonus for additional height up to five stories. Adaptive reuse projects that preserve the existing industrial character are encouraged within IX, and low-impact industrial uses are permitted by right. The second new industrial district, IG, or Industrial General prohibits residential development and allows for the most intense industrial and manufacturing activities in the city. The IG district has been proposed for properties with existing heavy industrial applications and has also been recommended for the Greenville Downtown Airport.

Lastly, several special districts are proposed. The Campus district, or CM, is intended for campus-like settings like hospitals and universities with larger lots, open space, and larger buildings and allows for land uses that support these activities including residential, research and development, hospitals, and research and development. Civic, or CV, accommodates public, civic, and institutional uses, and has been applied to properties owned by local governments, schools, community centers, etc. Park, or PK, is intended to create, preserve, and enhance parkland to meet the open space goals and active and recreational needs of the city. In most cases, properties with the PK designation are publicly owned. Several privately owned parcels were originally zoned PK in the initial draft but assigned other zoning designations in the March 15 draft at the request of those property owners.

#### Development Bonus

A developer may obtain additional height or density for a project in certain zoning districts (called a "development bonus;" see Div. 19-4.2) in exchange for providing affordable housing and contributing to the city's open space program. As clarification, an applicant requesting additional height or density must comply with BOTH the affordable housing AND the open space requirements to obtain the development bonus.

The development bonus is granted if a developer provides 15% of all units in their project at 80% of the area median household income (AMI) or 10% of all units at 60% AMI, consistent with two related GVL 2040 goals: more inclusive and affordable development, and affordability throughout the city. Section 19-4.2.1.C.1.a.ii., added to the March 15 draft, includes an averaging provision to achieve even deeper levels of affordability. Importantly, the affordable housing must be provided within the development; a fee-in-lieu option is not currently offered, which means affordable housing units will actually be built throughout the city. The required affordability term was extended from 15 to 20 years in the revised March 15 draft. Compliance and monitoring will be enforced by the city's Community Development division, and non-compliance will result in a zoning violation. Nonresidential projects, such as office or commercial, may obtain additional building height if they pay a \$2.50 affordable housing mitigation fee per square foot of floor area that exceeds the base height.

In addition to meeting the affordable housing requirements, applicants must also contribute to open space to obtain the development bonus. For both residential and nonresidential projects, developers must pay a \$2.50 open space mitigation fee per square foot of floor area that exceeds the base height. With this staff report, staff is also recommending adding language to ensure that the open space provisions are operational within the RN districts, where the development bonus allows additional density but not height. This change is presented later in the staff report. The March 15 draft also included a new provision that would allow the Administrator to accept the dedication of on- or off-site real property as open space in lieu of, or to reduce, the mitigation fee.

Key to the development bonus system is that both the base *and* bonus development permissions are entitled *by right*. This means that the developer can build the additional stories or units permitted by the development bonus without the need for a public hearing, negotiation, or special approval from a review board. This by-right entitlement, once granted by the zoning district, is critical to the delivery of affordable units. An extensive public review process and procedural delays add tens of thousands of dollars in project costs each month and may dissuade developers from pursuing the development bonus altogether. As specified within the policy framework of GVL 2040, neighborhoods would receive additional internal protections in exchange for accepting additional height and density along corridors and within nodes. Height and density cannot be decoupled from the affordability equation, and it is elemental to the

incentive structure that developers have access to the additional height and density allowances if the community is to achieve its affordable housing and open space goals in GVL 2040.

### Process Changes

Divisions 19-6.1 and 19-6.2 contain the review and approval procedures for each application and project type. With the by-right nature of the development code and predictability afforded by the new form-based standards and added zoning districts, fewer projects require review and approval by a board or commission. Public hearing requirements have been aligned with state law, while the remaining mailed notice requirements still exceed those required by statute. All review board meetings will continue to be public meetings.

Neighborhood meetings, which are not required by state law but are encouraged or required for most project applications in the current LMO, were not initially included in the code. Based on feedback received from neighborhood representatives, these meetings have been added back to the March 15 draft as “Development Public Meetings” in Section 19-6.2.1.B.1. Development Public Meetings will be required for rezonings major subdivisions requiring new streets or rights-of-way, street naming applications, multi-unit residential projects containing 12 or more units, and special exception permits. The Administrator will prepare and publish the procedural requirements for Development Public Meetings to the city website. When required, the Development Public Meeting must occur before submitting the application so that the community can provide input and learn about upcoming projects.

### Changes to Review Boards

The roles and responsibilities of each review board (i.e. the Planning Commission, Design Review Board, Historic Review Board, and Board of Zoning Appeals) are contained in Division 19-6.1 and summarized by the table in Section 19-6.1.1. Of note, the Design Review Board – Neighborhood Panel has been renamed the “Historic Review Board” to reflect its areas of responsibility more accurately. The Historic Review Board will now have approval authority over demolitions of historic structures within the Central Business District as well as structures in preservation overlay districts. In addition, the Design Review Board purview has expanded to encompass key areas, of interest namely Pendleton Street and the Village of West Greenville, the West End neighborhood, the Unity Park Neighborhood District, and the East North Street gateway.

### Conditional Use Permits

The code removes the “Conditional Use” permit category. Under the existing LMO, certain permitted uses required a written notification and response period for surrounding property owners. Respondents could advise staff of their objections or recommend conditions to limit the project impacts. These permits resulted in confusion for the community and did little to affect the proposed use, which was ultimately permitted by-right. The new code removes Conditional Use Permits altogether. Any conditions or use standards are listed clearly within the code, providing predictability for applicants and surrounding property owners and streamlining the application review process.

### Accessory Dwelling Units

The new code will allow for accessory dwelling units (ADUs) on lots that can support them. In project surveys, the majority of residents that participated expressed support for accessory dwelling units such as carriage houses, mother-in-law suites, garage apartments, and the like. ADUs must comply with all requirements for the zoning district in which they are proposed including setbacks, side wall heights, building coverage, etc. In addition, ADUs are required to comply with the standards added to the March 15 draft contained in Section 19-3.4.2.A.1.a. and are not permitted in areas where prohibited by deed restriction or HOA covenant. Units may not be utilized for short-term rentals in residential districts, as Lodging uses are limited to downtown and commercial zones.

### Short-term rentals

The current LMO does not specifically address short-term rentals; instead, the city has classified them as a hotel or bed-and-breakfast inn and regulated them accordingly. The new development code specifically lists short-term rentals under the “Lodging” use category in Section 19-3.3.4.C.1. Short-term rentals are therefore only permitted in districts where Lodging is allowed by the Table of Uses: in the MX, MXS, BG,

BH, IX, and up to 10 rooms in the CM districts. The original draft included Lodging with up to 10 guest rooms as Special Exceptions in the RC districts, but these were removed in the March 15 draft. Per Section 19-3.4.4.C.1.b, no more than 25% of the total dwelling units within a building may operate as a short-term rental. ADUs in RH, RN, and RC districts also cannot be used as a short-term rental.

### Parking

The new code contains updated parking requirements. While some communities across the United States have eliminated minimum parking requirements, the pedestrian, multimodal, or transit infrastructure in Greenville is not yet sufficient to remove parking requirements outright. Instead, the consultant team provided updated parking ratios in the draft code based on current parking trends and best practices. In an effort to promote affordability and provide flexibility in meeting parking requirements, the new code includes parking reductions in Section 19-4.6.2.C.4. *et seq.* These include reductions for senior housing, affordable housing, mixed-use developments, and for projects with proximity to public transportation. The Administrator may also accept alternative parking strategies. Taken together, these options provide maximum flexibility to meet parking needs while ensuring projects are not significantly under-parked or over-parked.

The new code proposes that 20% of all parking spaces in a lot or garage be provided with the infrastructure necessary to support future installation of electric vehicle chargers—placing Greenville ahead of most communities in preparing for this growing transportation technology. This provision was included in partial response to the [recommendations](#) from the South Carolina Energy Office that local governments institute planning and zoning policies to expand the availability of EV charging infrastructure. In addition, the city has received requests from residents of multifamily communities located within the City of Greenville to obtain access to EV chargers at their properties. The code does not require the actual installation of charging equipment, nor does it regulate fee structures, charging limits, or other standards. These aspects will be determined by individual developers and parking facility operators.

## **Overview of New Zoning Map**

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The new zoning map applies the districts from the new development code to every parcel in the city limits. At a high level, the proposed zoning map reflects the node and corridor development pattern adopted as a policy in GVL 2040. The only properties that were not rezoned were existing Planned Developments (PDs), which have specific vested rights. Planning staff proposes to work with interested property owners to rezone some of the existing PDs to zoning districts in the new code as a follow-up to this process.

### Neighborhoods

Most neighborhoods have been assigned zoning districts that match the prevailing lot pattern to limit future subdivision of parcels into small lots that would be inconsistent with existing neighborhood rhythm. In areas where gentle density is proposed either as an affordability solution or to reflect development patterns, RN-A, RN-B, or RN-C zoning may have been applied. RNX-B and RNX-C have been proposed as transition districts in certain areas between neighborhoods and more intense commercial or mixed-use districts. With their allowances for smaller-scale retail and commercial uses, RNX-B and RNX-C have also been applied where businesses are desired in proximity to neighborhoods as well as along certain roadways where commercial development has maintained a residential scale and appearance and should remain capped at 2.5 or 3 stories.

### Nodes and Corridors (Includes Downtown)

Most of the “Potential Nodes” suggested by GVL 2040 have been given MX and MXS zoning classifications. These districts are also featured prominently on the major transportation corridors that connect the nodes. The centers of nodes provide the greatest height and then step down around the edges. As mentioned previously, the C-4 central business district has been replaced with MX-D and MXS-D designations. Downtown Greenville will continue to serve as the central hub of the city, and while the base MX-D and MXS-D districts do not contain height maximums, certain areas are subject to a new height map that will be in effect upon the adoption of the new code and zoning map. The height map is

applied most widely throughout the West End and was informed by the West End Small Area Plan. Buildings subject to the height map may not exceed the number of stories indicated on the map.

#### Business Districts

BG has been applied outside the nodes and along major roadways where the existing development pattern is dependent on vehicular access, such as Haywood Mall and the major commercial areas along Woodruff Road. Many of these areas have C-3, S-1, or PD zoning under the current LMO. BH is similar to BG but also allows for automobile sales and services—hence the application of BH for the car dealerships along Laurens Road. With provisions for drive-thrus, these districts will continue to be tailored towards commuters accessing businesses and work via personal vehicle.

#### Industrial Districts

Existing industrial areas that have the potential for redevelopment with more public and customer-facing commercial uses, and even some residential, have been assigned IX zoning. Previously mentioned examples include the converted warehouse buildings within Unity Park and some of the warehousing and light industrial properties that have started to redevelop along Airport Road. IX allows for residential and offers the development bonus for additional height up to five stories. The heavier industrial district, IG, has been proposed for properties with existing heavy industrial applications and has also been recommended for the Greenville Downtown Airport.

#### Special Districts

The special districts of CM, CV, and PK have been assigned to properties for which these districts were intended. The major educational campuses and hospitals have received Campus zoning designations. Over 11% of the land area within the city has been recommended with a CM zoning district. Staff is aware of the potential need for additional height within certain CM districts and has included edits with this staff report to provide the additional height interior to Campus lots. Otherwise, most schools, community centers, and the like have received CV zoning classifications, and parks and the Swamp Rabbit Trail (where a separate parcel exists) have received PK designations.

#### Design Review Boundary

The design review boundary has been expanded beyond the current limits of today's C-4 district and now covers parcels in multiple zoning districts. The proposed limits include all of the new MX-D and MXS-D zoning districts. In addition, design review will now be required along both sides of Pendleton Street to and throughout the Village of West Greenville; along parts of Academy St. in the West End; along both sides of E. North Street to Stone Avenue; and for all properties generally located between Birnie Street and West Washington Street including the city-owned Mayberry Street parcels and other properties within the vicinity of Unity Park. Staff did receive a request for additional height along E. North Street within the area of the Design Review Boundary. Finally, the priority redevelopment site commonly known as “Baby Bi-Lo” has also been added to the design review boundary. All qualifying development activities within the design review boundary must receive a major or minor Certificate of Appropriateness from staff for the Design Review Board.

### **Changes in March 15 Revised Draft**

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Planning staff and the consultant team included edits and revisions throughout the code document that was published and public noticed on March 15, 2023. All changes were redlined to be easily identifiable. Some of the modifications were initiated by staff, but most were prepared in response to the comments and feedback from the community. This section describes the more significant revisions that were included in the draft code published on March 15.

#### Changes to Incentives

Staff received significant feedback on the proposed affordable housing and open space exactions required under Section 19-4.2.1.C. to obtain the development bonus. First, many commented that 15% of units at 80% AMI did not provide sufficient affordability levels to meet Greenville's needs. While the initial recommendations from GVL 2040 were based on 80% AMI, staff took this feedback and worked with the

consultants to add an alternate standard for 10% of units at 60% AMI. Applicants may also provide even deeper affordability levels through a new averaging provision. The affordability term has been increased from 15 to 20 years.

As for open space, developers and affordable housing advocates believed the \$5,000 mitigation fee applied to each unit amounted to a penalty and would disincentivize affordable projects. This fee has been eliminated and revised to require \$2.50 per square foot of bonus area, consistent with the fee structure for nonresidential projects. The other major change to the open space section is the option to donate real property located onsite or offsite for dedication as open space in lieu of paying the mitigation fee. The open space dedication is subject to approval by the Administrator.

#### *Process Changes for Community Engagement*

Neighborhood meetings were initially not included as a preapplication requirement in the January draft. Based on feedback received from neighborhood representatives, these meetings were added to the March 15 draft as “Development Public Meetings” in Section 19-6.2.1.B.1. Development Public Meetings will be required for rezonings, major subdivisions (requiring new streets or rights-of-way), street naming applications, multi-unit residential projects containing 12 or more units, and special exception permits. The Administrator will prepare and publish the procedural requirements for Development Public Meetings to the city website. When required, the Development Public Meeting must occur before submitting the application so that the community can provide input and learn about upcoming projects.

#### *Changes to Dimensional Standards*

Dimensional standards were updated in multiple locations throughout the document. These edits were made in response to resident comments on a variety of issues or were determined to be appropriate after working through various development scenarios. For example, in Section 2.2.4, which contains the standards for the RH-C residential district, the building coverage maximums were increased slightly at the request of the development community. Fence heights were increased to address privacy concerns of homeowners. The height maximums for accessory structures and side walls were reduced over ADU concerns. And, the finished floor elevation was reduced over ADA accessibility concerns expressed by the development community. Dimensional standards like these have been fine-tuned throughout the document to help make the new code standards and zoning districts work for the Greenville community.

#### *Changes to Table of Uses*

Several revisions were made to the Table of Uses, mostly in response to clarifying questions presented to staff at the public input events or submitted via online comment. Some uses were changed from a permitted use to special exception or removed entirely—such as General Lodging as a special exception in the RC districts, which would have allowed short-term rentals. ADUs were already in the proposed code but were added to the use table in given the broad public interest in those allowances. Several commercial uses were added to the IX district because they are already common on many properties with an IX designation and should be allowed to continue. Perhaps the most significant change on the Table of Uses is the addition of Drive-thrus to BG as a permitted use and the MX districts as a special exception. This change was made at the overwhelming request of the business and development community.

#### *Changes to Drive-Thrus*

Drive-thrus were initially significantly restricted with the goals of reducing vehicular-oriented uses, reducing curb cuts, and creating a walkable built environment. Greenville’s development community strongly opposed this limitation and requested they be restored as an allowed use throughout the city. Drive-thrus were thus added to the BG district as a permitted use and the MX districts as a special exception. This restores drive-thrus to most nodes and corridors throughout the city. To ensure protections for neighborhoods and in an effort to limit the impacts of drive-thrus on adjacent properties and the public realm, new use standards were added in Section 19-3.5.2.A. and include provisions for screening, design consistency, location standards, sound limits, and more.

#### *Changes to Standards for Accessory Dwelling Units*

New ADU standards have been proposed in the March 15 draft to limit impacts on neighboring properties. These new requirements are in Section 19-3.4.2A.1.a. and include provisions to reduce height, activity, and lighting in close proximity to side and rear property lines. ADUs must comply with all district requirements including setbacks, side wall height, off-street parking (one additional space is required for an ADU), and accessory building standards. Staff is aware of significant concerns over ADUs in some neighborhoods, while other areas fully embrace them. Several additional ADU standards are also recommended by this staff report.

***Changes to Tree Protection Standards***

Changes to the tree protection standards in Division 19-5.2 include a reduction in the tree mitigation fee for affordable housing developments. Fines for heritage tree removals will now be assessed separately and are no longer subject to the maximum \$25,000 mitigation fee cap per acre. Staff believes this represents an increase in protection for heritage trees. The final major change is that unauthorized clearing and stump removal is now subject to total fines up to \$50,000 per acre.

**Additional Text Changes Requested by Staff**

<b>Section (Page)</b>	<b>Proposed Modification</b>	<b>Comments</b>
19-2.9.2.B.4.D. (2-69)	Reduce ground story transparency minimum in CM district to 20%	Allows greater flexibility to meet building requirements in campus districts
19-2.9.5 (2-74)	Insert new section for Campus District	<i>Proposed text is provided below this table.</i>
19-2.11.10.5.b.ii. (2-111)	Delete “that are owned by the City of the Greenville”	This change will allow hospitals and universities to obtain the height needed for their buildings in Campus districts.
19-3.2.1.B.2. (3-3)	Change “Special Use Permit” to “Special Exception Permit”	Scrivener’s error
19-3.2.1.C.8. (3-4)	Change “fowl” to “foul”	Scrivener’s error
19-3.4.2.A.1.a. (3-21)	Add language that ADUs must comply with residential lighting standards in Div. 19-4.11.	No new standards proposed. Rather, this reference emphasizes the need for ADUs to comply with residential lighting requirements.
19-4.2.1.B.2. (4-4)	Add “Industrial Flex (IX)” as part “j.”	The height bonus is available in IX and must be listed here.
19-4.2.1.B.C. (4-5)	Add language that within RN districts, the open space mitigation fee is applied to total additional square feet (on all floors) that exceed the base building coverage allowance, or to 20% of the gross square footage of the building, whichever is greater.	In RN districts, the development bonus grants additional units and an increase in building coverage allowances, not height. This adds language so that the open space fee is operational within the RN districts.
19-4.3.2.B. (4-14)	Add language that sublots are not permitted in RH districts	This is proposed to prevent separate ownership of an ADU.
19-4.6.3.C.7. (4-45)	Insert text so first sentence reads: “Where a parking structure is visible from a public right-of-way <u>or residential property</u> , it must...”	Added to reduce garage impacts on surrounding residential properties. Parking structures in MX-D and MXS-D must comply with the Downtown Design Guidelines.
19-4.11.3.B.1. (4-109)	Delete “to the maximum extent feasible”	Provides more direct wording for lighting standards.

19-6.2.1.B.1.c.i.a. (6-8)	Add “except those associated with an annexation application” to this section	Updated to match neighborhood meeting policy recently amended by city council.
19-6.2.15.A.3. (6-44)	Delete this subsection	Clean-up edit to be consistent with other sections of code.
19-6.3.1.C. (6-48)	Add a provision for the Administrator to allow reconstruction of a nonconforming residential dwelling containing no more than 3 units in the event it is destroyed by fire or other natural disaster.	This will allow the administrator to grant relief and allow reconstruction of certain homes if destroyed by a natural disaster.

*New Section 19-2.9.5. Campus District Supplemental Design Considerations*

*A. Purpose:*

*These supplemental standards are intended to provide flexibility for large educational, institutional, business, medical, or entertainment complexes which are already in place; and for new complexes over 10 acres, which require flexibility due to the scale of the buildings, previous master planning, or the nature of the use, which cannot be fully integrated into the form-based code.*

*B: Standards*

- 1. General Character: The district is established to allow for flexible placement of buildings and unified treatment of signs, open space, landscaping, and other site and building elements while providing compatible transitions between the campus and adjacent neighborhoods.*
- 2. Building Placement and Location: Buildings may be oriented toward an internal public space or roadway, with the expectation that the primary front facade will face any public roadways to the extent feasible.*
- 3. Building Height: Building may achieve additional heights, as referenced in Section 2.11.10.5.b.*
- 4. The Zoning Administrator shall have the flexibility to determine the interior building height, design, mass, transparency, and other site requirements, such as parking (automobile and bicycle), signage, lot coverage, lighting, and landscaping to ensure the campus is able to function as one cohesive district, understanding that this flexibility is not intended to reduce the overall quality of the development.*
- 5. These Campus District Supplemental Design Considerations must be reviewed annually to ensure the overall development results align with the intended as-built expectations.*

**Additional Map Changes Requested by Staff**

The process of creating a new zoning map required assigning new zoning designations to more than 22,000 parcels across the City. Staff invited the community to review the draft zoning map upon its release in January and received many requests to consider alternative zoning districts across entire areas and at the individual parcel level. The revised zoning map published on March 15 included changes for approximately 600 parcels. Planning has continued to receive requests for changes on the revised map. Staff reviewed each and recommends the following map modifications as part of this staff report.

<b>Map No.</b>	<b>Address</b>	<b>Original</b>	<b>Proposed Change</b>	<b>Comments</b>
1	S. Pleasantburg Drive and Skyview Drive	RH-C	RH-A	Requested by neighborhood
2	5, 7, 9, 11, and 15 West Prentiss Avenue	RNX-B	RN-A	Requested by neighborhood
3	1180, 1186 and 1188 Pendleton St	RNX-C	MXS-2	Requested by Village of West Greenville Business Owners

4	25 Brookside Circle	RC-3	RC-2	This property has a newer 3-story apartment building. Adjacent resident requested lower height if site is redeveloped.
5	424 Birnie St	RC-2	MX-2	Elks Lodge. Wish to continue Private Lodge use at this location if site is redeveloped.
6	310 Earle St	RN-A	RH-C	Community request for consistency in zoning. Has been single-family since 1992.
7	706 Pendleton St	Split MX-3 and RN-A	MX-3	SC Employment Office requested to keep zoning consistent across lot.
8	827 S. Academy St	MX-3	RN-A	Requested by property owner
9	Oscar St./711 W. Washington St	RN-B	MX-2	This is the rear of the Borden Ice Cream property. Owner has requested MX-2 for consistency across the site.
10	Laurens Road, Haywood Road, and Woodruff Road	MX-2	MX-3	Request for additional height from property owner.
11	Laurens and Verdae Commons Drive	MX-3	MX-5 and MX-2	Request from property owner for additional height and permitted uses.
12	3101 & 3105 Augusta St	MX-2	RNX-C	Requested by property owner.
13	Formerly Nassau St	PK	CV	Property is owned by utility and not publicly owned.
14	1501 W. Washington St	CM	MX-3	Requested by property owner.

*Note to Planning Commission and public hearing attendees: Due to the multiple criteria that inform zoning decisions, staff may not be able to provide a recommendation on map modifications requested at the public hearing.*

### **Pending and Recently Approved Annexations**

Several annexation applications have been approved by City Council which do not yet appear on the new zoning map due to routine delays in receiving updated parcel maps and city limit boundaries. It is likely that additional annexations will receive approval from City Council prior to final adoption of the new development code and zoning map. Staff has included recommended development code zoning classifications in the staff reports for recent annexation applications. Annexations that have received a recommendation from Planning Commission as of the writing of this staff report are presented below.

<b>AX Number</b>	<b>Location</b>	<b>LMO Zoning</b>	<b>Proposed Zoning</b>
AX-7-2021	3410 Augusta St	C-2	MX-3
AX-32-2022	535 Congaree Road	C-3	BH
AX-1-2023	St. Francis Hospital	OD	CM
AX-2-2023	150 Executive Center Drive	C-3	BG
AX-3-2023	825, 827 Congaree Rd	C-3	BH
AX-4-2023	650 Executive Center Dr	C-3	BG
AX-5-2023	510 Old Augusta Rd	R-6	CV

Future annexations approved between now and the adoption of the new zoning map will be assigned the zoning classification recommended by the Planning Commission unless decided otherwise by City Council.



## **Guidance Requested from Planning Commission**

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### ***Accessory Dwelling Units***

Accessory dwelling units have been proposed in RH districts to provide additional housing options throughout the community. At public input sessions in 2022 leading up to the new code, the majority of residents that participated expressed support for secondary dwelling units such as carriage houses, mother-in-law suites, and garage apartments, but did not want them used for short-term rentals. As currently proposed in the code, ADUs may be detached or attached to the principal structure on the lot.

Some property owners believe strongly that ADUs should not be permitted because they are concerned it will change the single-family nature of their neighborhoods. Others are strong advocates for ADUs and the opportunities they provide for families and affordable housing.

Staff proposed additional ADU standards in the March 15 revised code; see Section 19-3.4.2A.1.a. Additional changes are being proposed with this staff report. Staff desires feedback on adding an owner occupancy provision for either the ADU or principal dwelling. Staff vetted this requirement with affordable housing experts, and the occupancy requirement did not seem to be an overwhelming concern affecting affordability. Another option is to add a sliding scale for maximum ADU size (up to 1,000 sf) based on the square footage of the primary home, similar to the City of Asheville; see page 9 of their [ADU Guide](#). If desired, staff will prepare a similar table for Greenville and present it at the next Planning Commission meeting.

### ***West End Zoning***

The consultant team and staff labored to find the right zoning classification for the West End. This is a neighborhood that—due to its proximity to downtown and frontage on U.S. Highway 123 (Academy Street), which ranges from four to six lanes—has experienced significant development in recent years. Some residents and owners would like to see the area remain low-density and low-scale, while other residents and owners are requesting more height and density in areas interior to the neighborhood. The property owners of the previously proposed Mosaic Planned Development have requested RNX-C within the neighborhood; staff has responded by providing RNX-C for several transition lots, stepping down to RN-C. The Mosaic project was submitted prior to the [West End Small Area Plan](#) and is included in its recommendations. The Mosaic property owner requested MX-5 along Academy Street and the neighborhood expressed a desire for MX-2, but the consultants' original proposed zoning classification of MX-3 is consistent with the Small Area Plan. Staff endeavored to propose an acceptable zoning configuration, but understanding the complexity of this area, welcomes additional guidance.

### ***Legacy Square in Verdae***

Verdae presented unique challenges to the consultants and Planning staff because the entire neighborhood is zoned S-1 under the current LMO. The S-1 district allows for a broad range of land uses and development types, many of which would be incompatible with the existing residential uses within Verdae. Parts of Legacy Square—the commercial town center of the Verdae neighborhoods—are already developed, and there is significant neighborhood interest in the remaining undeveloped parcels. Staff held many meetings with the property owners and neighborhood representatives regarding the future zoning at Legacy Square both before and after posting the revised March 15 map. Staff did not make any changes to the revised map, but understands there is agreement between Verdae Development and the neighborhood representatives as to an acceptable plan and zoning framework for Legacy Square height and land uses. Staff anticipates a request to the Planning Commission for an alternative zoning designation, which staff will continue to work on with the developer and the neighborhood.

## **Update on Engineering Design and Specifications Manual**

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Detailed standards and technical specifications for stormwater, road sections, sidewalks, and bike lanes will be included in the Engineering Design and Specifications Manual (EDSM), which is currently being

prepared by the consultant team and reviewed by the City's Engineering Department. The EDSM also includes street classifications that are used to determine upper-story step-backs for certain zoning districts. The draft EDSM will be released in the coming weeks and will be available for public review and comment. The EDSM is a technical appendix to the Development Code and requires a public hearing and approval by the Planning Commission, but not City Council.

### **Comments from Planning Staff**

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The Planning staff would like to express our sincere thanks and appreciation to every person, business, property owner, developer, affordable housing advocate, neighborhood representative, community nonprofit, stakeholder group, elected or appointed representative, community activist, and everyone else that has participated in the development code process. We truly appreciate your involvement and passion for the future of Greenville. Your comments and input have been reviewed with great care. Together, the community's feedback has created a better development code for our City.

The staff would also like to thank the individual members of our Boards and Commissions for your time and attention at numerous code workshops and meetings. We would also like to thank all the Greenville City staff that supported, informed, contributed to, and participated in this effort. The City of Greenville staff is second to none, and it is our absolute honor to work alongside them each and every day. Finally, thank you to the GVL 2040 Steering Committee for your vision and commitment to this process. The GVL 2040 Steering Committee dedicated 30 months of volunteer service to prepare our City's comprehensive plan and guide the policy document that this code helps to enact.

On a personal note, we want to thank our families, who have sacrificed many dinners, evening activities, and weekends for us to work on the code and present it at neighborhood meetings, open house sessions, and board and commission hearings. We love our work and are fully committed to the Greenville community, and it has been a privilege for our staff to be part of this project.

Updating an entire development code is an extremely challenging undertaking. Most cities across the country are using antiquated codes originally adopted in the 1980s (and oftentimes earlier) that have been updated in piecemeal fashion and duct-taped together over the years. Communities shy away from a full code rewrite because of the workload, concern over public discourse, and fear of change. Many update efforts start strong but lose momentum over endless minute details, letting the perfect get in the way of good. With GVL 2040, the Greenville community demonstrated its readiness and desire to do things differently and to tackle big issues head-on. It's unlikely that any person or business will be completely satisfied with the new code in its initial form. But—the City has pledged (and is committing itself to do so with the adoption ordinance) to review and refine the code on an ongoing basis in the coming years to ensure it works for Greenville and achieves the outcomes our community deserves.

Again, on behalf of the City of Greenville, we thank you for your interest in the new development code and for your participation in this important public process.