

City Council Work Session

Documents:

- 1 - WORK SESSION AGENDA.PDF
- 2 - ATAX HOUSING REPORT.PDF
- 3 - GREENLINE SPARTANBURG MASTER PLAN UPDATE.PDF
- 4 - USE STANDARDS UPDATE FOR DEVELOPMENT CODE.PDF
- 5 - CITY OF GREENVILLE C-FUND PROJECTS UPDATE.PDF



CITY COUNCIL OF THE CITY OF GREENVILLE WORK SESSION MEETING

Monday, November 25, 2024 - 3:30 p.m.

Greenville City Hall, 206 S. Main Street

Citizens may access the meeting at the following web address:

<https://www.greenvillesc.gov/1694/Online-Meetings>

CITY COUNCIL: Mayor Knox White; Councilmembers John DeWorken, Lillian Flemming, Ken Gibson, Wil Brasington, Dorothy Dowe, Russell Stall

CITY STAFF: City Manager Shannon Lavrin; City Attorney Leigh B. Paoletti; City Clerk Camilla G. Pitman

AGENDA

- | | | |
|-----------|--|------------------|
| 1. | Call to Order | 3:30 p.m. |
| 2. | ATAX Housing Report | 3:30 p.m. |
| 3. | Greenline Spartanburg Master Plan Update | 3:45 p.m. |
| 4. | Use Standards Update for Development Code | 4:00 p.m. |
| 5. | City of Greenville C-Fund Projects Update | 4:10 p.m. |
| 6. | Executive Session (S.C. Code §30-4-70):
<i>NOTE: City Council will leave the Work Session to conduct an Executive Session which is not open to the public. The Work Session meeting will adjourn following the completion of the Executive Session. No action will be taken prior to adjourning the meeting.</i> | 4:15 p.m. |
| | a. Economic Development / Legal Briefing | |
| | b. Boards and Commissions / Personnel Update | |
| 7. | Adjourn | 5:20 p.m. |

Act 57

Unlocking ATAX Funds for Affordable Housing (State and Local)



city of
greenville

November 25th, 2024

- [S284](#) (Act 57) signed by Governor on May 19, 2023
- “An act to... provide that the development of workforce housing is one of the purposes for which State Local Accommodations Taxes may be used...”
- Staff first brought this to the attention of Council during the February Council Retreat in 2024



Act 57 Details

- Accommodations Tax Funds may be used for “the development of workforce housing, which must include programs to promote homeownership.”
 - % for grants, programs to offset costs, awareness campaigns
 - % for design / construction / financing of workforce housing
 - % distribution between these two items is unspecified



- **“Workforce housing”**
= residential housing **for rent or sale** that is appropriately priced to a person or family whose income falls between **30% and 120% AMI**, with adjustments for household size. Based on HUD figures.

Household Size	120% AMI <i>Affordable Rent</i>	100% AMI <i>Affordable Rent</i>	80% AMI <i>Affordable Rent</i>	50% AMI <i>Affordable Rent</i>	30% AMI <i>Affordable Rent</i>
1	\$74,775 \$1,869	\$62,313 \$1,558	\$49,850 \$1,246	\$31,156 \$779	\$18,694 \$467
2	\$85,500 \$2,138	\$71,250 \$1,781	\$57,000 \$1,425	\$35,625 \$891	\$21,375 \$534
3	\$96,150 \$2,404	\$80,125 \$2,003	\$54,100 \$1,603	\$40,063 \$1,002	\$24,038 \$601
4	\$106,800 \$2,670	\$89,000 \$2,225	\$71,200 \$1,780	\$44,500 \$1,113	\$26,700 \$668
5	\$115,350 \$2,884	\$96,125 \$2,403	\$76,900 \$1,923	\$48,063 \$1,202	\$28,838 \$721
6	\$123,900 \$3,098	\$103,250 \$2,581	\$82,600 \$2,065	\$51,625 \$1,291	\$30,975 \$774
7	\$132,450 \$3,311	\$110,375 \$2,759	\$88,300 \$2,208	\$55,188 \$1,380	\$33,113 \$828
8	\$141,000 \$3,525	\$117,500 \$2,938	\$94,000 \$2,350	\$58,750 \$1,469	\$35,250 \$881

2023 HUD Income Limits *Affordable Rent/Mortgage = 30% of monthly income*

- Distribution of Local ATax
 - City may use 15% of Local ATax towards the **development of workforce housing**.
 - That is, 15% of the 3% of local accommodations tax, potentially estimating around \$1.05m for FY 2025, \$1.09m for FY 2026
 - No additional work needed
- Distribution of State ATax
 - City may use 15% of our portion of State ATax towards the **development of workforce housing**.
 - That is, 15% of the 65% of the 2% of the 7% of state accommodations tax – estimating around \$350,000 for FY 2025, \$385,000 for FY 2026
 - AH Analysis Report required
- Program expires December 31, 2030.



Procedure for accessing State ATax 15%

- Local governments desiring to use A-tax revenues for workforce housing must prepare a **housing impact analysis (HIA)**.
- Analysis must be developed in conjunction with the **comprehensive plan**. (However, not required to coincide with 5-year or 10-year update.)
- Must provide a copy of the HIA to the Tourism Expenditure Review Committee (TERC), the Department of Revenue (DOR), and members of the local government's legislative body.



Procedure for accessing State ATax 15%

- In May 2024, City hired “Together Consulting” to write the required Housing Impact Analysis Report.
 - Reviewed existing affordable housing studies
 - Reviewed current market realities in housing availability, rental rates and mortgage rates
 - Reviewed current construction costs
 - Reviewed current salaries and area median income (AMI)
 - Reviewed current city construction permit data and incentives for affordable housing



- Notably, the HIA does not recommend policy. It is only a statement of current data.

Act 57- steps towards compliance

- ~~1. City staff complete Housing Impact Analysis~~
2. Present Housing Impact Analysis at January 7th Planning Commission for public hearing and recommendation.
3. Submit Housing Impact Analysis to:
 - Tourism Expenditure Review Committee (TERC)
 - Department of Revenue (DOR)
 - City Council
4. Seek City Council passage of an ordinance to accept the Housing Impact Analysis and recommit to the affordable housing goals of GVL 2040.
5. Provide workforce housing expenditures through annual reporting process for ATAX funds.
6. Incorporate into the 5-year comprehensive plan via update beginning in FY 25-26.

Questions or Comments?



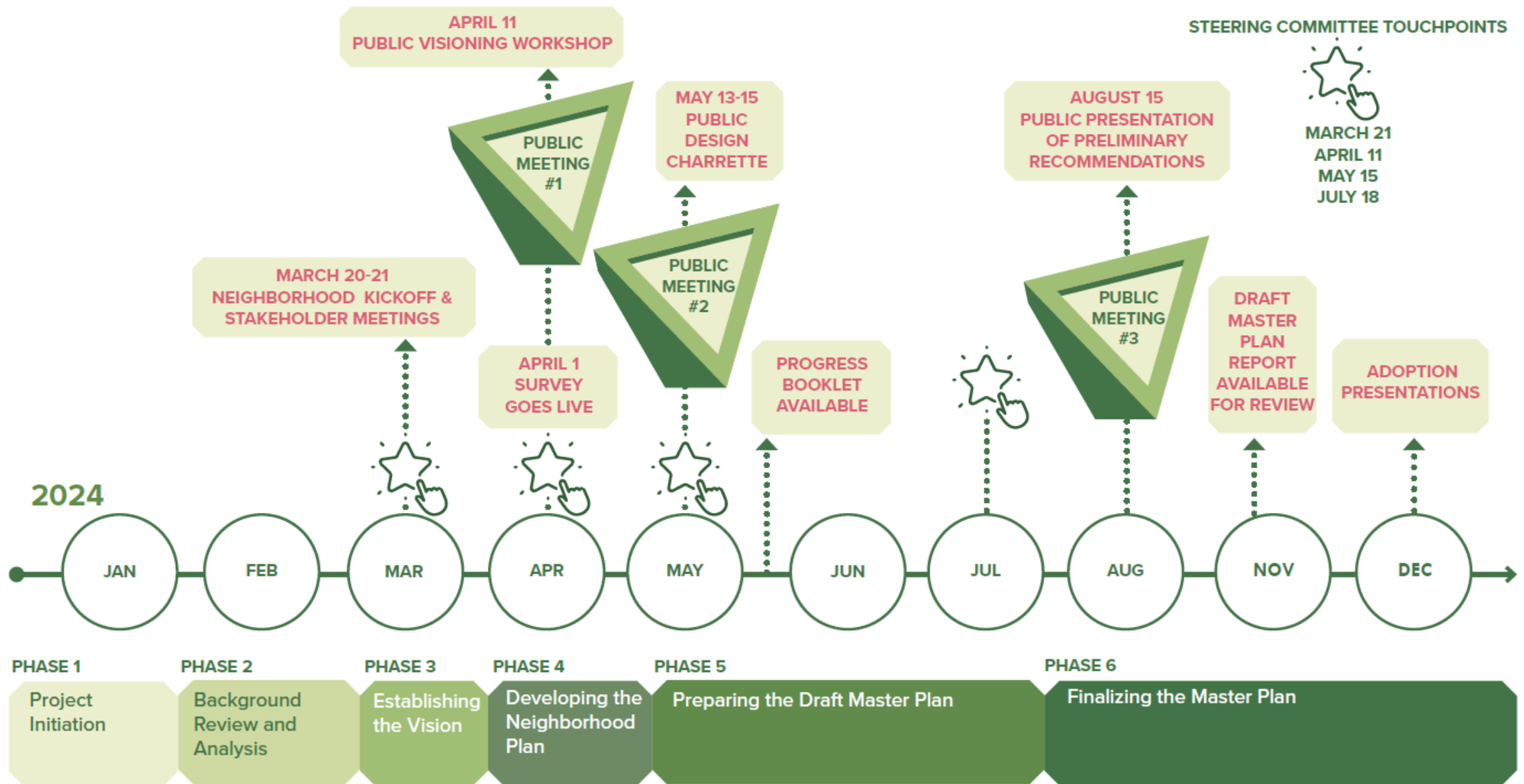
city of
greenville

November 25th, 2024

Greenline-Spartanburg Neighborhood Plan

**City Council Work Session
November 25, 2024**

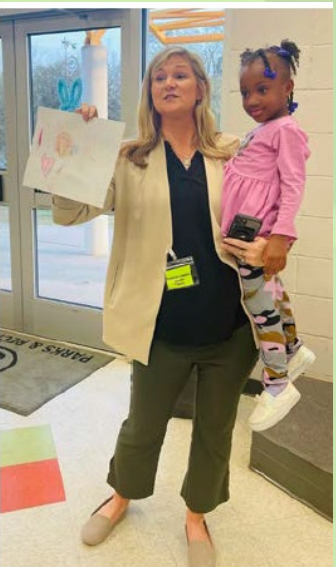
PROJECT SCHEDULE



PINK TEXT = COMMUNITY TOUCHPOINT

Anticipated City Council Adoption - December 2024

Community Engagement

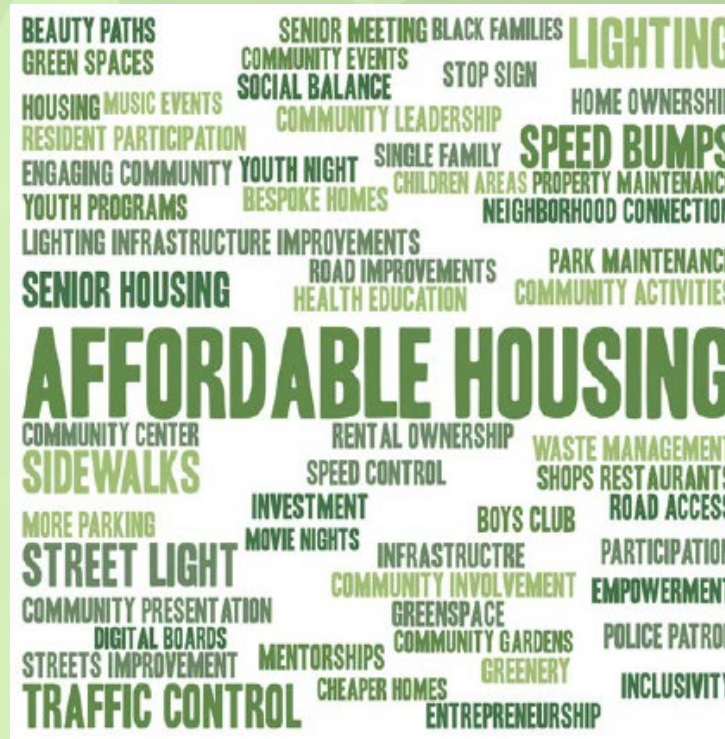


Community Engagement

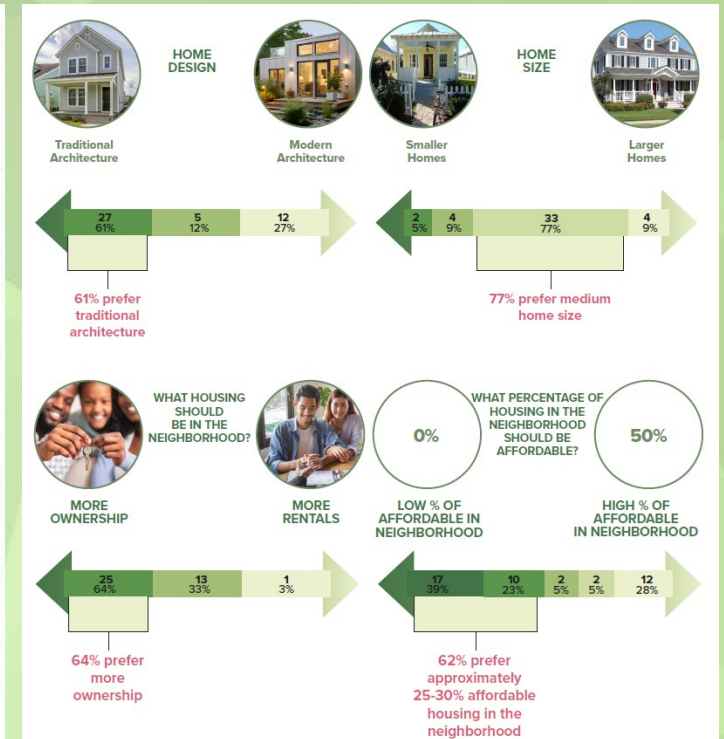
Residents want LESS



Residents want MORE



THIS or THAT?



EXISTING CONDITIONS

LEGEND

- Study Area
- Existing Buildings
- Street & Alley Network
- Creeks & Stormwater Features

CREEK BUFFER & FLOODPLAIN AREAS

CONCEPTUAL MASTER PLAN

LEGEND

- Study Area
- Civic/Community Buildings
- Conceptual Buildings
- Existing Buildings
- Street & Alley Network
- Creeks & Stormwater Features

CREEK BUFFER & FLOODPLAIN AREAS

CONCEPTUAL MASTER PLAN

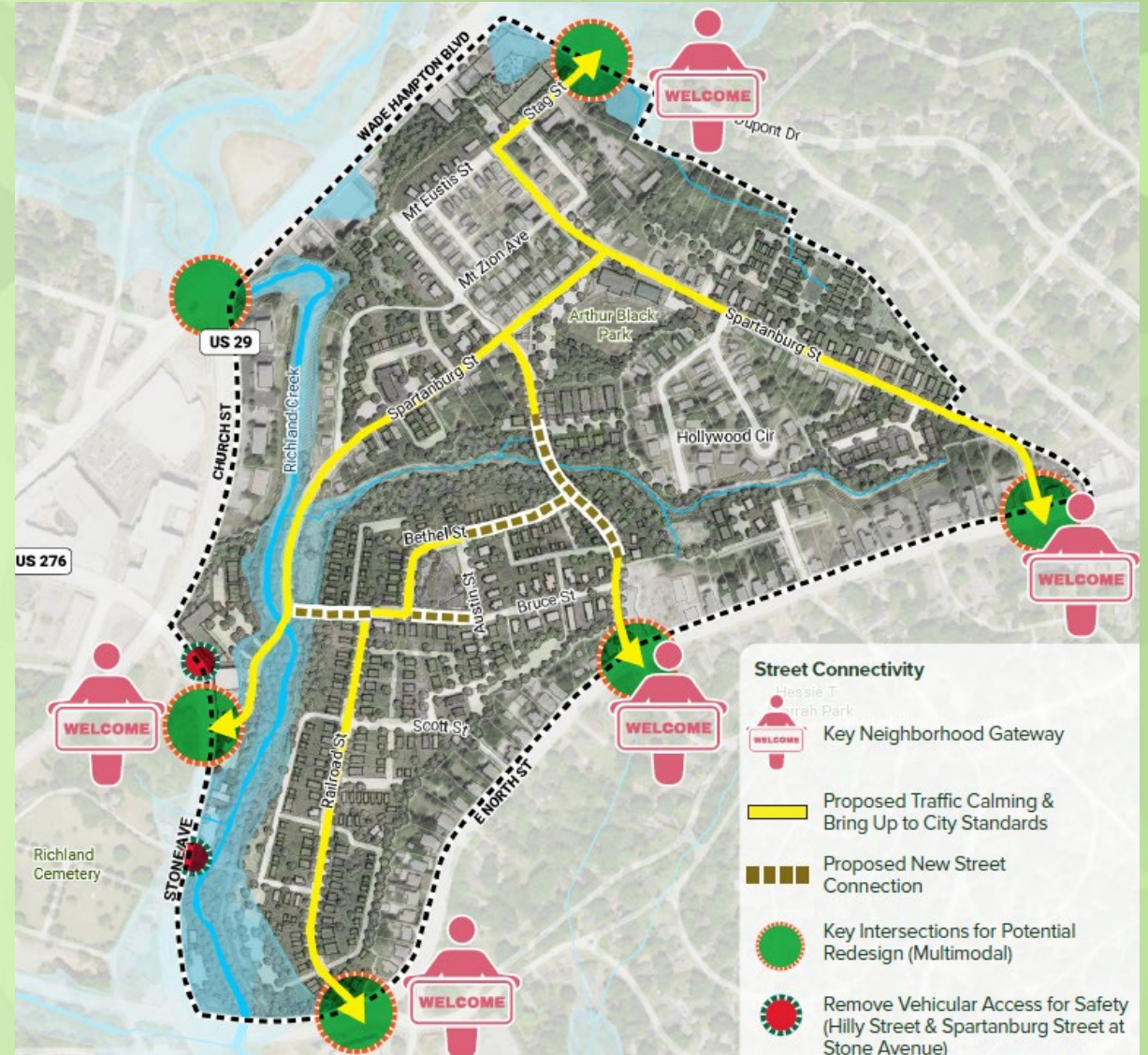
LEGEND

- Study Area
- Civic/Community Buildings
- Conceptual Buildings
- Existing Buildings
- Street & Alley Network
- Creeks & Stormwater Features

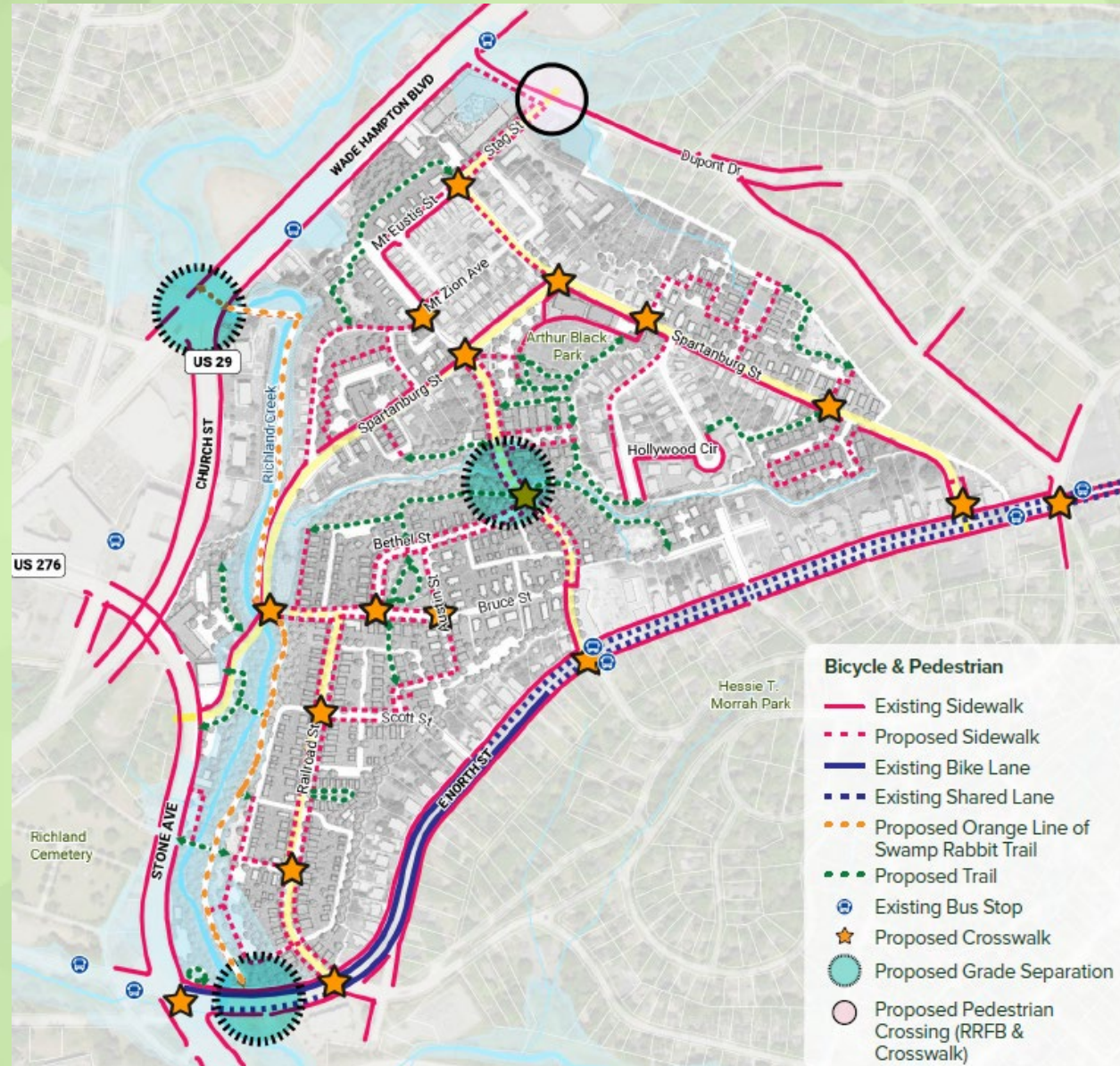
Study Area

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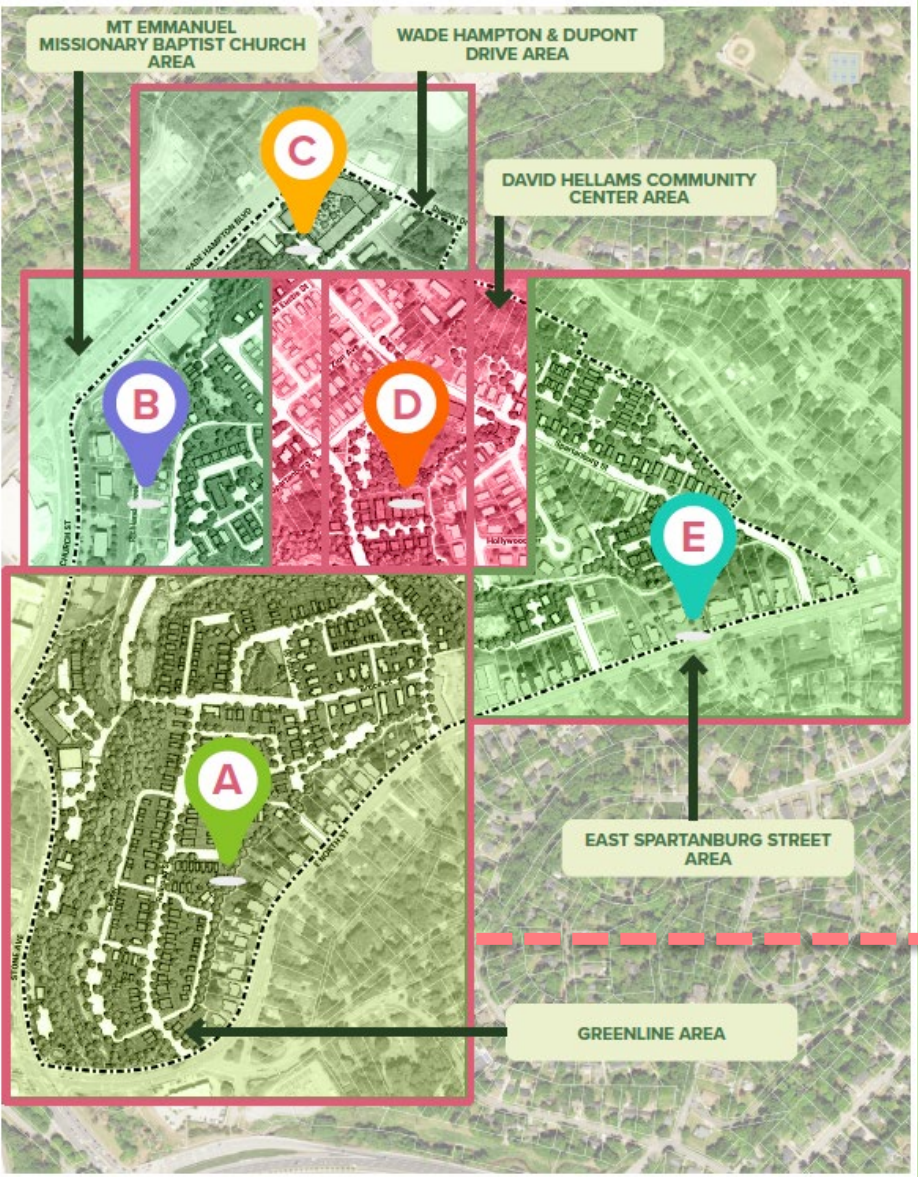
New Street Connections



Bicycle + Pedestrian Network



Plan Focus Areas



Greenline Area Conceptual Design Intent: Greenville's concept plan frames out a walkable block network with an upgraded Railroad Street as its primary north-south spine. Key connections occur with the extension of Snow Street to the west toward Spartanburg Street and to the east toward Bruce Street. A new public space at the high point of this area is envisioned as The Peak Community Park and is framed on all sides with existing and proposed homes. The existing homes of Greenline, with the exception of the Butler Street townhome units, are incorporated into the conceptual design framework. The footprint area is framed as a public gateway and series of premier best management practices including constructed wetlands, rain gardens, and permeable neighborhood parking areas. The restoration of Richard Creek is a functioning element of the area's hydrology but also a community amenity. The area is punctuated at key areas and intersections with Storyline Swings that are connected through sidewalks and community trail segments. The housing typologies include single family detached, duplexes, triplexes, cottage courts, accessory dwelling units, and apartments along Stone Avenue.



Figure 4-15: Greenline Concept Plan

City of Greenville, South Carolina

4.71 Greenline Area (continued)

- Key City-Led Recommendations for Greenline Area (Near term (0-5 years), low cost recommendations in bold.)**
- Close the Hilly Street and Stone Avenue intersection due to frequent flooding and convert the bridge to a pedestrian only facility.
 - Connect Snow Street to Spartanburg Street toward the west, and connect Snow Street to Bruce Street toward the east.
 - Connect Butler Street to the Chestnut Street Connector.
 - Build a gateway park space at the corner of Stone Avenue and E North Street that includes neighborhood signage, a rain garden, a monument that honors the former Greek restaurant, trail parking, and Storyline Swings that celebrate the Greenville-Spartanburg neighborhood.
 - Purchase key parcels to allow for the construction of the Richard Creek Greenway into below on the Orange Line of the Swamp Rabbit Trail, trail parking only accessible via Stone Avenue, and other stormwater best management practices along Richard Creek.
 - Close the Spartanburg Street and Stone Avenue intersection for public safety, and enhance the adjacent intersection of Ashmore Street and Stone Avenue.
 - Enhance the Spartanburg Street bridge as a neighborhood gateway that includes a new railing, artful accents, flowers, signage, and a creek overlook structure.
 - Build a community park space within Greenline to replace the Railroad Mini Park that will transform into future development.
 - Establish a walkable block structure of neighborhood streets and updated infrastructure including overflow parking areas restricted for use only by neighborhood residents and their guests.
 - Work with potential partners to meet a goal of 30% affordable units in the Greenline area.

Total Parcels	Total Area (Acres)
212	37.3 ac

Note: The total number of parcels equals 37 parcels with existing units + 49 parcels of open space + 126 parcels with proposed units = 212 total parcels.

EXISTING				
Number of Parcels With Units	Area of Parcels With Units	Number of Units	Density (Units Per Acre)	Affordable Units
37	6.9 ac	41	6	-35

PROPOSED				
Number of Parcels With Units	Area of Parcels With Units	Number of Units	Density (Units Per Acre)	Affordable Units
126	21.3 ac	225	10-11	68

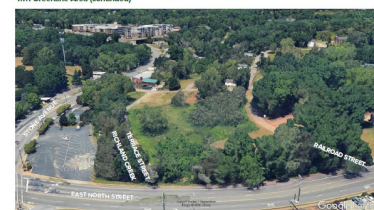
TOTAL AREA UNITS				
Number of Parcels With Units	Area of Parcels With Units	Number of Units	Density (Units Per Acre)	Total # of Affordable
163	28.2 ac	262	7	103

Note: The total number of units does not include the four units on Butler Street, 41 existing + 225 proposed = 266 total units.

PROPOSED OPEN SPACE	
Area (49 parcels)	-14.7 ac

DEVELOPMENT DATA
GREENLINE AREA

4.71 Greenline Area (continued)



Existing conditions of Stone Avenue and East North Street intersection



Conceptual illustration of Gateway Park and Richard Creek Greenway (Note: The neighborhood parking areas in Greenline should be restricted for use by residents and their guests only. Any future trail parking should be located west of the creek and accessed via Stone Avenue.)



Conceptual illustration of the Peak Community Park in Greenline



Sample inspiration-Wetlands, Sample inspiration-Overlook, Sample inspiration-Playground



Figure 4-16: Greenline Development Data Boundary Exhibits and Density Study of Proposed Units

City of Greenville, South Carolina

4.71 Greenline Area (continued)

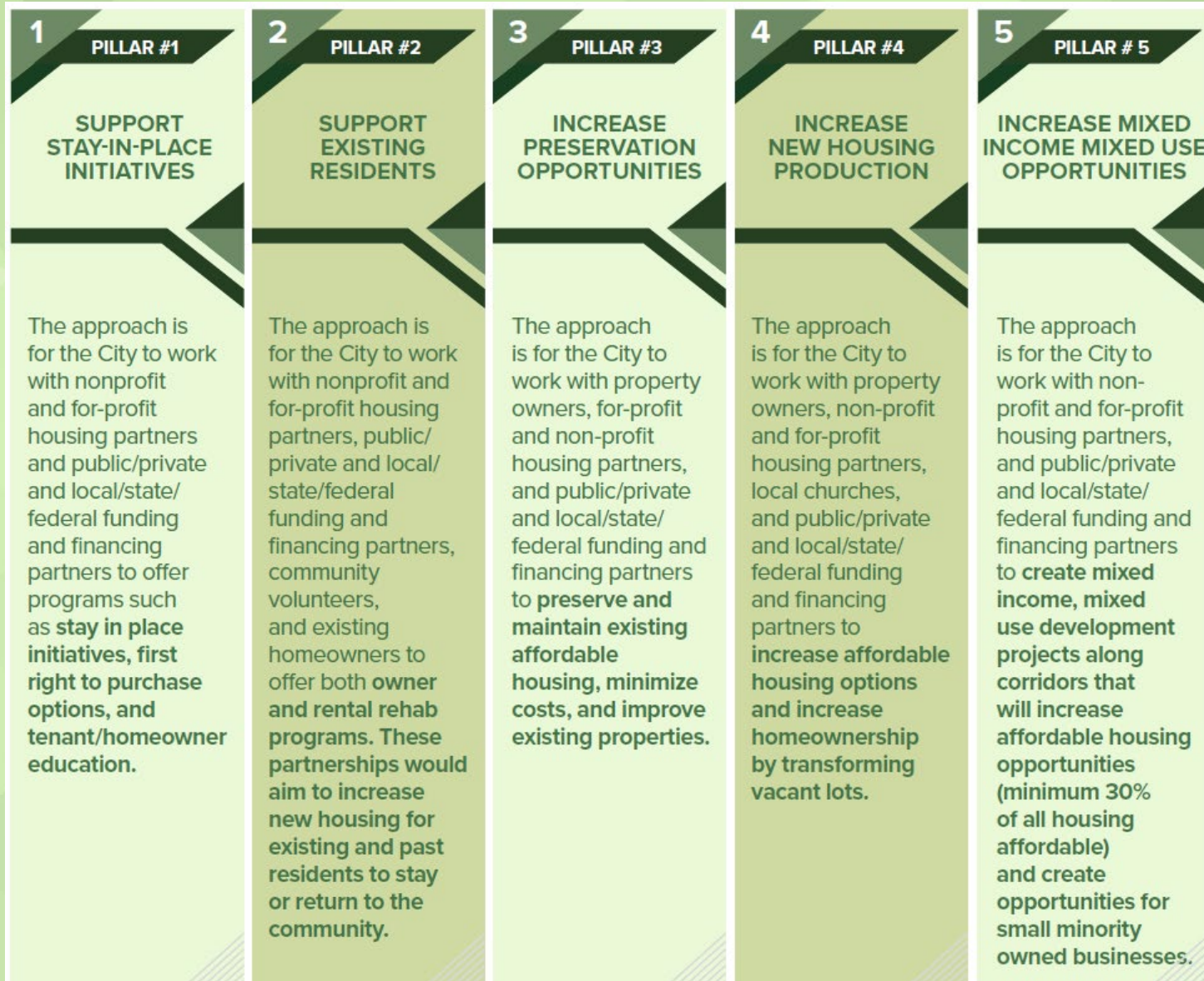


Figure 4-17: Existing conditions of the Stone Avenue and Ashmore Street intersection

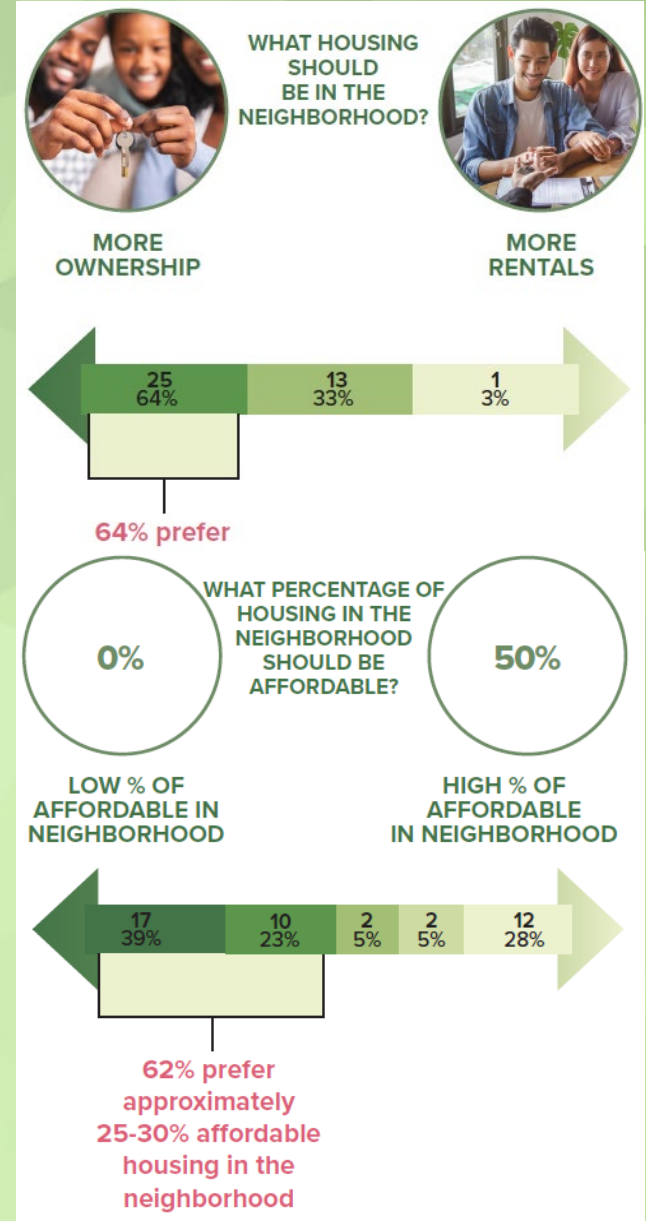


Figure 4-18: Conceptual plan for the Stone Avenue and Ashmore Street intersection

Affordable Housing Strategy



What the community said...



Affordable Housing Development Opportunities

Greenline Area



Mt. Emmanuel Missionary Baptist Church Area



Affordable Housing Development Opportunities

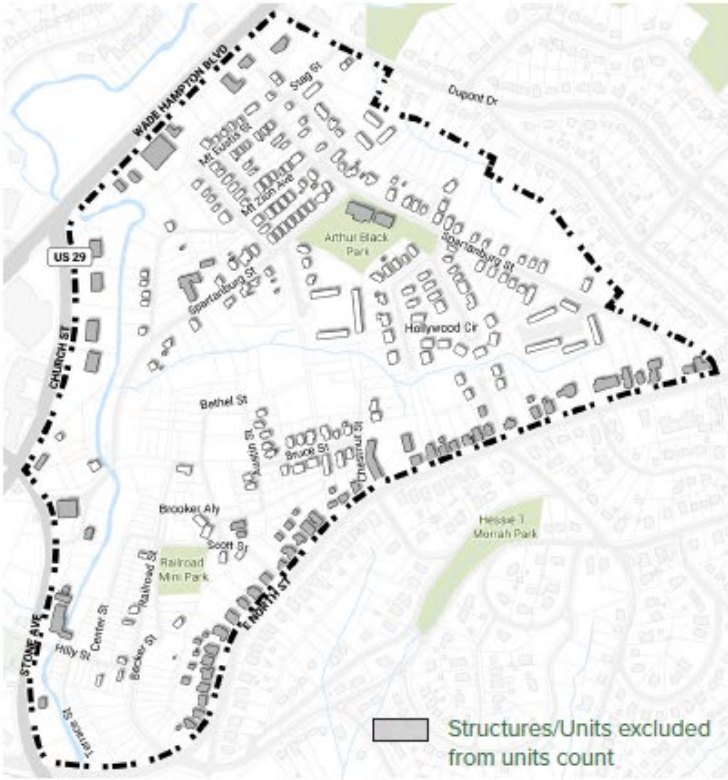
Area	Single Family Homes	Accessory Dwelling Units	Multi-Family (Duplexes, Triplexes, Fourplexes, Townhomes)	Apartments	Total Units	Affordable Units
1	0	0	0	132	132	40
2	0	0	0	0	0	0
3	18	0	12	0	30	30
4	24	0	0	0	24	24
5	0	0	70	0	70	53
6	118	58	24	25	225	68
	160	58	106	157	481	215

Total Existing Units:
248 (entire neighborhood)

Total Proposed Conceptual Units:
481

Master Plan Total Units
(Existing that Remain + Proposed):
244+481=725

Note: The NET NEW number of affordable units in the neighborhood is +/-215 units. NO NET LOSS is anticipated, but a NET GAIN would be expected.



David Hellams Community Center



Priority Projects

1

Provide Lighting for Existing Neighborhood Streets

2

Support New Development with Updated Roads/Infrastructure

3

Upgrade Key Intersections for Safety

1



2



3



4

Build Affordable Housing through Partnerships

5

Build the Chestnut Street Connector

6

Build Flood-Control Solutions

4



5



6



7

Restore Richland Creek & Create a Greenway

8

Build the Storyline Strollway (swings + paths in phases)

9

Make Improvements at the David Hellams Community Center/Park

7



8



9



10

Build the Peak Community Park in Greenline

11

Build Gateway Park

12

Install Neighborhood Entry Signage & Wayfinding

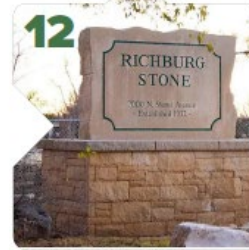
10



11



12



Next Steps

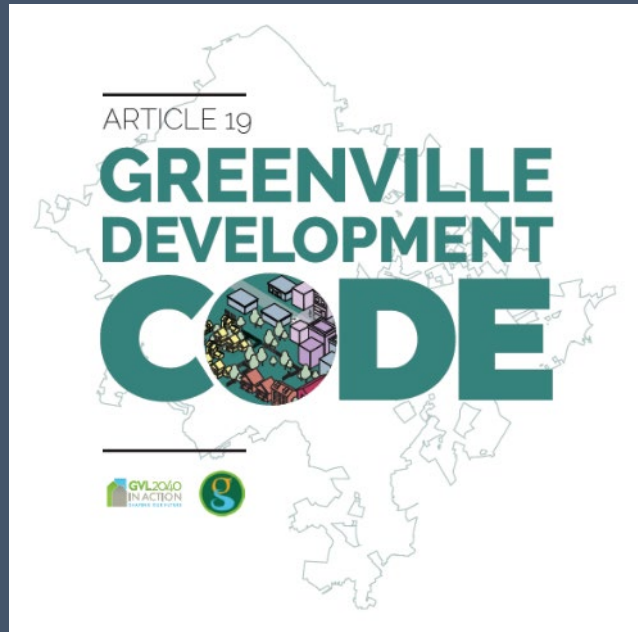
APPROVAL PROCESS

- Review and comment on plan on the city website
<https://greenvillesc.gov/2240/>
- Planning Commission public hearing December 5
- City Council adoption to follow on December 9

IMPLEMENTATION

- City departments proceed with low-cost, near-term action items
- Continue to monitor private development in neighborhood and promote affordability
- Engagement with potential project partners and property owners for larger-scale redevelopment efforts and infrastructure improvements
- Seek funding and incorporate major infrastructure projects in capital budget

Questions & Discussion



Greenville Development Code 18-Month Review

City Council Work Session

November 25, 2024

Background and Review Process

- Greenville Development Code adopted June 12, 2023, and became effective on July 15, 2023
- First round of amendments effective March 11, 2024
- Second round of amendments effective October 14, 2024
- Now working toward the third round of amendments

Timeline and Public Engagement Planned

- **December 6** – 30-day public notice and online publication
- **December 17** – Amendments shared at Project Preview Meeting
- **January 3, 2025** – Coffee with the Code
- **January 6, 2025** – Coffee with the Code
- **January 7, 2025** – Planning Commission Public Hearing



Coffee with the Code – August 22, 2024

Amendments Under Consideration



Change of Use – Defined

- A change from one use specified in the Use Table to another. Change of use also includes expansions and intensifications of the same use.
- Different from a change in occupancy
- Different from Building/Fire Code occupancy classifications

		PROJECT ACTIVITY						
		New Construction	Addition	Site Modification	Facade Modification	Change of Use ⁴	Minor Renovation ⁴	Maintenance and Repair
STANDARDS								
Development Bonuses	<i>Div. 19-4.2.</i>	●	●	○	○	●	○	○
Blocks and Lots	<i>Div. 19-4.3.</i>	●	○	○	○	○	○	○
Streets	<i>Div. 19-4.4.</i>	●	●	●	○	○	○	○
Multi-Modal Access and Parking	<i>Div. 19-4.5.</i>							
Pedestrian Access		●	●	●	○	●	○	○
Bicycle Parking		●	●	●	○	●	○	○
Vehicle Access and Parking	<i>Div. 19-4.6.</i>							
Vehicle Access		●	●	●	○	○	○	○
Vehicle Parking		●	●	●	○	●	○	○
Parking Design		●	●	●	○	●	○	○
Other Vehicle Use Areas		●	●	●	○	●	○	○
Garage Design		●	●	●	○	○	○	○
Transitions and Screening	<i>Div. 19-4.8.</i>							
Transitions		●	○	○	○	○	○	○
Screening		●	●	●	○	●	○	○
Fences and Walls	<i>Div. 19-4.9.</i>	●	○	●	○	○	○	○
Landscape Standards	<i>Div. 19-4.10.</i>	●	●	●	○	○	○	○
Signs	<i>Div. 19-4.11.</i>	●	○	○	●	●	○	○
Lighting⁴	<i>Div. 19-4.12.</i>	●	●	●	●	○	○	○
Materials²	<i>Div. 19-4.13.</i>	●	●	○	●	○	○	○

KEY: ● = Standards generally apply ○ = Standards do not apply

Existing Requirements: Multi-Modal Access and Parking:

- Pedestrian access
- Bicycle parking

Vehicle Access and Parking:

- Parking count
- Parking stall dimensions and striping

Screening:

- Frontage screening
- Dumpster screening
- Equipment screening

Change of Use – Proposed Changes

- Researched other communities to compare change of use expectations
- Use Table - Categorize each land use type as Low, Medium, or High Intensity
- Applicability Tables - Split Change of Use into Major and Minor
 - Major - New use is an increase in intensity
 - Minor - New use is a decrease or equal in intensity
- Change of use regulations would be adjusted for shopping centers

Change of Use – Proposed Changes

Minor Change of Use

- Density;
- Use Regulations; and
- Vehicle Access and Parking

Major Change of Use

- Minor Change of Use requirements;
- Multi Modal Access and Parking; and
- Transitions and Screening

Change of Use – Examples

- Lawyer's office to a spa/wellness business
- Hair salon to a retail store
- Retail shoe store to medical office in a shopping center
- Furniture store to a restaurant in a shopping center
- Department store to a gym in a shopping center

Questions on Change of Use?

Tree Preservation Corridors

- **Screening (19-4.8)**

- Requirement to incorporate a vegetated frontage screen for all new development on property abutting I-85 and I-385

- **Tree Protection (19-5.2)**

- Requirement to preserve existing trees along I-85 and I-385

Screening (19-4.8)

- New site development would require a frontage screen along all interstate frontages
- Clustering plantings could be considered for businesses desiring visibility
- Existing vegetation may count toward the screening requirement

TRANSITION SCREEN H-1

Medium width landscape screening with a wall or fence intended for screening high impact transitions and uses.



SCREENING AREA

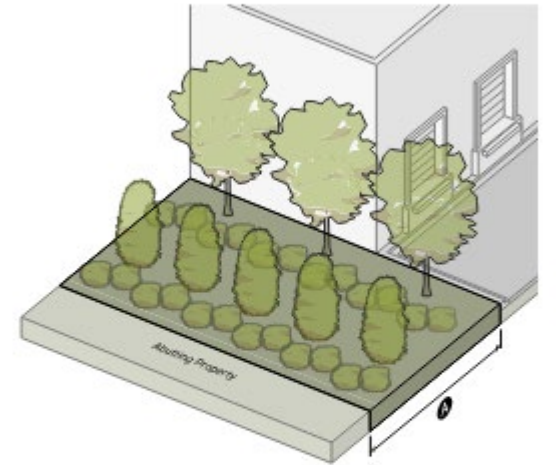
A Depth (min)	15'
Canopy trees (min per 50')	3
Understory trees (min per 50')	2
Shrubs (min per 50')	16

FENCES AND WALLS

B Height (min)	8'
Opacity (min)	90%
Setback from property line (min)	0'

TRANSITION SCREEN H-2

Wide landscape screening with no wall or fence intended for screening high impact transitions and uses.



SCREENING AREA

A Depth (min)	30'
Canopy trees (min per 50')	4
Understory trees (min per 50')	5
Shrubs (min per 50')	24

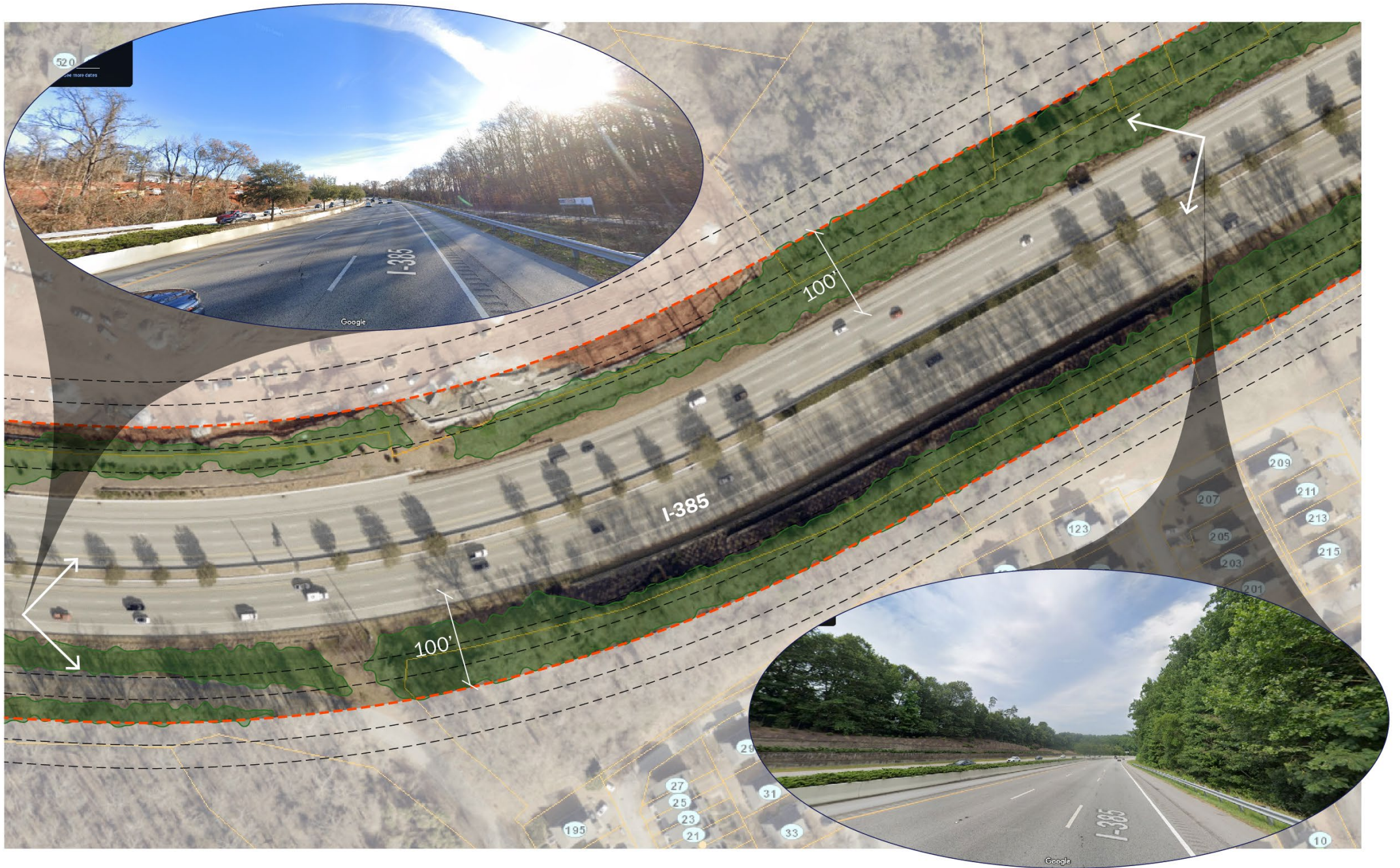
FENCES AND WALLS

Not required

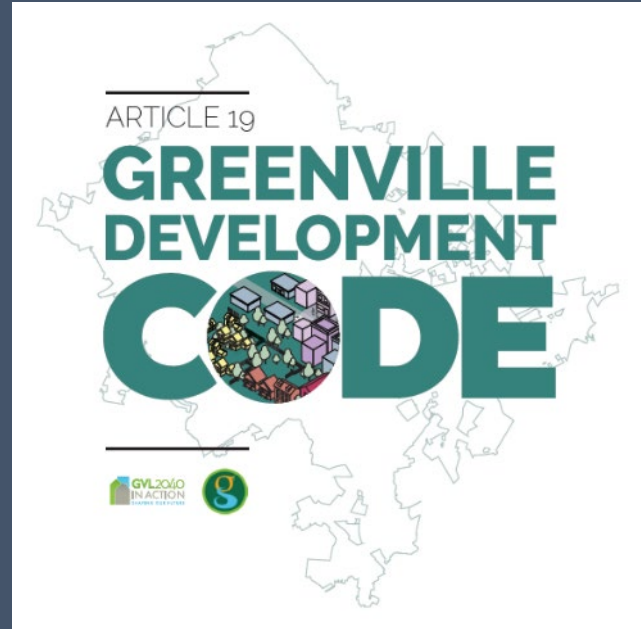
Tree Protection (19-5.2)



- 100' buffer from the edge of the nearest travel lane
- Preserve trees 6" or greater in diameter along interstate frontages
- If tree removal is required to reasonably develop a site, trees must be replanted in the same general location to offset mitigation (no option for a fee-in-lieu)



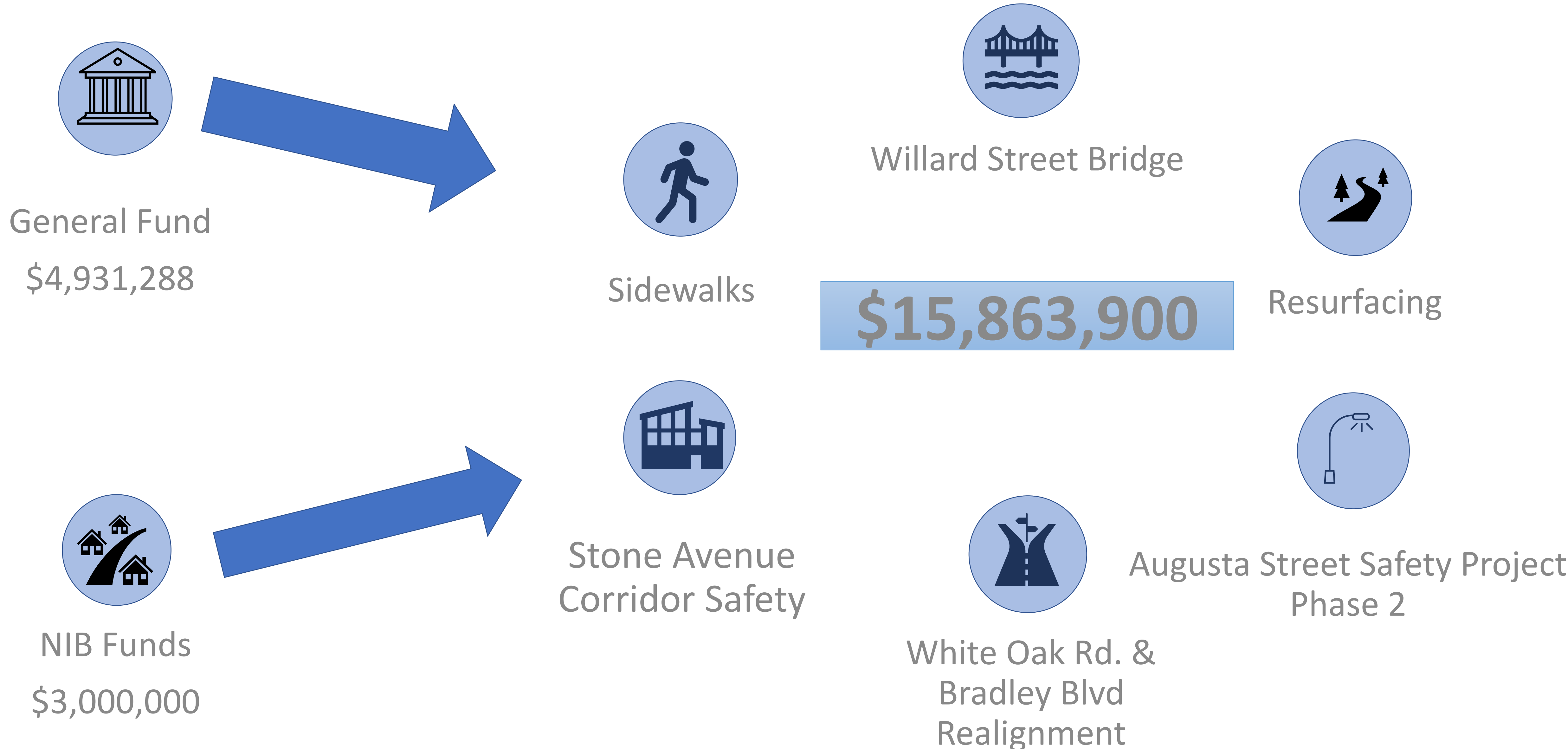
Questions & Discussion



City of Greenville C-Fund Projects



Project Funding Summary



Project Schedule

<u>Project</u>	<u>Start Project Schedule</u>
Augusta Street Safety Project Phase 2	Spring 2025
Willard Street Bridge Replacement	Winter 2025
Stone Avenue/Rutherford Intersection	Spring 2026
Stone Avenue/I-385 Safety Improvements	Spring 2026
Keith Dr. Sidewalk	Spring 2025
Henderson Rd. Sidewalk	Spring 2025
Wembley Rd. Sidewalk	Spring 2025
Ashley Avenue Resurfacing	Fall 2025
White Oak Rd. & Bradley Blvd. Realignment	Summer 2025
Lowndes Hill Road Sidewalk	Spring 2025
Pendleton/Textile Signal	Summer 2025
E. Washington Resurfacing	Summer/Fall 2026

A photograph of a city street scene, likely in a downtown area. The street is lined with mature trees with green foliage. On the left, there are multi-story buildings, some with storefronts. A 'ONE WAY' sign points left. In the center, a line of cars is stopped at a red traffic light. A silver SUV is prominent in the foreground. On the right, a street sign for 'W. North St' is visible. The text 'Thank You' is overlaid in the center of the image.

Thank You