

# Greeneville Forward



# Comprehensive Plan (2017-2037)

# Adoption Page

The Greeneville Forward: Comprehensive Plan 2017-2037 was adopted by the Greeneville Regional Planning Commission on Tuesday, October 10, 2017 at the Commission's regularly-scheduled meeting.

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# Acknowledgements

This “Greeneville Forward: Comprehensive Plan 2017-2037” is the fruit of our work - the work of many individuals, civic groups, institutions, agencies, businesses and organizations who put in hundreds of hours, evaluated the state of our Town, contributed ideas, provided technical input that supported the making of this plan, and both defined and refined its content.

# Board of Mayor & Aldermen



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Mayor*



*Sarah Webster  
Alderman*



*Keith Paxton  
Alderman*



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# Greeneville Regional Planning Commission



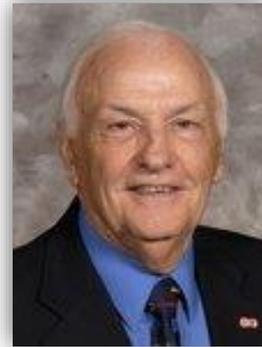
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*Asongayi Venard, CFM  
Planning Director  
2014 to 2017*



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*Paul McAfee*



*Logan M. Engle  
Planning Director  
2017 to Present*

*During the making of the Greeneville Forward Comprehensive Plan,  
Aldermen Keith Paxton and Brian Bragdon also served on the Greeneville Regional Planning Commission.*

# Town of Greeneville Department Heads



*Terry Cannon  
Police*



*Patsy Fuller  
Human  
Resources*



*Butch Patterson  
Parks &  
Recreation*



*Brad Peters  
Public Works &  
Engineering*



*Bert Seay  
Building,  
Planning, &  
Development*



*Alan Shipley  
Fire*



*Carol Susong  
Finance*



*Jeff Woods*

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During the making of this Comprehensive Plan, Jeff Woods was the Town's Building Official and Head of the Planning, Building, & Development Department. It was Mr. Woods who insisted in May 2015 that the making of this plan was "too important to be delayed," and staff should begin laying the ground work for *Greeneville Forward*. We dedicate this Plan to Mr. Wood's memory.

# Steering Committee

Rebecca Adams  
**Greeneville Housing Authority**

Tracy Solomon  
**Capitol Theatre**

Cecilla Hamilton  
**African-American Community**

Brad Peters  
**Town of Greeneville Public Works**

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**Greeneville Light & Power Systems**

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**C&C Millwright, Inc.**

Justin Jeffers  
**Kiwanis Club of Greeneville**

Asongayi Venard  
**Town of Greeneville Planning & Development**

## Task Forces

Several task forces assisted in detailed development of each plan element. The following task forces were established for the Greeneville Forward Comprehensive Plan:

- Land Use
- Housing
- Health & Environment
- Transportation
- Utilities
- Downtown
- Economic Development
- Public Government

# HISTORY

Greene County is located in the northeastern part of Tennessee, and Greeneville is its county seat. The history of Greeneville, therefore, is interwoven with the history of Greene County as a whole.

Greeneville was established on the site of Big Spring, which had attracted wild game, Native Americans, and settlers to its clean, flowing stream. The town was founded in 1783 when the court held its first session in the home of Robert Kerr. All of today's metropolitan area was originally owned by Kerr. In 1787, Kerr's property was subdivided into lots and he claimed those which included the current courthouse corner, two lots on the corners of Main and Depot Streets, as well as the Big Spring property. He kept a tavern on one of his Main Street lots.

Greene County is approximately 624 square miles and shares a border with North Carolina on its southern end. It is bordered to the north by Hawkins County, Hamblen and Cocke Counties to the west, and Washington County to the east.



**The Big Spring**

With an average elevation of 1,400 feet above sea level, Greene County lies between the Unaka Mountains to the south and Bays Mountain to the north and is traversed by a series of valleys and ridges. The principal stream is the Nolichucky River, which receives as tributaries Lick Creek, Little Nolichucky, Horse Creek and Camp Creek. The soil of the county is generally fertile, with the exception of the extreme southern part, and even in this section the lands are found to be well adapted to tobacco culture. The richest farming lands occupy the northern portion of the county and the bottom of the Nolichucky River. The minerals embrace almost every variety found in East Tennessee, with the exception of coal. Iron is especially abundant in many places, and has been worked with success.

# HISTORY

Archeological evidence suggests Greene County was first populated by the Woodlands Indians and later by the Cherokee. As early as 1772, Jacob Brown, with a few families from North Carolina, pitched tents on the northern bank of the Nolichucky River. Brown was a merchant who carried his goods on a single packhorse. He secured a lease on the land from the Cherokee and in 1775, this lease was transferred into a purchase.

The “Nolichucky Settlement” covered lands on both sides of the Nolichucky River and as far west as Big Limestone Creek. A great influx of settlers came into the area between 1778 until 1783, when Greene County was established as a separate county from Washington County, North Carolina. The early settlers to Greene County were mostly

Scotch-Irish immigrants. Persecuted by the English for commercial and religious reasons, the Scotch-Irish found refuge in the back woods of Appalachia. It was a hard life of building cabins and clearing land for cultivation.

Due to the dissatisfaction with North Carolina's governance, Greeneville residents, along with those who lived in what is now upper east Tennessee, formed a state called Franklin.

In 1784, they elected a governor and a legislature; wrote a constitution; and began going about the business of running their affairs (collecting taxes, holding courts, raising an army as needed against the hostile Native American tribes of the day).

Greeneville was the capital of Franklin. Because of North Carolina's opposition, the proposal to accept Franklin failed to be approved by the United States Continental Congress.

The first national census of Greene County was taken in 1790. The county had a total population of 7,741 people, with 454 of its inhabitants held as slaves. On June 1, 1796, Tennessee was formally admitted to the Union as its 16th state. After transitioning from a frontier outpost to a bustling village, Greeneville made its entry into the nineteenth century with great promise. In 1806, Greenville's first jail was constructed behind the courthouse, and the Circuit and Chancery Courts for Greene County were organized in Greeneville.

# HISTORY

## Slavery

The census of 1790 mentioned the existence of slavery in Greene County. It was about this time that a large number of Quakers moved to Greene County from Pennsylvania and North Carolina. Most Quakers opposed the institution of slavery, and anti-slavery sentiment was prevalent in Greeneville.

Greeneville's Presbyterian church was heavily involved in the abolitionist movement in East Tennessee. Its first minister, Rev. Hezekiah Balch, freed his slaves at the Greene County Courthouse in 1807. Rev. Samuel Doak, the founder of Tusculum College, followed in 1818. Francis McCorkle, the pastor of Greeneville's Presbyterian Church, was a leading member of the Manumission Society of Tennessee.



**Valentine Sevier Home**

Another influential Greenevillian who wanted to end slavery was Valentine Sevier. Although Sevier did own slaves, he heavily encouraged his slaves to emigrate to Liberia. He set aside funds for each of his slaves who decided to go emigrate there.

Using a loan secured from Valentine Sevier, Benjamin Lundy, a Quaker, established an abolitionist newspaper titled "Genius of Universal Emancipation." The newspaper was established on the site of Greeneville's current Town Hall in 1822.

# HISTORY

## Education

Rev. Hezekiah Balch was instrumental in the establishment of Greeneville College in 1794. It was located three miles south of Greeneville on what is known today as Old Asheville Highway, but it struggled for most of its existence and eventually merged with Tusculum Academy in 1868.

Dr. Samuel Doak opened a private school in 1818 to the east of Greeneville and named it Tusculum Academy. He taught there until his death, twelve years later. In 1835, Doak's son, Samuel Witherspoon Doak, reopened the academy, and by 1840, enrollment had reached 70 students. In 1844, the legislature of Tennessee changed the name of the school from Tusculum Academy to Tusculum College.

From a catalogue issued in 1846, the attendance from 1835-1846 was given as 315. Fifteen of those students had entered the ministry, twenty-seven became physicians, and eight became lawyers who had been admitted to the bar.

One of the first schools in Greeneville was located on East Church Street in Harmony Presbyterian Church. It was a log structure at the current site of Town Hall.



**One of the first schools in Greeneville was a log structure located at the site of the current Town Hall.**

# HISTORY

The legislature of Tennessee also established Rhea Academy in 1806. John Rhea, the village blacksmith, donated land in 1811 and furnished a large part of the funds to construct the two-story brick building on College Street. In the early 1840s, the female branch of the Academy was built at the eastern end of Depot Street on land that was donated by John Dickson. Both schools taught: reading, spelling, geography, penmanship, mathematics, history, composition, philosophy, astronomy, English, grammar, English literature, Latin, Greek, and French. The male academy expanded its curriculum to include: bookkeeping, surveying, navigation, chemistry, botany, zoology, mineralogy, rhetoric, logic, and Constitutional law.

The end of the Civil War brought an emphasis on education of the town's African American population. In a deed dated April 27, 1867, Edward West sold a parcel of land to the Trustees of the Freedman's School. The parcel of land "adjoined the graveyard near the said town of Greeneville on the main road leading from Greeneville to Buckingham Road." The property sat directly across the street from Town Hall, at the current location of Greeneville Light and Power.

A photograph of the old school building, dated July 4, 1962, indicates it was purchased by the Electric Power Board and was torn down in 1962. The Freedmen's School was situated where the rear parking lot now stands.

At some point, the lower room of Rhea Academy was used by the Freedmen's Bureau as a school for African-American students. By November 1883, Principal P. B. Harris reported "the school is very prosperous - we now have 112 on toll. Miss Mary Davis was selected as the assistant teacher. The school now numbers more than we had last year and several [more] are to enter. We have received nine transferred children from other districts."

# HISTORY

## **Economy**

The early economy of the county was almost totally made up of agricultural activities. Most of the products, however, remained in local markets with only small amounts of products being shipped across the mountains to the Eastern Seaboard. The construction of the railroad through East Tennessee in the middle 1800's provided the region with access to outside markets for the products of the economy. Greeneville developed into the marketing center of Greene County, due to the central location within the county.

## **Tobacco**

In 1885 a tobacco market was established in Greeneville to handle the sale of burley tobacco that had become a major crop in Upper East Tennessee. This led to the establishment of Greeneville as one of the leading burley tobacco markets in the nation. Burley transformed the tobacco industry with new cultivation techniques and a shift from dark and flue-cured tobacco. By the 1990s, burley tobacco production in the region had drastically declined, and it is a tradition that few local farmers still practice.

## **Railroad**

The first railroad to come through the area was chartered in 1848 and was known as the East Tennessee and Virginia Railroad. The company built 130.7 miles of railroad line between Knoxville and Bristol from 1850 and 1856. Key elected officials and political leaders, such as Tennessee Governor Andrew Johnson, were strong supporters of railway development. Today, the existing rail line is owned by Norfolk-Southern Railway.

# HISTORY

## Logging (1910 – 1918)

Before white settlers came to the area, practically all of Greene County was forested. By 1950, over 80 percent had been cleared. In the early 1900s, railroad and sawmill innovations allowed logging firms to harvest the virgin forests of the Great Smokies and adjacent ranges. The John Heilman Lumber Company sent an agent to Greene County in search of good timber. The land owners were agreeable and sold their timber rights for as little as 25 cents a piece. Once the trees were cut, a way was needed to transport the huge logs from the foot of the mountains into Greeneville, where it could be loaded onto railcars. In 1910, a railroad was constructed through the mountains,

across the Nolichucky River, into Greeneville and the Norfolk-Southern Railway.

The mountain railroad was nicknamed “The Peavine” and it began to the east of Greeneville. It followed Holly Creek south, through the present-day Greeneville Commons Shopping Center, past the Laughlin Hospital and behind the town of Tusculum. It continued over the Nolichucky River, where the present-day Buckingham Road exists and crosses the river. Another ten to twenty miles of railroad spurs climbed up the mountains with a drastic increase in grade.

By 1918, when the land was cleared of the trees, the logging company ceased operations. Land owners were left with barren land that was prone to flooding. The clear cut areas were purchased by the federal government, and on June 14, 1920, the Cherokee National Forest was created. It is now managed by the United States Forest Service.

Some of the old logging trails were incorporated into the Appalachian National Scenic Trail (AT). Formed in 1925, the Appalachian Trail works in partnership with the National Park Service, USDA Forest Service, states, and local communities to create a public footpath that follows more than 2,100 miles of Appalachian Mountain

# HISTORY

ridge lines between Maine and Georgia. The Greene County section of the AT can be traced along the spine of the mountains between Madison County, NC and Unicoi County, TN.

## Livestock

The farmland in Greene County is well suited for grassland-based livestock production and is one of the reasons why raising livestock is an integral part of our heritage. Veal calves, lambs, wool, and poultry were farm commodities shipped by the Greene County Livestock Shipping Association in 1934. The value of the items shipped was \$112,000. There were about five thousand farms in the county at that time. Over 800 of the farms had dairy cattle, and 127 reported other livestock.

The average milk production per cow was close to 30 pounds per day.

PET MILK COMPANY  
1112 West IRISH STREET

Evaporation plant opened 1927  
Dairy Division added 1927  
Bottling milk began 1954  
Plant sold to Pillsbury 1996

Most of the milk was processed locally at the Pet Milk Company. Over the years, other livestock have replaced dairy cattle on many area farms. Greene County currently ranks first out of Tennessee's 95 counties in beef production. In addition, the numbers of horses, sheep, lambs, poultry and swine have increased.

Recent reports show measurable production for numerous non-traditional animals such as bison, deer, llamas, mules, burrows, donkeys and rabbits. Goats and aquaculture have also added valuable income on some farms.

Beef cattle production is a strong animal industry throughout the area. The animals graze the pasture land eating forages that humans and non-ruminant animals do not consume. They serve a unique role in providing high-quality protein for human consumption.

# HISTORY

Cow-calf farming operations are popular in the area. Producers maintain a breeding herd of cows that nurture calves every year. When a calf is born, it weighs 60 to 100 pounds. Over the next few months, each calf will live off its mother's milk and graze grass in pasture. Beef calves are weaned at six to ten months of age when they weigh between 450 and 700 pounds. These calves are now grass-fed in pasture, and some are sold as grass-fed beef. Others are backgrounded further at the farm, by consuming forages and some grain, before shipping to feedlots. Beef production represents the largest single segment of American agriculture. Over 90 percent of all beef raised in the United States is sold in America, while about 10 percent is exported.

## Roads

By the early 1800s, many farmers in the region had moved beyond subsistence agriculture and were raising animals to sell for cash. The challenge of getting livestock to the major markets of Atlanta, Charleston and those further south were met by driving animals on foot via a loose network of trails known as drovers' roads. In 1828, the Buncombe Turnpike toll road was opened to provide an improved route, which greatly increased traffic to and through North Carolina. One leg of the Buncombe Turnpike ran north from Asheville to Warm Springs (now Hot Springs). It then followed the French Broad river north and terminated near the mouth of Paint Creek in Greene County. Once in Tennessee, the

drovers' trail wound its way through today's Cherokee National Forest to where it connected with today's TN Highway 70 and Old Asheville Highway. The road entered Greeneville at today's South Main Street.

## President Andrew Johnson

The period of Greeneville history from 1826 to 1875 is tied to the name of one man – Andrew Johnson. He arrived in Greeneville in 1826 and quickly became the town's only tailor. In 1827, nineteen year-old Andrew Johnson married seventeen year-old Eliza McCardle. The service was performed by Mordecai Lincoln, a kinsman of Abraham Lincoln. Soon after their marriage, Johnson bought the tailor shop that is now located at the corner of College

# HISTORY

and Depot Streets.

Historians have asked how the unschooled Johnson acquired the knowledge of history and the science of government to successfully compete against political opponents who were graduates from the first colleges of the land. He had learned the basics of reading before leaving North Carolina, and his wife Eliza is credited with teaching Johnson how to write. He continued his studies by using the textbooks Eliza had used when she attended the Greeneville Female Academy. He made friends with the students of Greeneville College and would pay them to read their textbooks to him while he sewed.



**President Andrew Johnson**

He was soon visiting the college and attending functions. Blackstone McDonnell is credited with sparking Johnson's interest in the art of debate. To further refine his skills, Johnson attended debates at both Greeneville College and Tusculum Academy, where he displayed a natural talent for oratory.

The people of Greeneville liked and trusted Johnson. He was open and friendly, and he soon became known as a stylish tailor who loved to talk politics. His political goals were to bring the working class into the political system and to improve their living conditions. The election of aldermen was held in Greeneville in 1829.

# HISTORY

Johnson's friends were determined to elect him and a slate of tradesmen to this office. Their efforts paid off because the entire ticket was elected by a sweeping majority of Greeneville voters. Besides Johnson, Blackstone McDonnell, a plasterer, and Mordecai Lincoln, a tanner and shoemaker, were elected.

Johnson prospered as a good businessman. People liked his frugal approach. He was reelected to the council in 1830 and again in 1832. The Greeneville County Court made him trustee of Rhea Academy, no small honor for a 23 year-old tailor. In 1834, Andrew Johnson was elected Mayor of Greeneville and the following year he was elected to the State Legislature.

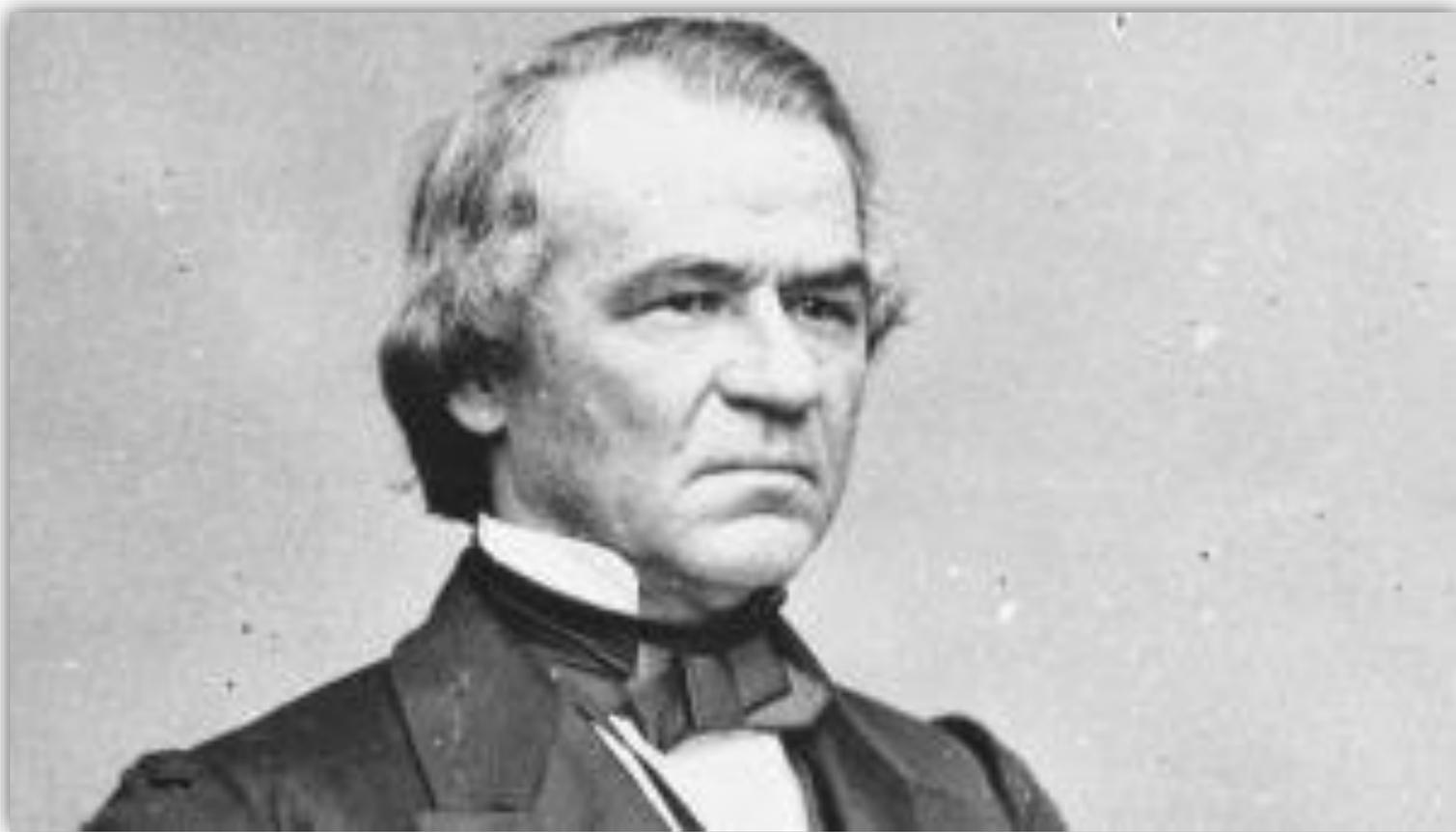


**Andrew Johnson Home**

During his time in the Tennessee Legislature, from 1836 to 1843, Johnson pushed for education reform, especially giving more money to local schools. In

1843 he was elected to the U.S. House of Representatives from the First District. He served five terms, from 1843 to 1853. He successfully ran for Governor in

# HISTORY



**President Andrew Johnson**

1853 and was reelected again in 1855.

After two terms as Governor, he was elected to the U.S. Senate. When Tennessee withdrew from the Union in 1861, Andrew Johnson remained in the U.S. Congress as Senator from Tennessee. In March 1865, he became Vice-President, and on April 15, 1865, was sworn in as President, following the assassination of Abraham Lincoln. Andrew Johnson died in 1875 while visiting his daughter in Carter County.

## Past Plans & Documents

Several companion planning documents should be considered in conjunction with this plan (Greeneville Forward Comprehensive Plan 2017-2037). These include the following:

1. The Greeneville Summary Plan, a Revision of the Greeneville General Plan, 1979.
2. The Urban Growth Boundary Study, Town of Greeneville, 1999.
3. Greeneville Comprehensive Plan for the Planning Period 2009-2029, 2009.
4. Historic Zoning Criteria.
5. The Greeneville Traffic Control Project Plan.
6. Greene County Tennessee Soil Survey.
7. Greeneville FEMA Documentation.
8. Greeneville Regional Airport Master Plan.
9. Town of Greeneville Comprehensive Annual Financial Reports.
10. Planning Commission and Board of Zoning Appeals Minutes.
11. Planning Commission Annual Reports.
12. BMA Minutes & Annual Departmental Reports.

# LOCATION AND PHYSICAL FEATURES

The Town of Greeneville has a total land area of approximately 17.1 square miles. It is situated between the population centers of Knoxville to the west and the Tri-Cities of Bristol, Kingsport, and Johnson City to the east. It is located at the geographical center of Greene County, TN and is the administrative seat of Greene County.

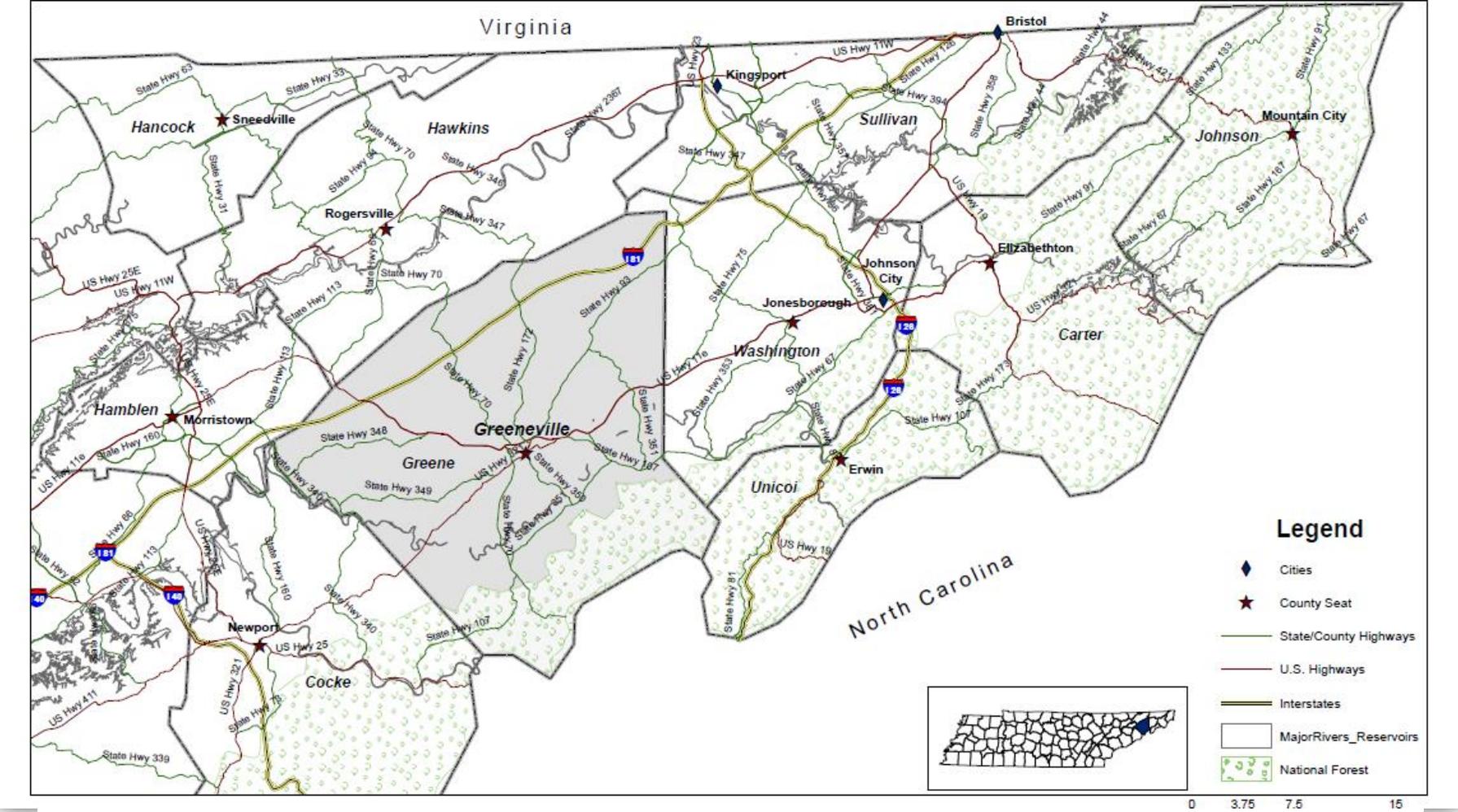
Greene County embraces an area of approximately 624 square miles located in the southern portion of Upper East Tennessee. Part of the county is located within the Unaka Mountain Range of the Cherokee National Forest. Greene County is bounded to the northwest by Hawkins and Hamblen Counties, to the north and northeast by Washington County, to the southeast by Unicoi County and Madison County in the State of North Carolina, and to the southwest by Cocke County in Tennessee.

Highways located in Greeneville include U.S. Route 11E which connects the town to Johnson City approximately 31 miles to the east. Morristown is located off Interstate 81 approximately 30 miles to the west. U.S. Route 321 connects Greeneville to Newport approximately 26 miles to the south. Knoxville is approximately 70 miles to the west on Interstate 81 and Interstate 40.

Other major traffic routes are State Highway 93 (Kingsport Highway), connecting Greeneville with Kingsport approximately 44 miles to the south. State Highway 172 (Baileyton Highway) connects Greeneville with the municipality of Baileyton and Interstate 81. State Highway 70 (Lonesome Pine Trail) connects

Greeneville with Hawkins County as well as intersecting with Interstate 81. State Highway 107 connects Greeneville with Erwin, approximately 31 miles to the east. The regional setting for Greeneville is shown on Map 1 on the following page.

# LOCATION AND PHYSICAL FEATURES



Map 1: Location of Greeneville in East Tennessee

# LOCATION AND PHYSICAL FEATURES

## Climate

Greeneville has a humid-sub-tropical climate, characterized by relatively mild winters and warm summers. Although the Town is located well inland, it lies in the path of cold air moving southward from Canada and warm moist air currents moving northward from the Gulf of Mexico. These alternating currents frequently bring sharp daily changes and are chiefly responsible for seasonal variations.

The average daily temperature is 63 degrees, with an average high temperature for January of 39 degrees and an average low temperature for July of 78 degrees. The average growing season is approximately 188 days, extending from April 16, the average date of the last killing frost, to October 21, the average date of the first frost.

The yearly rainfall amounts are normally abundant for this area. It is heavier in winter and in spring because of frequent flows of moist air from the south. In late spring and early summer, secondary seasonal periods of precipitation occur in the form of local showers and thunderstorms. Precipitation is generally lightest during late summer and early fall.

While there are periods of dry weather, they are usually offset by periods of abundant rainfall. Precipitation averages approximately 41 inches with a low of 2.4 inches in October to a high of 4.6 inches in March. Precipitation for recent years has been below normal. The impact of climate on the development of Greeneville can best be described as moderate. In general, climate has very little effect on development within the Town.

# LOCATION AND PHYSICAL FEATURES

## Air and Water Quality

Per the National Air Toxic Assessment (measures of hazardous air pollutants), conducted by the Environmental Protection Agency (EPA), Greeneville has an air quality index of 71 on a scale of 100 (higher is better). This exceeds the average index of 58.4 in the USA. With regard to the air quality in Greeneville, therefore, Greeneville is located in an attainment air quality area, which is defined by EPA as meeting or doing better than the national primary or secondary ambient air quality standard for the pollutant.

The abundance of open space and natural vegetation, the absence of industries producing toxic air pollutants, and the predominance of low to moderate density built

environment generally create and maintain the good air quality in Greeneville.

The watershed quality in Greeneville per EPA measurements is 94 on a scale of 100 (higher is better), while the USA average is only 55. There is a direct proportional relationship between the watershed quality and the quality of drinking water in a place.

The primary water source for the Town of Greeneville is the Nolichucky River. Through significant investments in wastewater treatment infrastructure, the Town is not currently under any moratoriums due to water and wastewater treatment problems. The municipality has a National Pollutant Discharge Elimination System (NPDES)

permit for discharging its treated wastewater into the Nolichucky River. Greeneville also maintains an NPDES permit for the management of the quantity and quality of storm water in Town.

It is not foreseen that air quality problems would directly affect the future land use in Greeneville and its projected growth area.



# LOCATION AND PHYSICAL FEATURES

## Drainage and Flooding

The Nolichucky River and its tributaries form a mature drainage system that reaches practically all of Greene County. Richland Creek and Frank Creek and their tributaries drain Greeneville and its urban growth area.

The Town's application to join the National Flood Insurance Program (NFIP) became effective on August 1, 1986. This program is organized under the Federal Emergency Management Agency (FEMA). It identifies potential flood hazard areas within the Town, requires the community to adopt floodplain management regulations, and provides residents with the opportunity

to purchase flood insurance. The drainage basin for Frank Creek is 5.85 square miles, and the drainage basin for Richland Creek is 4.69 square miles.

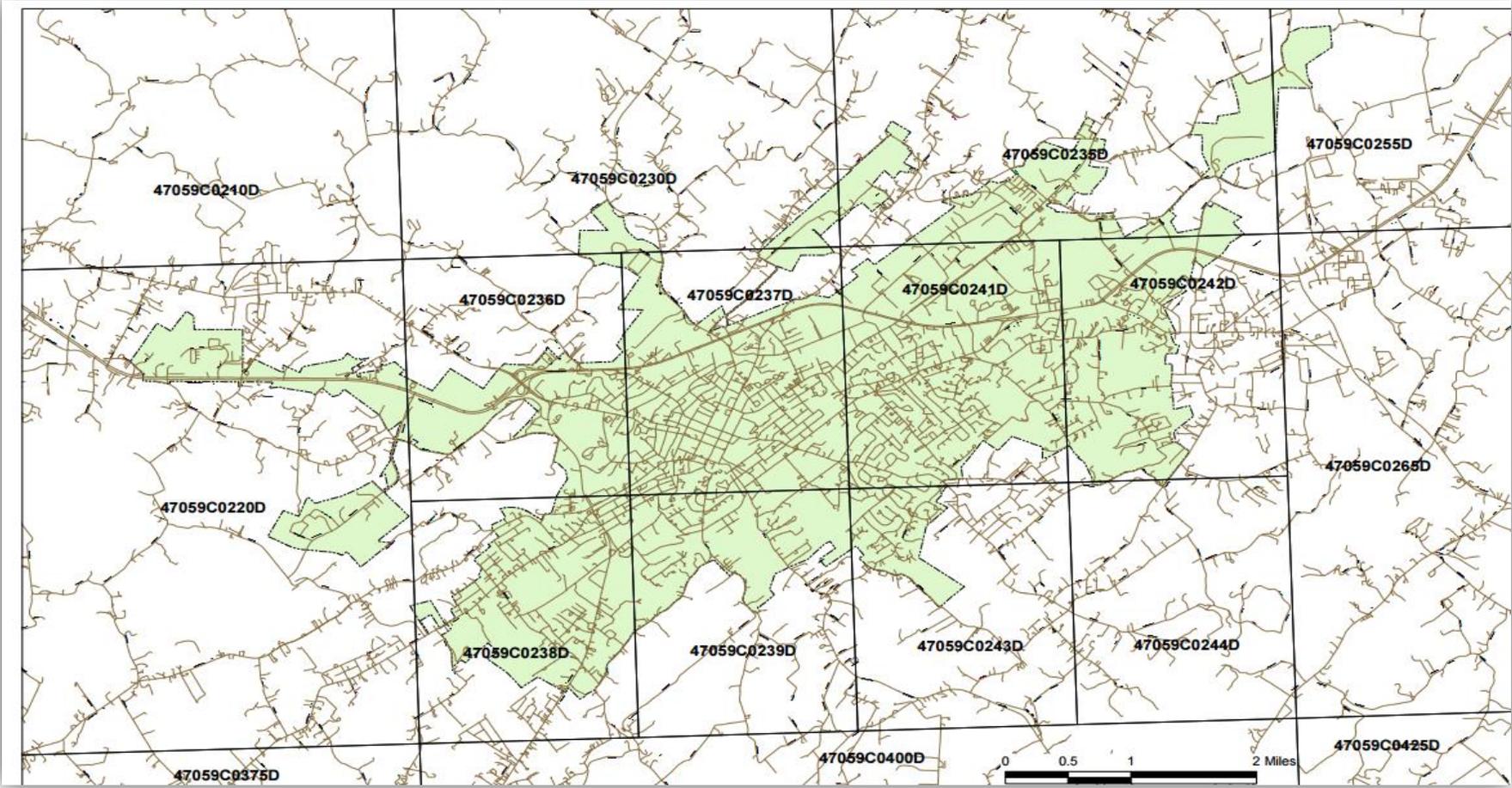
The effective FEMA Flood Insurance Rate Maps (FIRMs) and associated Flood Insurance Study were adopted by the Town on June 6, 2006. This was a culmination of a nation-wide map modernization program started by FEMA in 2003 to digitize the FIRM. The current FIRMs in Greeneville became effective on July 3, 2006. FEMA has issued Letters of Map Revision (LOMR) for flood zone designation revisions for a few properties after this date.

The Town last revised its Floodplain Ordinance in 2013. Greeneville is currently not a member of the NFIP's Community Rating System (CRS).

Map 2 (located on the following page) is an illustration of the Digital Flood Insurance Rate Map (DFIRM) for properties located within the Greeneville corporate limits.

# LOCATION AND PHYSICAL FEATURES

## Drainage and Flooding



Map 2 : Digital Flood Insurance Rate Map Panel for Greenville

# LOCATION AND PHYSICAL FEATURES

## Topography

About four-fifths of Greene County is in the Great Valley with the Southeastern quarter of the county in the Appalachian Upland. Greeneville is located in the Great Valley portion of the county. The Great Valley is further divided into three subdivisions. Greeneville is located in subdivisions two and three of the Great Valley.

The second subdivision, commonly known as the Slate Hills, is a broad area underlain by calcareous shale. Much of this section consists of hilly to steep ridgelines and narrow valley floors. Some areas of the Upland area are undulating to rolling. The relief within this belt ranges from 50 to 300 feet, and the predominant soils are shallow.

The third subdivision consists of a steep, rugged ridge known as Bays Mountain. It consists of shales and sandstones interbedded with spaced strata of limestone. The ridge is capped in many places by light gray, massive acid sandstone. The crest of the ridge is 1,300 to 3,118 feet above sea level and rises as much as 1,200 feet above the adjacent shale belt.

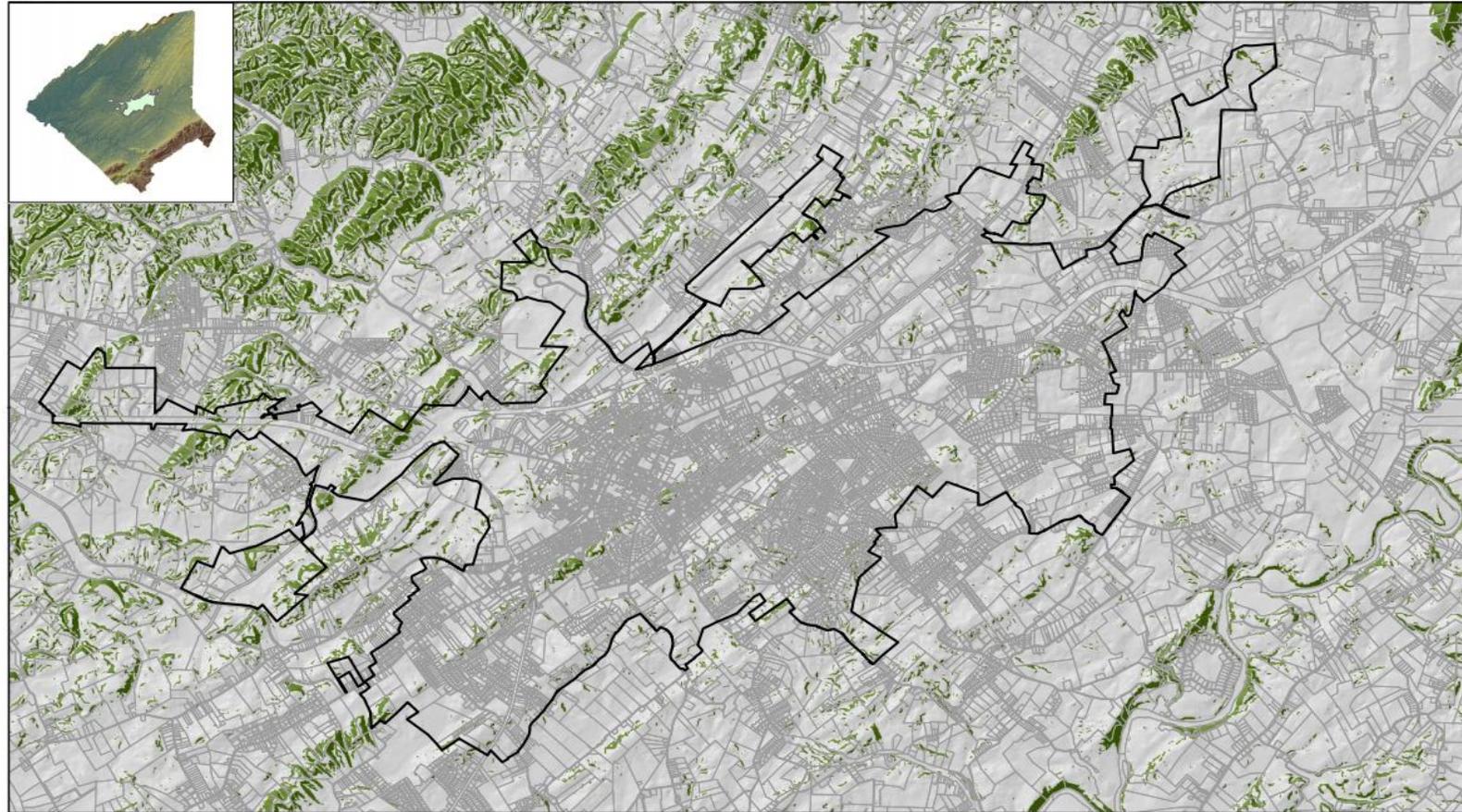
Slope is a major topographic consideration impacting the developmental potential of sites. It affects access, erosion potential, and soil capabilities. The rate of erosion increases exponentially with increases in the degree of slope. In areas of greater than 15-percent slope, limitations to development area are significant, and development should

occur only with the proper safeguards, based on professional engineering principles and practices.

Most of Greeneville is gently rolling with some rolling hills and moderately steep slopes. Steep slopes impact the development potential of some sites in the Town. Map 3 is a topographic map of the Town of Greeneville and its environs.

# LOCATION AND PHYSICAL FEATURES

## Topography



**GREENEVILLE**  
T E N N E S S E E

*Natural Factors*  
*Illustration 3*

- Legend**
- Corporate Limits
  - Slope Less than 15%
  - Slope Greater than 15%



0 0.2 0.4 0.8 1.2 1.6 Miles

State of Tennessee  
Department of Economic & Community Development  
Local Planning Assistance Office  
Johnson City, Tennessee  
Map Printed: March 9, 2009  
This map is not an engineering map.

**Map 3:  
Topographic Map  
of Greenville and  
its Environs**

# LOCATION AND PHYSICAL FEATURES

## Physiography, Geology & Soils

The Greeneville area is in the Appalachian physiographic province. The valley portion of the area belongs to the Great Valley of East Tennessee while the mountains of the Appalachian system are part of the Bald Mountains.

Rocks in the Greeneville area are predominantly sedimentary rocks and more or less calcareous. They consist of sandstone, shale, and limestone.

Soil conditions do not typically limit development within the Town of Greeneville. Limitations can be site-specific due to the varying types of soils, which can even vary within a development site.

According to the soil surveys conducted by the USDA's Soil Conservation Service, Greeneville area soils fall into four different soil associations. The Greeneville area contains 41 different specific soil types or slope phases of these associations. Soil maps assist those who want general ideas of soil types in particular areas. However, it is not independently suitable for development. Developers should consult with engineers to ensure soil conditions do not limit safe and sustainable development and do not affect flooding or drainage.

Due to the prevalence of high clay content soils or shale, detailed site

evaluations, engineering, and planning are required to avoid or mitigate poor structural soil conditions. Testing should be done to examine potential sinkhole activity, related to poor drainage and difficult soils.

# VISION

## Neighborhoods and Housing

A good and stable neighborhood is a healthy place and is the space of an engaged residence who seeks excellence in where they live. The Town of Greeneville will promote neighborhood-consciousness, unity among neighborhood residents, and effective participation of residents for the well-being of their neighborhoods. Our neighborhoods will be neat, safe, walkable, interconnected and attractive.

There shall be a variety of affordable and desirable housing in our neighborhoods to provide shelter and quality living to persons of all income levels and social groups in our community.

We will ensure that existing housing stock shall be well-maintained,

especially involving the elimination or renovation of blighted houses. New housing stock in our neighborhoods will be designed and located in conformity with the general character of the neighborhood and to provide a variety of residential experiences in single, double, multi-family and/or mixed use environments.

## Land Use and Environment

Greeneville will be an environmentally-friendly small community with a variety of land uses laid out compatibly. Our town will be a steward of open spaces and protect its natural environment, ecosystems, and wildlife.

## Utilities

Public and private utilities in our community will build systems to support our current and future population and to grow a twenty-first century economy.

Utility services in our community will be resilient, efficient, and available to the entire community. Utilities will be sited, designed and operated in a manner that fosters safety, aesthetics, a limited disturbance of the right-of-way, and the general community character.

# VISION

## Transportation

In our community we will have a transportation system in which people and goods move in a multi-modal transportation network that is balanced, interconnected, safe, and well maintained. This system will promote individual and community health, foster a sense of community, maximize energy saving and minimize environmental impact.

Our transportation network will be balanced with different levels of emphasis on mobility and accessibility. It will be one in which each transportation mode and choice available to users, including walking, biking, driving, and air transport, contributes to an efficient network in personal and interpersonal enrichment and the provision of obtaining goods and services.

## Parks & Recreation

We will maintain and improve outdoor recreation as necessary to meet the needs of our diverse demographics at multiple locations in our community, including neighborhood scale and within Downtown Greeneville. We will likewise maintain, improve, and expand indoor recreational activities and programs.

We will engage neighborhoods and young people in planning and delivering more activities and programs for children and youth, including athletic competitions and intergenerational activities.

## Health Care

We will have health care that addresses the changing needs of the community and keeps pace with advances in medical technology.

# VISION

## Education

Our citizens are our most valuable resource, and their intellectual, spiritual, and civic development is vital to the well-being of our community. High quality education, focused on the needs of students, is the key to both strengthening our community and expanding our economy. A quality education will provide all of us, especially our most disadvantaged students, with a pathway out of poverty and into a productive life by providing them with the skills they need to meet the challenges of the twenty-first century global economy.

Our schools will provide a thriving, dynamic, and inspiring educational

environment that produces self-directed learners and stimulates citizens of all ages to trust in, invest in, and benefit from public and private education.

We will engage parents and community members in a partnership to address the physical and intellectual needs of our students.

## Economic Development

We envision our Town as one with a vibrant economy that is rich in a talented workforce earning livable wages; wherein, we compete and attract new businesses and services, promote the expansion and retention of existing businesses and services,

and continuously grow our production, consumer, and tax base in order to provide high quality personal and community life.

Better paying “family-wage” jobs improve our ability to guarantee affordable housing, quality food, and adequate healthcare to all. Increasing and maintaining businesses and services strengthen our Town’s tax base, and this growth improves the provision of public services and amenities (e.g. roads, fire protection, police protection, school system, open space, recreational facilities, etc.) in our community.

# VISION

## Downtown

Downtown Greeneville shall be the most vibrant area of our community – friendly and welcoming to everyone irrespective of personal identities and backgrounds. It will be a place where both residents and visitors find it pleasant to be present at all times. It will be a place for living, doing business, engaging in tourism, and providing and obtaining public and private services. Our Downtown will also be a social space for personal relaxation, outdoor dining and recreation, personal fulfillment and interpersonal interactions.

Downtown Greeneville will offer a unique urban and suburban experience characterized by *small-town-feel* in generally rural Greene County.

As the hub that symbolizes and showcases our community life in multiple aspects, our Downtown shall be a mixed land use area: a place of residence, education, employment, shopping, preserved history, entertainment, walking, site-seeing, cultural and recreational facilities and events, government and private services, public open spaces, religious enrichment, and low-impact manufacturing activities. We will balance the mix of these different uses within the Downtown geographical limits such that each use is strategically placed in a location in which it thrives without placing an undue or very significant obstruction to the prosperity of other permitted uses.

We will ensure public safety in our Downtown, and promote its unique building forms, the visual aesthetics of its natural and built environment, the availability and comfort of pedestrian infrastructure, and the accessibility of specific routes to automobiles and bikes. Furthermore, we will provide an outdoor central gathering place, promote year-round events for all demographics and families, and maintain a mix of historical landmarks and cultural attractions in our Downtown. Our Downtown will buzz with activities and entertainment opportunities beyond dusk.

Our Downtown shall be the most attractive and vibrant place in our community.

## Land Use

Land has intrinsic and functional values. Intrinsically the substantive content of land, including its surface area, is valuable in itself. Its functional value is dependent on its use by both humans and other elements such as vegetation in the ecosystem.

The physical form and functionality of a city depends on land uses. Decisions associated with the provision, the extent and the location of parks and recreational facilities, educational institutions, and public and private infrastructures, such as roads and utilities, are determined by land uses. The economic prosperity, health and environmental sustainability of communities also depend on their use of land.

The land use element of this Comprehensive Plan is the foundation on which all other elements of the Plan stand.

It includes a presentation of the changes in land uses in our community in the past thirty years, the existing land use conditions in the Greeneville corporate limits and the urban growth area, land use capacity and projections, a vision for the use of land in our community, a future land use map, and goals, policies and key actions to guide the efficient use of land, land use compatibility, annexation, and general growth and development over the next 20 years within the life of the Town of Greeneville.



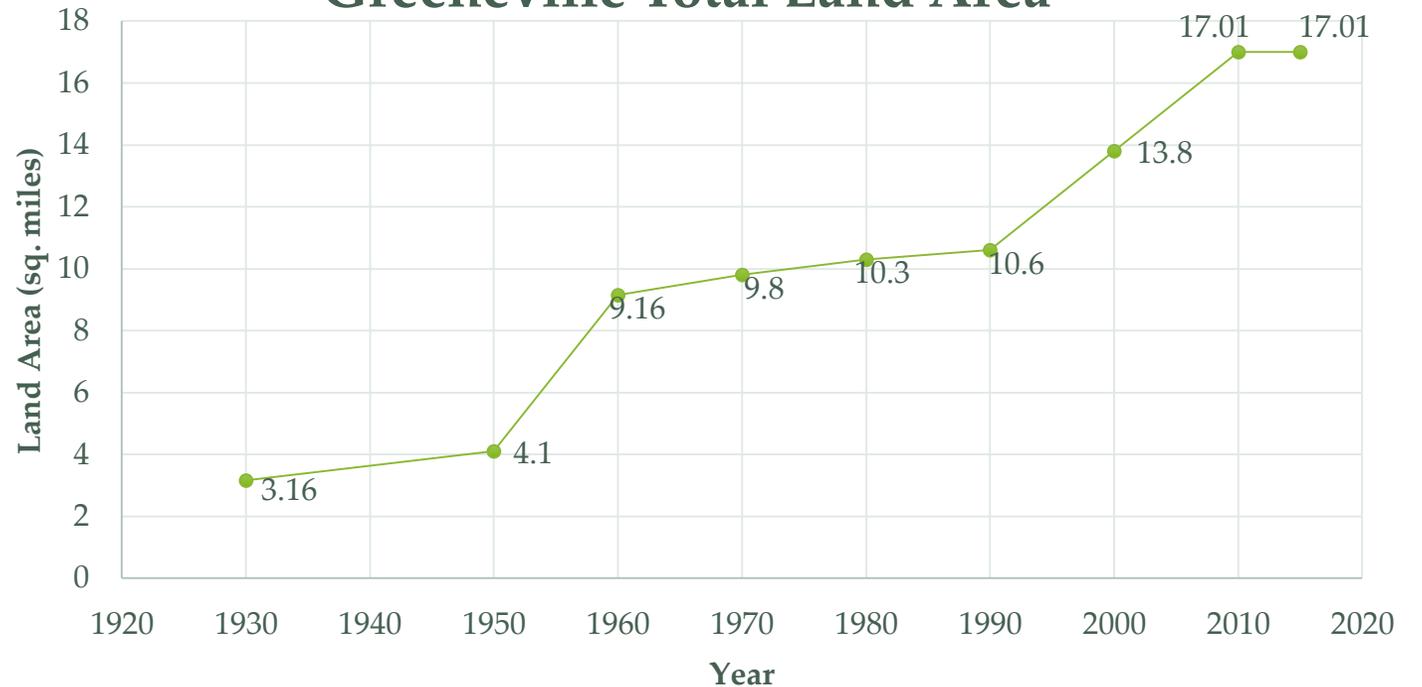
## Land Use

### Land Use Historical Pattern

Greeneville occupied an area of 3.16sq miles in 1929, consisting mainly of present day Downtown Greeneville and its immediate periphery as shown in Map 1.

From 1930 to 2015, the land area of the Town increased to 17.01sq miles as shown in Figure 2.1

**Figure 2.1:  
Greeneville Total Land Area**



Sources: *Greeneville TN General Plan* (1979); *Land Use Plan Greeneville, TN* (1987); US Census Bureau, *Population and Housing Counts (PHC-3-44)* (2003); US Census Bureau (2010, 2015).

## Land Use

Land use pattern in Greeneville changed with increase in the size of the Town. In the 1930s, the land use pattern was predominantly mixed land use because most of the Town's corporate limits was the Downtown core, which was a compact area of residential, recreational, public-and semi-public, commercial, and low-impact manufacturing uses such as warehouses and carpentry shops. The immediate periphery of the Downtown Central Business District consisted of low-density single-family residential developments. This urban/suburban development pattern was bordered by a rural development area comprised mainly of agricultural land and low-density single family housing. This area was outside of the Town's corporate limits

within Greene County until the advent of the high capacity highway, primarily US-11E.

In the 1960s to 1980s, following the expansion of US-11E and the extension of infrastructure (especially water and sewer to this arterial road and other highways such as Asheville Highway and Tusculum Boulevard), large-scale commercial and industrial developments located along the Town's major thoroughfares while residential developments expanded on agricultural and virgin lands away from these major roads. Through annexation by demand and by ordinance, the Town expanded to include the businesses along the major roadways and predominantly single family residential

developments adjoining the highways. Some public recreational uses were located close to these sprawled single-family residential neighborhoods. As industry located along high-capacity arterial and collector roads, and in proximity to the railway in the inner areas of the Town near Main Street and Bohannon Avenue, industrial establishments eventually developed among single family housing. Consequently, a land use pattern evolved as follows:

- At the core of the Town, there is the Downtown Central Business District (CBD) that remains mixed land use with residential, small scale commercial, public and semi-public, and recreational land uses;

## Land Use

- The chiefly single-family residential area that immediately surrounded the CBD in the 1920s to 1960s has become an inner-city area with a mix of single family housing, multi-family housing, and small-scale rows of shops;
- Traditional single and double family residential developments, previously remote from commercial developments in the outer suburbs within the county's jurisdiction in the 1930s, are now characterized by cheaper land, more available space for housing development, and open areas, and very little to no neighborhood businesses;
- Commercial, public and semi-public developments remain along high traffic corridors, including US-11E (Andrew Johnson Highway), US-70 (Asheville Highway), US-107 (Tusculum Boulevard), US-321 (Main Street), and East and West Bernard Avenue;
- Industrial land uses are principally along major transportation routes including highways, such as US-11E and Snapps Ferry Road, in the rural-urban fringe where land is available for expansion, such as along US-172 (Baileyton Road), along major collectors such as Industrial Road, and in areas that are in close proximity to the railway, such as Bohannon Avenue;
- Open spaces and recreational land uses are dispersed in their different sizes all over the Town and are preserved and maintained by regulatory restrictions and by public interest for common enjoyment; and
- Agriculture and forest lands are mainly in the outskirts of the Town.

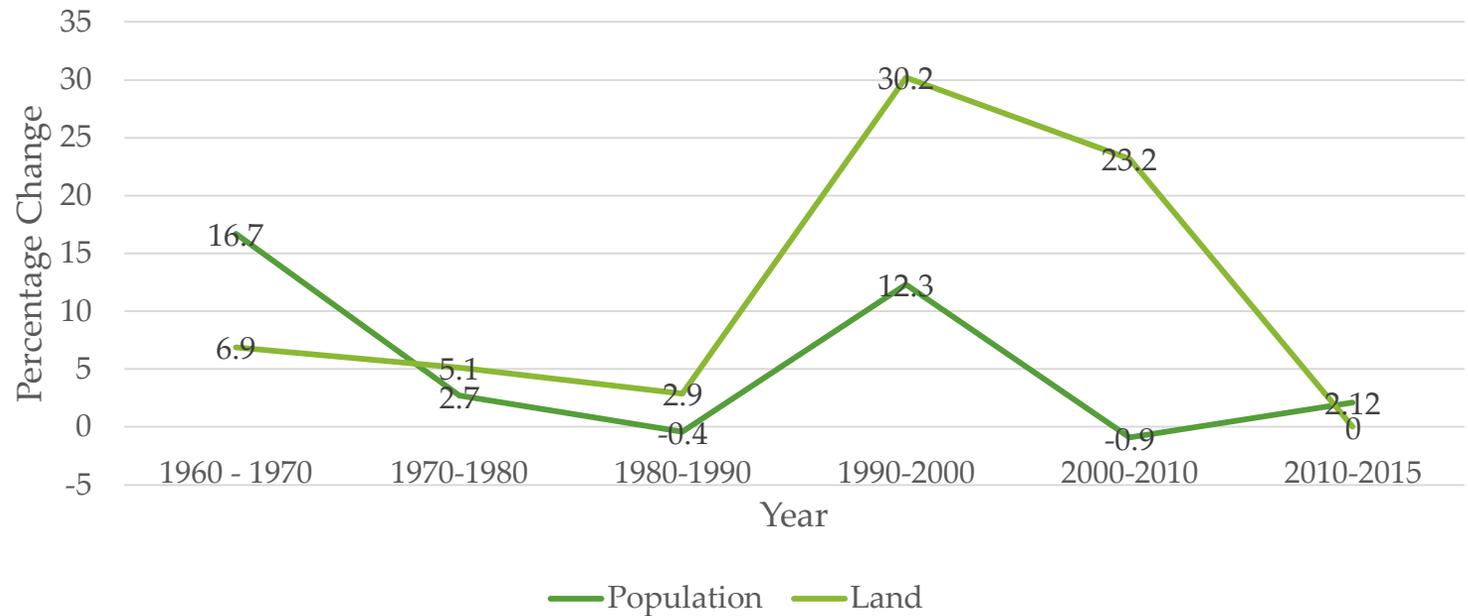
## Land Use

From the land use pattern history described on previous pages, Greeneville was essentially mono-centric from its creation to the 1950s, with most community life and activities concentrated in the grid-patterned Downtown core. From the 1960s to present day, Greeneville has become a polycentric or multi-nuclei town, characterized by growth from several independent points. There are mainly five: in the Downtown CBD, along the western portion of Highway 11-E toward Mosheim, along the eastern portion of Highway 11-E toward Washington County, along the Tusculum Boulevard commercial strip, and along the Asheville Highway corridor located in town's southwest quadrant.

Changes in the land area of the Town have not been proportionate with

changes in the Town's population as shown in Figure 2.2.

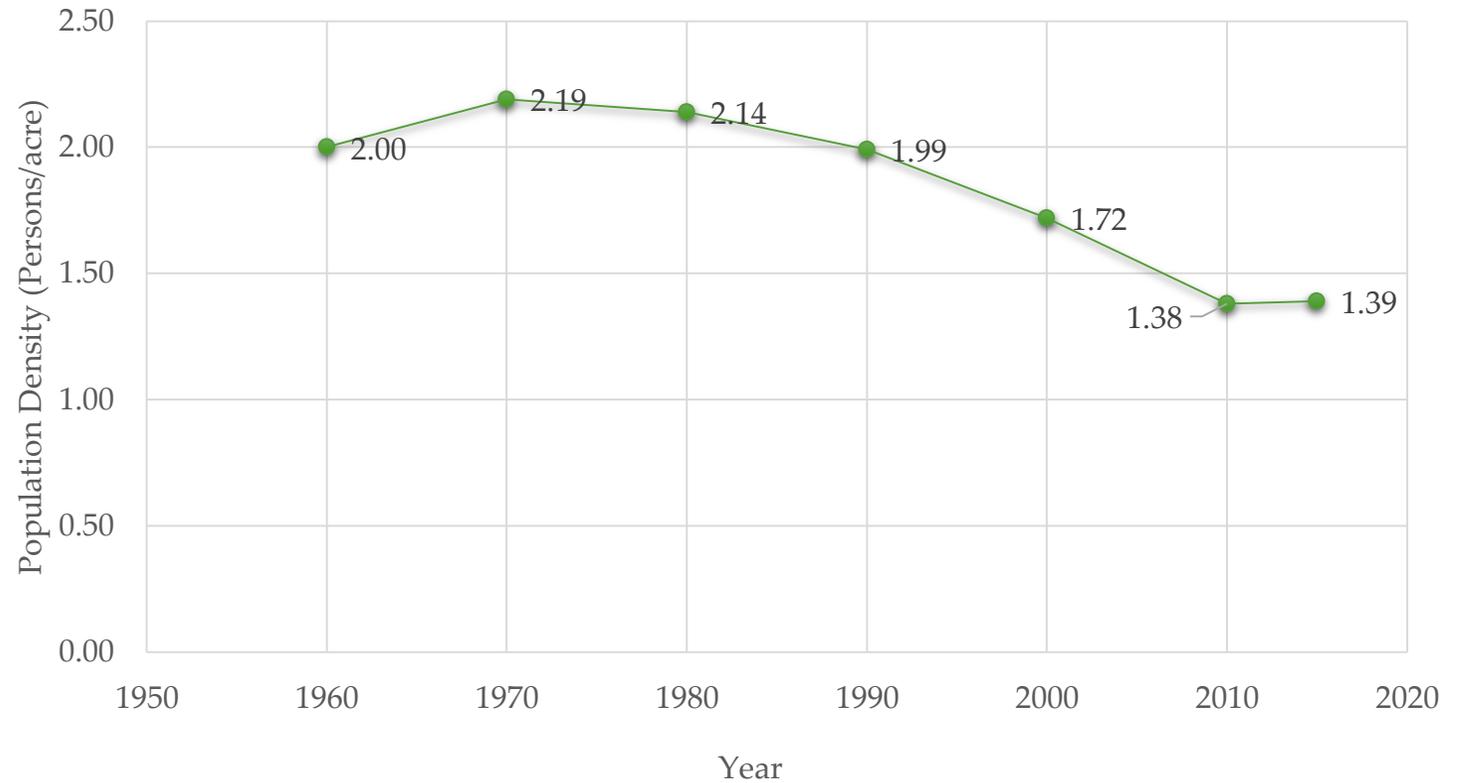
**Figure 2.2:**  
**Greeneville's Changes in Population & Land Area**



## Land Use

This disproportionality is reflected in changes in Greeneville's population density as shown in Figure 2.3

### Fig.2.3: Population Density in Greeneville



## Land Use

Clearly, from Figure 2.2, Greeneville's land size has grown faster than its population. From Figure 2.3, the Town's population density increased in the 1960s with the establishment of industries such as Jarden Zinc Products Company, C.E. Minerals, and American Greetings that attracted a large labor force into Greeneville. Since 1970, the Town's population density has generally declined, with the sharpest fall being after 1990 when large employers such as Magnavox ceased operations in Greeneville, causing a significant exodus of employee population from the Town. The Town's land area, however, continued to expand with annexation of relatively less dense areas compared to when the giant employers were still in Greeneville.

The historical changes in the pattern of land, the growth of land area outpace of population, and the decrease in the Town's density, have created a Town characterized by four primary transect zones: (1) an urban center zone of high-intensity, high-rise, mixed-use developments in the Downtown core; (2) a general urban zone of retail, offices, and single-family housing with yards, and few multi-family housing, immediately surrounding the Downtown core and extending along Main Street, Tusculum Boulevard, and East & West Bernard Avenues; (3) a special district zone of high-density residential developments, high- and low-impact industries, large- and small-scale retail business, offices, and

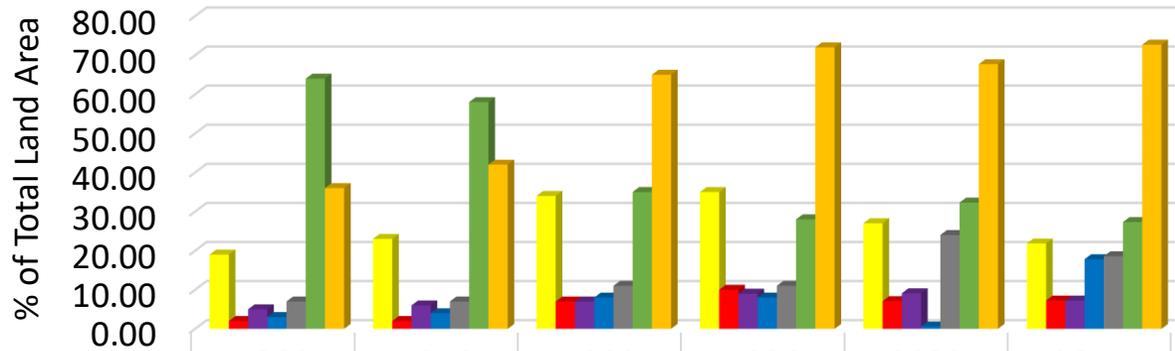
mixed-uses along Andrew Johnson Highway and Asheville Highway; and (4) the rest of the Town as mainly a sub-urban transect zone of low-density residential development with very few multi-family housing developments dispersed therein.

The annexable area outside of the Town's corporate boundaries (the urban growth region) has a suburban transect zone in the south-west end of the Town's corporate limits. The remaining growth region is predominantly consistent with rural and natural transect zones. These are characterized by sparse land that is primarily used for farming, forestry, very low density residential uses, and open space.

## Land Use

### Land Use Type Historical Changes

Figure 2.4: Greeneville Land Use Area Changes: 1960 to 2015



	1960	1970	1980	1986	2009	2015
Residential	19.00	23.00	34.00	35.00	27.00	21.83
Commercial	2.00	2.00	7.00	10.00	7.10	7.25
Industrial	5.00	6.00	7.00	9.00	9.10	7.23
Institutional	3.00	4.00	8.00	8.00	0.60	17.81
Transportation and Utilities	7.00	7.00	11.00	11.00	24.00	18.57
Undeveloped	64.00	58.00	35.00	28.00	32.30	27.31
Total Developed	36.00	42.00	65.00	72.00	67.70	72.69

The amount of land occupied by different land uses has changed in Greeneville over the years as shown in Fig 2.4; however, there has been a general pattern of the amount of land occupied by different land use.

From the 1960s, most of Greeneville's land has been undeveloped land (open space, parks, farm, forest, waterways, and vacant lots). The amount of developed land has generally been on the rise. Broadly, most of the developed land has been residential land use, followed by transportation and utility infrastructure lands, industrial lands, commercial lands, and public and semi-public land use categories in descending order.

## Land Use

### Existing Land Use and Zoning

Within the corporate limits, there are approximately 10,944 acres, or 17.1sq miles, of land. Of this total land area, about 7,111 acres, or 72.69%, are developed. Around 2,388 acres, or 21.83%, of this total land is residential development, and more than two-thirds of these residential developments are single family homes. Land consumption pattern and capital investments in transportation and utility infrastructure are mainly determined by this residential land use although the Town is making some significant transportation network investments including the extension of the Fairgrounds Connector Road in order to attract and disperse commercial land uses.

Land developed for transportation and utility provision is the second largest land use category, comprising approximately 2,033 acres, or 18.57%, of the Town's total land area. The third largest land use is public and semi-public institutional uses such as parks and recreation facilities, schools, hospitals, churches, and municipal, county, state, and federal buildings, which occupy close to 1,949.69 acres, or 17.81%, of the Town's land area. The fourth largest land use is commercial developments that provide various goods and services such as professional offices and retail stores, which have been constructed on about 793 acres, or 7.25%, of Greeneville's total land. Lastly, are industrial developments

on 791 acres, or 7.23%, of Greeneville's total land surface.

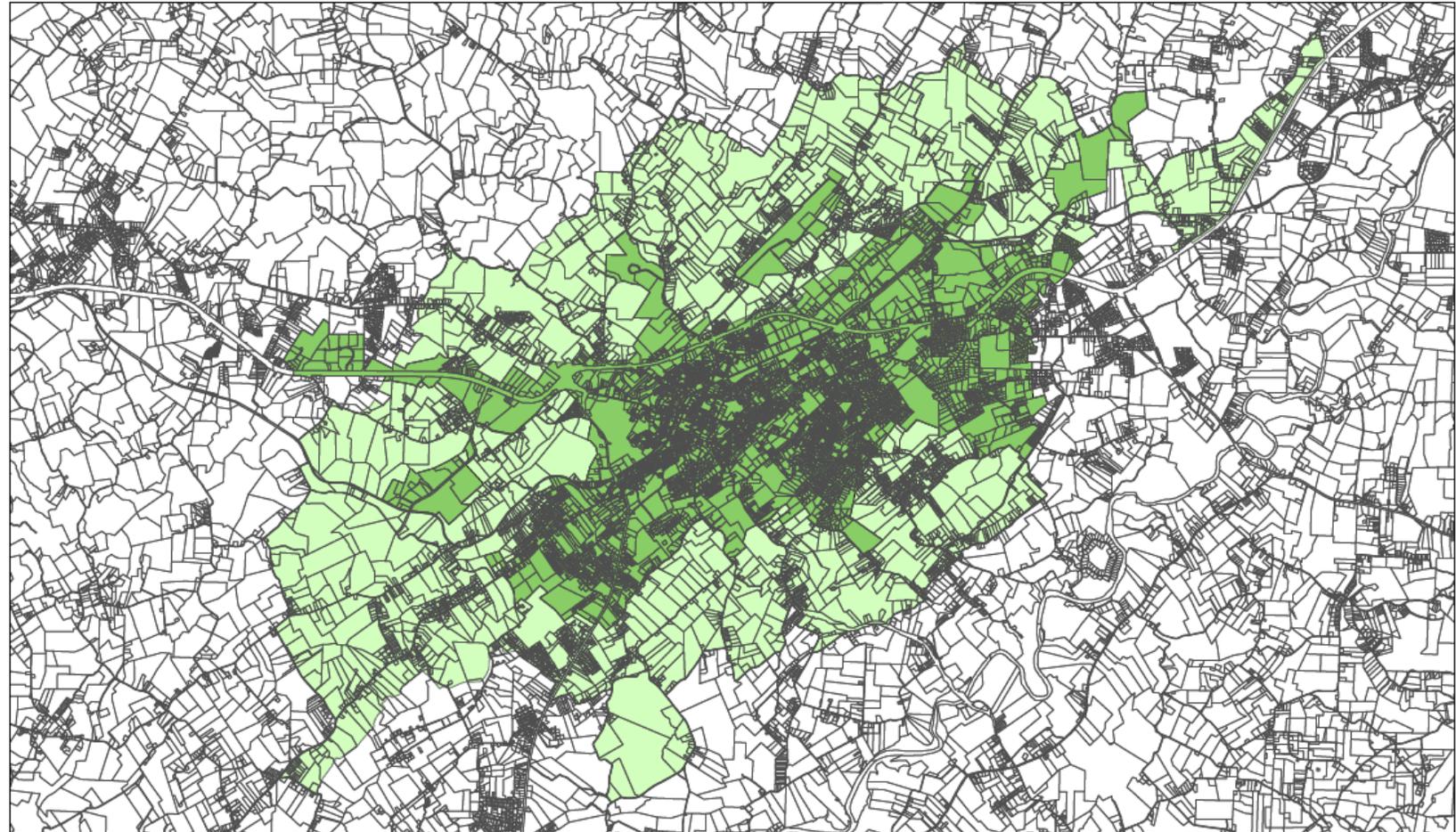
The Greeneville Zoning Ordinance and the Greene County Zoning Ordinance divide the Town's corporate limits and its growth region respectively into different zoning districts that permit and restrict different land uses. It is not uncommon that some uses exist today on property that is not currently zoned for them. Furthermore, institutional uses traditionally constitute a distinct land use category; however, these uses do not make up a separate zoning district. Rather, they are permitted in or spread across residential and non-residential zoning districts.

# LIVE

## Land Use

Consequently, the current locations of land uses in the Town do not always correspond with the existing zoning district map.

Map 5, Map 6 and Map 7 show corporate and growth area of the Town of Greeneville, the current Land Use Map of the Town, and the current Zoning Map of the Town respectively.



**GREENEVILLE**  
T E N N E S S E E

*Urban Growth Area*  
*Illustration 6*

### Legend

- Corporate Limits
- Urban Growth Area
- Parcels



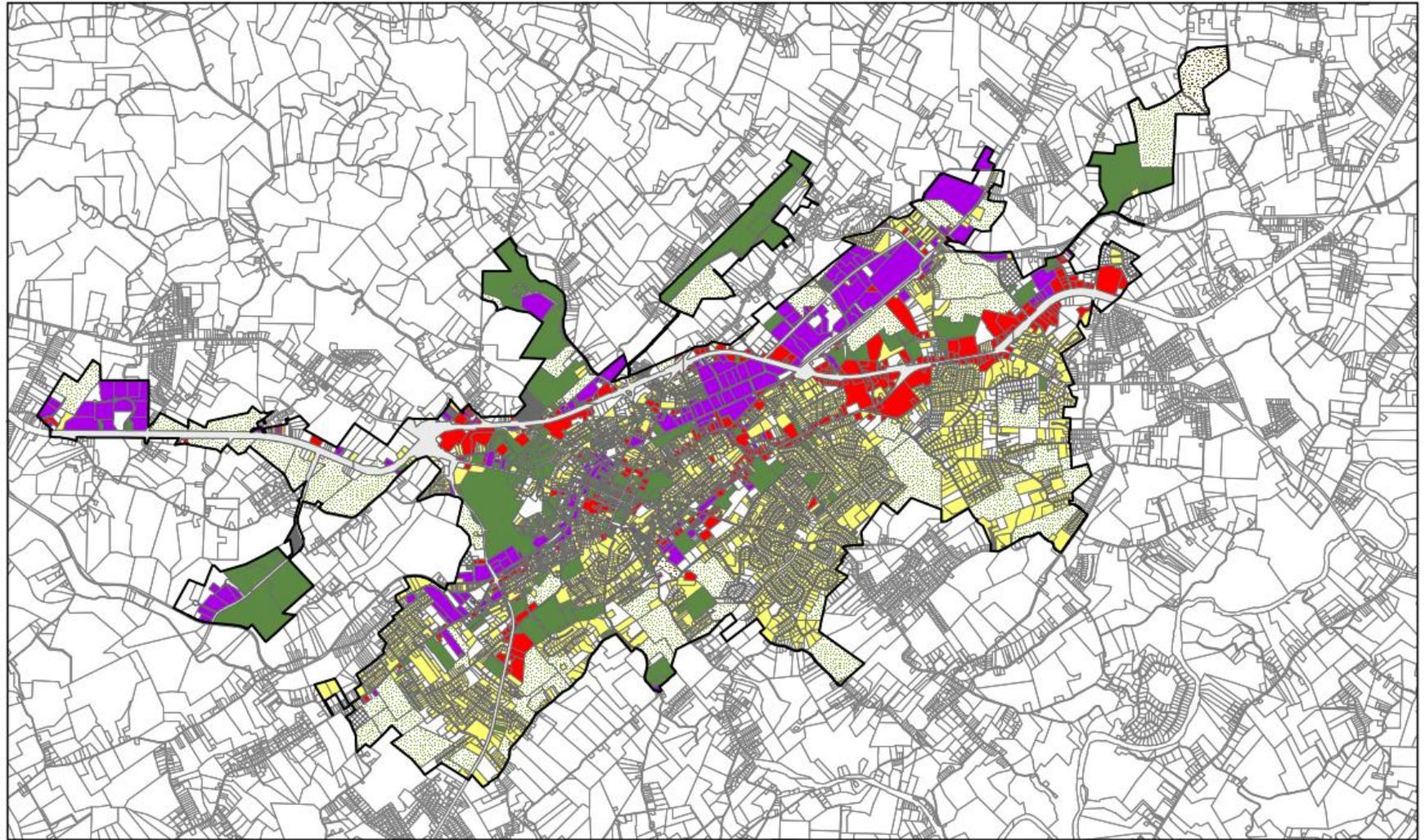
State of Tennessee  
Dept. of Economic & Community Development  
Local Planning Assistance Office  
Johnson City, Tennessee  
Map Printed: March 9, 2009  
This map is not an engineering map.

Map 5:  
Corporate Land Area and Growth Area of the Town of Greeneville

# LIVE

## Land Use

Map 6:  
Current Land Use Map  
of the Town of  
Greeneville



**GREENEVILLE**  
T E N N E S S E E

*Existing Land Use*  
**Illustration 5**

Existing Land Use	
01 - Utilities	02 - Vacant
03 - Residential	04 - Agricultural
05 - Commercial	06 - Timber/Forest
07 - Industrial	08 - Water Polygon Features
09 - Public/State/Local Use	10 - Transportation
11 - Unclassified improvements <\$50,000	12 - Unclassified improvements >\$50,000
13 - CAGS data unavailable for parcel	14 - Unclassified by Land Use Model

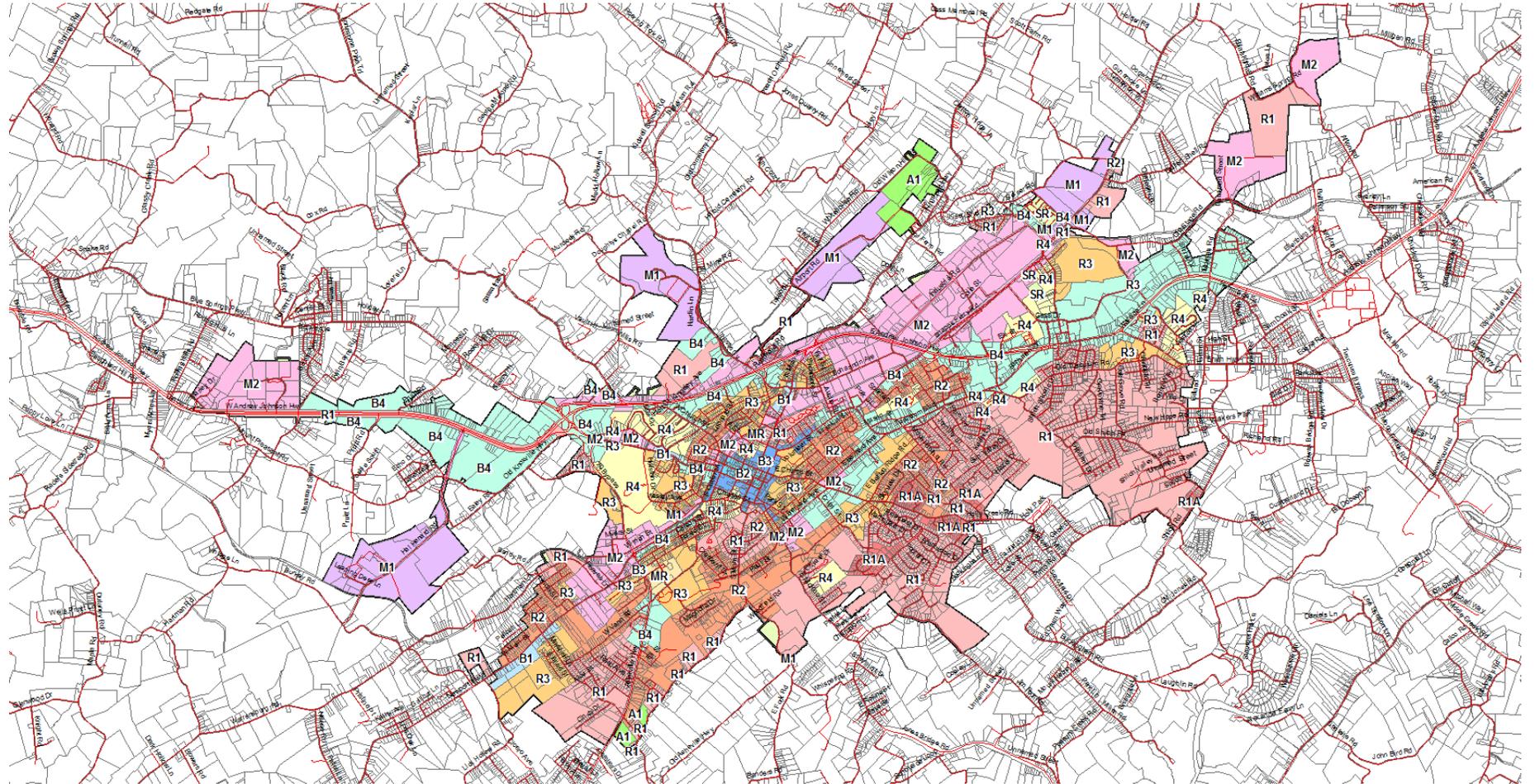
Legend

State of Tennessee  
Department of Economic & Community Development  
Local Planning Assistance Office  
Johnson City, Tennessee  
Map Printed: March 9, 2009  
This map is not an engineering map.

## Land Use

There is significant consistency between the current zoning of properties and their actual land uses. However, some areas such as the Greeneville-Greene County Municipal Airport, and an area of predominantly public and semi-public land uses along Hal Henard Road and E. Vann Road are zoned for manufacturing and residential uses.

Vacant land uses are mostly in the south end of the Town, zoned for residential uses, and the west end, zoned for commercial uses

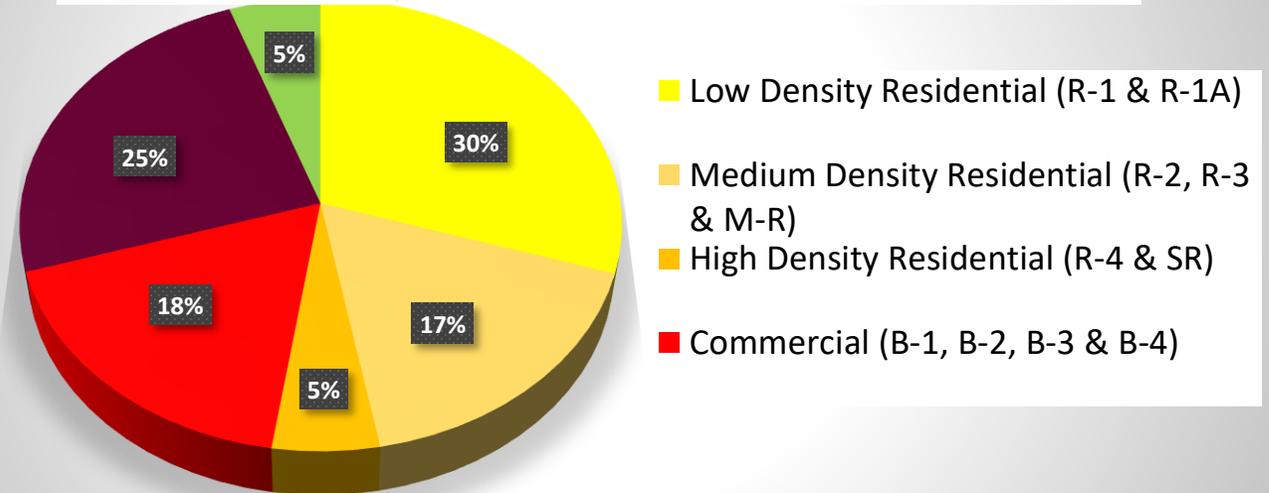


**Map 7: Current Zoning Map of the Town of Greeneville**

## Land Use

As shown in Figure 2.6, in 2016 approximately 3,277 acres, or 29.94%, of Greeneville's jurisdictional area is zoned for low density (mainly single-family) residential development; about 1,880.82 acres or, 17.19%, is zoned for medium-density residential uses; and roughly 576.42 acres, or 5.27%, is zoned for high-density residential development. Zoning districts permitting different commercial uses make up 1,951.47 acres, or 17.83%, of the Town's corporate limits; around 2,675.71 acres, or 24.44%, of the Town's land is zoned for industrial developments; and about 589.6 acres, or 5.39%, are zoned for agricultural uses. Public and semi-public uses are permitted in residential and non-residential zoning districts as either uses-by-right or uses on review.

**Figure 2.6:**  
**Percentage of Land Area Allocated to Different Land Used Based on Zoning Districts in Greeneville in 2016**



Greeneville, it is worth noting, mainly has pyramidal zoning with residential development. For example, it is only prohibited in the industrial or

manufacturing zones. In a pyramidal zoning structure, each more restrictive zone permits uses in the less restrictive zone,

## Land Use

such that all uses in residential zones are permitted in commercial zone districts, and all commercial uses are permitted in manufacturing zone districts. This structure makes an accurate analyses of land use supply and demand, and future land use forecast significantly difficult. Furthermore, there are zoning districts that exist in the Zoning Ordinance but not on the Zoning Map, making such districts “paper” districts.

The growth pattern described above is primarily suburban auto-dependent, and this pattern has continued since the 1980s. With more intense annexation of land in the 1980s and the first decade of the third millennium, especially with the passing of

Tennessee’s 1998 Growth Policy Law, codified as Public Chapter 1101, that required municipalities to adopt urban growth areas, and which authorized the annexation of territory within the area with little restraint, the land area of Greeneville quickly grew.

## Neighborhoods and Housing



Shelter is a fundamental human need. Housing is more than just shelter; it is a living environment. A living environment with people becomes a neighborhood. Neighborhoods have a profound impact on a community's quality of life. Sustainable communities must offer a variety of different housing options to provide for its citizens.

It is our conviction that a house is not only a place we live in; it also displays our character, expresses our values, and shapes our neighborhoods. Decent and affordable housing is likewise a cornerstone to the attraction of new businesses and residents that will further the growth and economic development of our community.

## Neighborhoods and Housing

Communities must recognize, understand, acknowledge, and respect this essential human need for a “place to call home” by all residents, regardless of their income levels, social strata, biological qualities, or personal circumstances. A city’s integrity may depend on its ability to fully satisfy this fundamental need. The availability of a wide range of housing types, such as single-family detached, multi-family, assisted living, group homes, and affordable housing are all vital in determining the viability of housing in a community.

Availability of housing must also be correlated with affordability to ensure that segments of the community’s population will not be deprived of both shelter and full integration into

the life of the community.

Affordability involves both the economic capability to live in a decent house and convenient access to employment, markets, services, parks, and recreation facilities.



**Public Working Session on the Housing Element  
of the Comprehensive Plan**

## Neighborhoods and Housing

### State of our Housing and Neighborhoods

Greeneville strives to have the appropriate number of housing units available and affordable throughout the Town for all segments of current and future populations of the community.

### Housing Profile

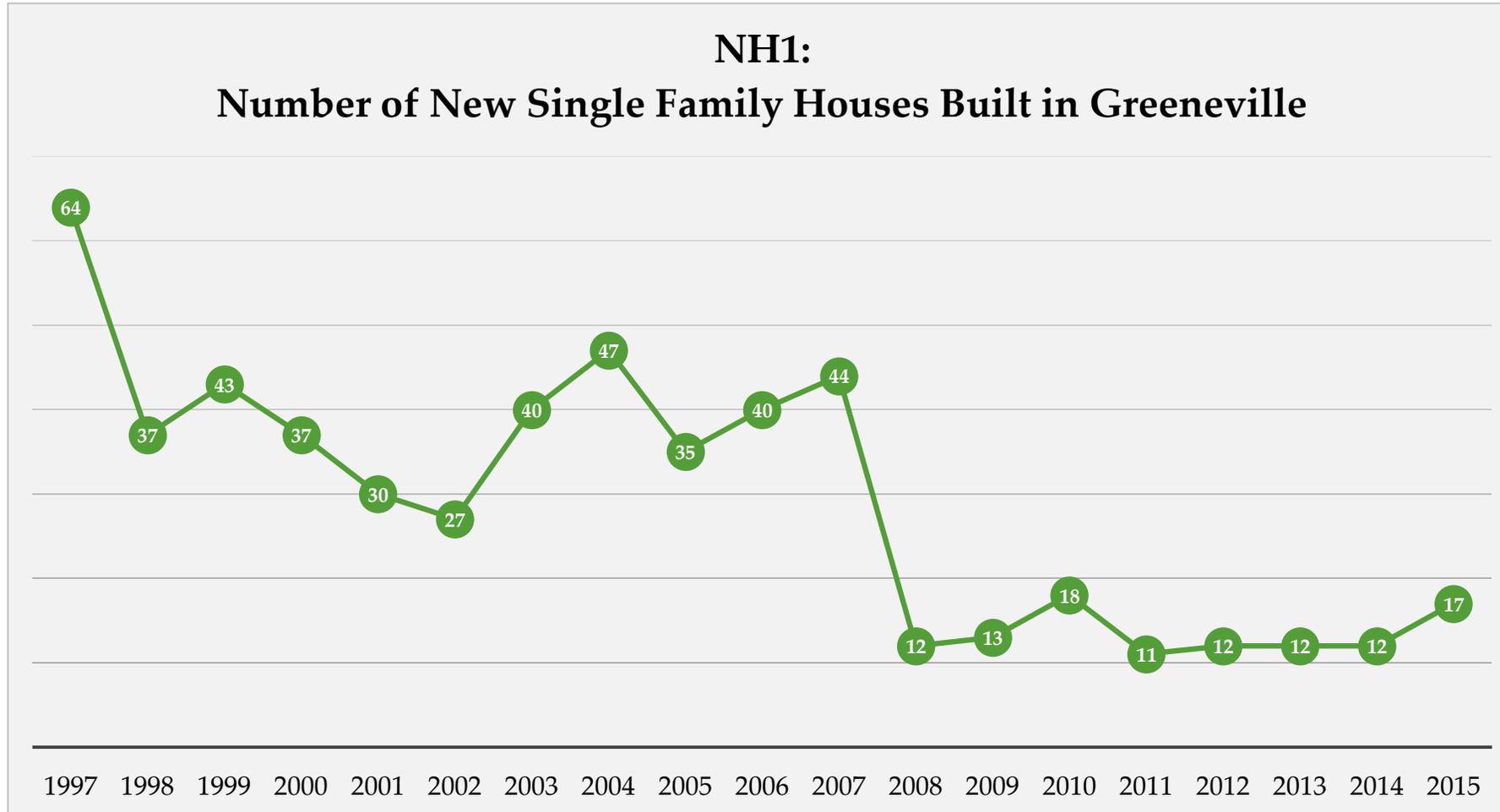
Greeneville is predominantly a place of single-family residential living in single-family detached residences. However, there are also many duplexes, triplexes and condominiums within the corporate limits of Greeneville..



In the year 2000, the Town had 6,160 residential housing units. By 2010 that figure had grown to 7,399, and, in the year 2015, an estimate of 7,418 total residential housing units. Almost half of the housing stock from 2011-2015 was owner-occupied single family housing units, an increase of 3.6% in the four previous years.

Figure NH1, on the following page, shows the number of new single-family houses constructed from 1997 to 2015.

# Neighborhoods and Housing



Greeneville, just as almost all American cities, was negatively impacted by the collapse of the housing market in the economic recession of 2008. The Town witnessed a significant drop in the number of single family housing units built in the Town from a total of 44 in 2007 to a total of 12 in 2008.

## Neighborhoods and Housing

Table NH1 compares the housing situation in Greeneville to the state of Tennessee. The median value of owner-occupied housing units from 2011 to 2015 in Greeneville was \$18,000.00 less than that statewide. Median selected monthly owner costs with a mortgage in the same period was also \$281.00 less than that of the State of Tennessee as a whole. The median gross rent in the same period was also 27% lower than the Tennessee State average. These figures make Greeneville an attractive place in which to acquire a house. However, the median household income being about \$11,000 less than the statewide average negatively impacts the housing market's attractiveness.

GREENEVILLE HOUSING AND HOUSEHOLD DATA AS OF JULY 1, 2016			
<b>Total Housing Units</b>	7,569		
<b>Owner Occupied Housing Units</b>	3,766 (49.6%)	TN: 66.8%	
<b>Renter Occupied Housing Units</b>	2,812 (37.0%)		
<b>Vacant Housing Units</b>	1,018 (13.4%)		
<b>Median Home Value</b>	\$126,471	TN: \$142,100	
<b>Average Home Value</b>	\$153,974		
<b>Total Households</b>	6,578		
<b>Average Household Size</b>	2.2	TN: 5.3	
<b>Family Households</b>	3,895		
<b>Average Family Size</b>	3		
<b>Median Household Income</b>	\$34,977	TN: \$45,219	
<b>Average Household Income</b>	\$49,882		
<b>Per capita Income</b>	\$22,150	TN: \$25,227	
<b>Growth Rates</b>	2005-2010	2010-2015	2015-2020
<b>Population Growth</b>		0.28%	0.15%
<b>Households</b>		0.25%	0.13%
<b>Families</b>		0.21%	-0.02%
<b>Median Household Income</b>			2.47%
<b>Per Capita Income</b>			2.15%

Table NH1  
Greeneville Housing and Household Data

## Neighborhoods and Housing

### Housing Supply

The number of housing units a community has to serve its population is a simple indicator of housing supply. A level of service can be determined by dividing the total number of housing units by the total population. Following the July 1, 2016 figures, the level housing service in Greeneville with a city-wide population of 15,352 is 0.49 housing units per person. The Housing Supply Product Method can be used to establish a level of community housing service that considers variations in average household size. This is calculated by multiplying the average household size by the number of housing units per person. A number greater than one suggests that there are enough housing units

available to house the population. Greeneville's number based on the July 1, 2016 figures is 1.078.

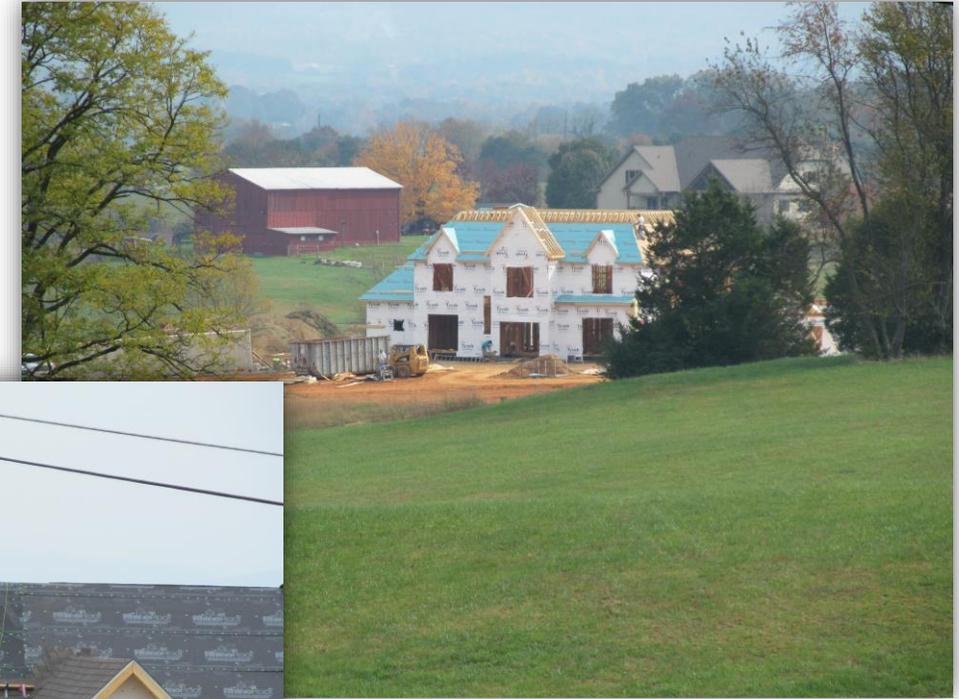
This number that is barely above one indicates that Greeneville has an

adequate supply of houses to serve the immediate population, but an increase in population, without the corresponding increase in number of housing units, would result in a number less than one, or an



## Neighborhoods and Housing

insufficient housing supply within the Town of Greeneville. In the next five to seven years, this number may be less than one. This drop could occur following the completion of the Walters State Community College expansion and the Town's robust efforts to recruit new industry, a significantly large-scale shopping center and a multiple-business call center. This growth would be expected to create a sharp up-tick in the Town's population – unless the population increase is matched by an increase in housing supply.



# Neighborhoods and Housing

## Concepts and Principles

- **Decent Housing:** Generally, a decent house meets the housing statutory minimum standards of the Town, is in a reasonable state of repair, and provides a reasonable degree of thermal comfort.
- **Special Needs:** Due to lower incomes and the need for supportive services, special needs groups are more likely than the general population to encounter difficulty paying for adequate housing and often require enhanced community services. Special needs populations discussed in this section are the elderly and the homeless.
- **Elderly Housing:** Per the U.S. Department of Housing and Urban Development, “elderly” is defined as any individual who is age 65 or older. Elderly housing can be described as a continuum of options ranging from independent living to intensive medical and personal care support systems for this age group of 65 years or older. Most elderly populations will need some type of continuing care housing and options for assisted living.
- **Homeless:** Homeless persons are individuals or families who lack a fixed, regular, and adequate nighttime residence, or an individual that has a nighttime residence such as a public or private shelter, a temporary institution, or a public or private place used for regular sleeping accommodations that is not meant for this type of use.
- ❖ **Affordability:** Housing is considered “affordable” if it consumes no more than 30% of monthly family income.
- ❖ **Neighborhood Revitalization:** Vital undertaking that restores the form, aesthetics, and dignity of our residential areas, reawakens and promotes our pride in our community, and empowers us to take charge of life in our neighborhoods.

# Neighborhoods and Housing

## Goals, Policies and Actions

### NHG 1: Make Our Neighborhoods More Vibrant

**NHP1.1 Foster collaboration and collective actions among residents in neighborhoods.**

*Short Term: 2017-2021*

**NHA1.1.1** Engage residents and bring in assistance from neighboring and comparable cities to create and form neighborhood groups.

**NHA1.1.2** Coordinate with residents and neighborhood groups to develop a Neighborhood Plan for at least two neighborhoods involving comprehensive planning, capital improvements, sidewalk construction,

streetscaping, land use development, and code enforcement.

**NHA1.1.3.** The Parks & Recreation Department should engage neighborhood residents of different age groups, businesses and other supporters of community life, and lay the ground works for sports and recreation competitions between neighborhoods.

*Medium Term: 2022-2027*

**NHA1.1.4.** Assess the functioning of created neighborhood groups and take appropriate steps to ensure they remain functional.

**NHA1.1.5.** Develop additional Neighborhood Plans.

**NHA1.1.6.** Begin neighborhood sports and recreation competitions between neighborhoods, and annually review the program.

*Long Term: 2028-2034*

**NHA1.1.7.** Take steps to ensure neighborhood groups remain functional, and assess and continue neighborhood competition programs

**NHA1.1.8.** Update and complete neighborhood and area plans for the entire Town.

# Neighborhoods and Housing

## Goals, Policies and Actions

**NHP1.2. Promote walkability and biking in our neighborhoods.**

*Short Term: 2017-2021*

**NHA1.2.1.** Maintain the current requirement for sidewalk construction in the Zoning Ordinance

**NHA1.2.2.** Revise the Subdivision Regulations to incorporate traditional neighborhood development standards contrary to rural development that prevails in the county outskirt.

**NHA1.2.3.** Repair and widen existing sidewalks in the inner city transect to the extent practical.

**NHA1.2.4.** Engage neighborhood residents and robustly construct new sidewalks in the outer city transects – interlinking neighborhoods, and connecting them to walkways, parks, recreation areas, schools, and business centers.

**NHA1.2.5.** Add new pedestrian crossings at suitable intersections and mid-street crossings in neighborhoods.

**NHA1.2.6.** Work with the state to improve and extend pedestrian and bicycle ways along state roads such as Tusculum Boulevard and Main Street (North and West).

*Medium Term: 2022-2027*

**NHA1.2.7.** Continue NHA1.2.1 to NHA1.2.6.

**NHA1.2.8.** Identify properties that could be developed for housing in the Neighborhood Business District, and encourage multi-family developments in this District.

*Long Term: 2028-2034*

**NHA 1.2.9.** Evaluate the successes made in NHS1.2.1 to 1.2.8. and take appropriate steps to ensure we are creating walkable neighborhoods.

# Neighborhoods and Housing

## Goals, Policies and Actions

### NHG 2: Stabilize Our Neighborhoods

**NHP2.1 Take legal and feasible measures to improve housing decency and yard cleanliness in our neighborhoods.**

*Short Term: 2017-2021*

**NHA 2.1.1** Review the substandard & dilapidated housing stock throughout the Town of Greeneville.

**NHA 2.1.2** Inform and engage property owners in the demolition or rebuilding of dilapidated housing.

**NHA 2.1.3** Use code enforcement and other strategies to address substandard and dilapidated housing.

**NHA 2.1.4** Continue to seek block grant program funding to assist income-qualified housing units rehabilitation.

**NHA 2.1.5** Consider working with mortgage companies in the auctioning of foreclosed & dilapidated houses and abandoned properties, and offer incentives if the purchaser rebuilds within a year, especially in the inner city transect.

**NHA 2.1.6** Identify blighted areas in neighborhoods, incorporate these into neighborhood plans, and begin working with the Greeneville Housing Authority on possible low-income housing development in such areas.

**NHA 2.1.7.** Start a neighborhood cleanliness competition.

**NHA 2.1.8.** Increase the Town's annual appropriation for property demolition and clean up in the 2018-2019 budget.

## Neighborhoods and Housing

### Goals, Policies and Actions

**NHA 2.1.9** Achieve at least 25% reduction of substandard and dilapidated houses.

**NHA 2.1.10.** Permit the adaptive re-use of older housing stocks while ensuring that the re-use is compatible with the prevailing development character of the neighborhood.

*Medium Term: 2022-2027*

**NHA 2.1.11.** Continue NHA 2.1.2 to NHA 2.2.6.

**NHA 2.1.12.** Collaborate with the Greeneville Housing Authority to begin re-building the blighted areas in neighborhoods.



**Exemplary Yard in a  
Neighborhood Area**

## Neighborhoods and Housing

### Goals, Policies and Actions

**NHA 2.1.13.** Continue the neighborhood cleanliness competition.

**NHA 2.1.14.** Evaluate the effectiveness of the Town's efforts hitherto made to reduce substandard housing, and adopt other strategies as necessary

**NHA 2.1.15.** Strive to achieve at least an additional 35% reduction of substandard and dilapidated housing.

#### *Long Term: 2028 – 2034*

**NHA 2.1.16** Continue NHA 2.2.10 to NHA 2.2.14.

**NHA 2.1.17.** Consider increasing the Town's annual appropriation for property demolition and clean up

**NHA 2.1.18.** Increase the Town's annual appropriation for property demolition and clean up in the 2033-2034 Town budget.

**NHA 2.1.19.** To the extent possible, eliminate the remaining dilapidated houses still present in Town earmarked in NHA 2.1.1.

## Neighborhoods and Housing

### Goals, Policies and Actions

**NHP 2.2.** Protect existing decent housing stock and neighborhoods from deterioration.

*Short Term: 2017-2021*

**NHA 2.2.1.** Target rehabilitation of structures conditions in good conditions

**NHA 2.2.2.** Consider acquiring, demolishing, and cleaning up fore-closed properties in targeted areas.

**NHA 2.2.3.** Assist moderate income renters transition to home ownership.



# Neighborhoods and Housing

## Goals, Policies and Actions

**NHA 2.2.4.** Assist low and very-low income homeowners to remain in and maintain their housing units.

**NHA 2.2.5.** Encourage in-fill developments.

**NHA 2.2.6.** Enforce building and property maintenance codes proactively in regard to properties that begin to deteriorate to avoid blighted conditions from developing in established neighborhoods.

**NHA 2.2.7.** Create a “State of the Neighborhood” indicator system.

### *Medium Term: 2022-2027*

**NHA 2.2.7.** Continue NHA 2.2.1 to NHS2.2.6.

**NHS2.2.8.** Develop and begin implementing a plan for the functional use of rehabilitated property following rehabilitation.

**NHS2.2.9.** Focus neighborhood redevelopment efforts “State of the Neighborhood” indicator system.

### *Long Term:2028-2034*

**NHA 2.2.10** Continue monitoring neighborhood indicators system

**NHA 2.2.11** Continue implementing the plan mentioned in NHA 2.2.9.

### **Partners in the Stabilization of our Neighborhoods**

- ❖ Property Owners
- ❖ Renters
- ❖ Department of Planning, Building, and Development
- ❖ Code Enforcement
- ❖ Greene County Health Department
- ❖ Keep Greene Beautiful

# Neighborhoods and Housing

## Goals, Policies and Actions

### **NHP 2.3. Improve housing and neighborhood safety**

*Short Term: 2017-2021*

**NHA 2.3.1.** Collaborate law and code enforcement professionals with neighborhood residents and groups to target areas of illegal activities in neighborhoods, and prevent such activities from moving into other neighborhoods.

**NHA 2.3.2.** Re-engage and retrain existing community neighborhood watch groups.

**NHA 2.3.3.** Increase the neighborhoods that participate in community-oriented policing programs.

**NHA 2.3.4.** Make the “Coffee with a Cop” program an on-going program occurring every other month.

**NHA. 2.3.5.** Start a High Point Drug Market Intervention program that focuses on identifying problem areas and actors and shutting down open air drug-markets in targeted neighborhoods, parking lots, and other streets.

**NHA 2.3.6.** Avoid the structural overcrowding of neighborhoods especially with customary accessory structures.

*Medium Term: 2022-2027*

**NHA 2.3.7.** Continue NHA 2.3.1 to NHA 2.3.5.

**NHA 2.3.8.** Prioritize neighborhoods targeted for comprehensive code enforcement using housing policies and safety program guides.

*Long Term: 2028-2034*

**NHA 2.3.9.** Continue targeting neighborhoods for comprehensive code enforcement.

## Neighborhoods and Housing

### Goals, Policies and Actions

#### NHG 3: Ensure Adequate Housing in Functional & Harmonious Neighborhoods

**NHP 3.1.** Enhance the availability of different housing types, densities, and sizes, at different costs to accommodate the needs, financial capabilities, and preferences of current and future residents.

*Short Term: 2017-2021*

**NHA 3.1.1** Allow a variety of housing choices in our community.

**NHA 3.1.2.** Allow and encourage developers to convert large lots, especially flag lots, to medium- or high-density small lot areas in exchange for amenities such as quality landscaping and open space.

**NHA 3.1.3.** Concentrate high-density housing development in the Central Business District (CBD) fringe area, in planned unit developments, in close proximity to other high density developments, and along traffic corridors with easy access to shops, pedestrian amenities, cultural activities, schools and parks.

**NHA 3.1.4.** Permit tiny houses in agricultural land use zones and in the southernmost fringes of the Town limits where neighborhood characters have not been significantly established by residential developments.

“The availability and affordability of housing choices that meet the needs of our current and future residential population across the life span is important to provide shelter and comfortable residential life. This desire to provide shelter must not compromise the need to protect our environment and landscape. It is also necessary that there be a balance between the need for new housing stock on the one hand and the provision of public and private infrastructure and facilities such as schools, streets, utilities, recreational areas and businesses on the other hand”.

## Neighborhoods and Housing

### Goals, Policies and Actions

**NHA 3.1.5.** Begin a comprehensive study of housing in our community.

*Medium Term: 2022-2027*

**NHA 3.1.6.** Continue NHA 3.1.1 to NHA 3.1.4.

**NHA 3.1.7.** Complete the comprehensive housing study for the Town and its urban growth area.

**NHA 3.1.8.** Work with appropriate government agencies to provide a public senior living complex in our community.

*Long Term: 2028-2034*

**NHA 3.1.9** Continue promoting the availability of housing for different income level groups in our Town.



## Neighborhoods and Housing

### Goals, Policies and Actions

**NHP 3.2. Create a functional and harmonious environment for residential living.**

*Short Term: 2017-2021*

**NHA 3.2.1.** Ensure new subdivisions are connected to existing neighborhoods and there are provisions for connection to potential future housing development areas by rethinking the extensive use of cul-de-sacs and curvilinear streets, and, rather, adopting low-speed interconnected street designs, putting in place sidewalks, connecting to existing street stubs, and providing pedestrian trails.

**NHA 3.2.2.** Encourage the development of neighborhoods in close proximity to small shops and public amenities.

**NHA 3.2.3.** Safeguard property values by creating zoning districts that incorporate the existing character of neighborhoods while restricting incompatible land uses that do not foster the full enjoyment of residential life.

**NHA 3.2.4.** Coordinate residential development with the availability and adequacy of infrastructure such as streets, utilities and public amenities.

**NHA 3.2.5** New subdivisions and neighborhoods should have pedestrian access to nearby subdivisions, schools, parks and recreation facilities.

*Medium Term: 2022-2027*

**NHA 3.2.6.** Continue NHA 3.2.1 to NHA 3.2.5.

**NHA 3.1.7.** Use land use control measures to ensure that the type of residential land use at a location is compatible with the natural landscape, and the design of buildings follow the unique conditions so as to protect the form of natural features and reduce drainage impact.

## Neighborhoods and Housing

### Goals, Policies and Actions

**NHA 3.1.8.** Provide transitional land uses, linear greenbelts, or other design elements between residential neighborhoods and commercial areas in order to enhance the compatibility of land uses.

*Long Term: 2028-2034*

**NHA 3.1.9.** Continue NHA 3.1.1 to NHA 3.1.8

**NHA 3.1.10** Continue promoting neighborhood designs that fit the natural terrain, preserve and/or re-plant trees and provide open spaces.



## Future Land Use Designations

**NHG 3: Create Zoning Districts that Focus on Conservation and Resource Management, Preservation of Farmlands, Compatibility of Land Uses, Enhancement of Order, Safety, and Convenience, & the Flow of Goods, Services & Activities among Different Land Uses**

LUP 1.1 Abandon pyramidal zoning.

LUP 1.2. Adopt more flexible zoning with a mixed use middle that creates mature and dynamic standard areas.

LUP 1.3. The location of different land uses should consider the importance of preventing urban sprawl, the fact that the urban growth area is less dense and contains significant amount of undeveloped land, while the Town's corporate limits needs higher density to reduce the cost of providing services.

“Our community land is one of our greatest asserts on which our livelihood depends. The types, mixes, densities, and spatial location of land uses affect property values, the cost of living, and our general quality of life – including but not limited to order, comfort, convenience, safety and health.”



## Future Land Use Designation

### Goals, Policies and Actions

#### Agriculture

#### *Agriculture Preservation (AP)*

Significant quantity of land in the urban growth area is good for medium and large scale farming because some are undeveloped areas of prime farmland while others have unique soils. The agricultural preservation areas recognize the importance of individual farms for food security and economic prosperity.

Both the types and intensity of development in these areas should primarily support the needs of the farming industry, and secondarily permit very low-density residential developments.



## Future Land Use Designation

### Goals, Policies and Actions

#### Agriculture

##### *Agriculture Preservation (AP)*

##### Development Standards:

- Density: One (1) dwelling unit per five acres to one (1) dwelling unit per twenty gross acres.
- Flexible site planning guidelines, minimum lot sizes, and clustered designs that retain a significant amount of open spaces should apply to these areas.





## Future Land Use Designation

### Goals, Policies and Actions

#### Agriculture

##### *Rural Agricultural Residential (RAR)*

##### Development Standards:

- Densities range from one (1) to two (2) dwelling units per gross acre. Residential developments

within this density range, agriculture – whether animal or crop farming – and other uses necessary for sustainable agriculture should be permitted as uses-by-right in these areas.

- Developers of subdivisions in these areas should be incentivized to retain acreage suitable for agriculture, provide open space, and protect specimen trees and other natural features that give these subdivisions their rural feel.

- Residential developments are encouraged between the settlement areas to reduce sprawl.



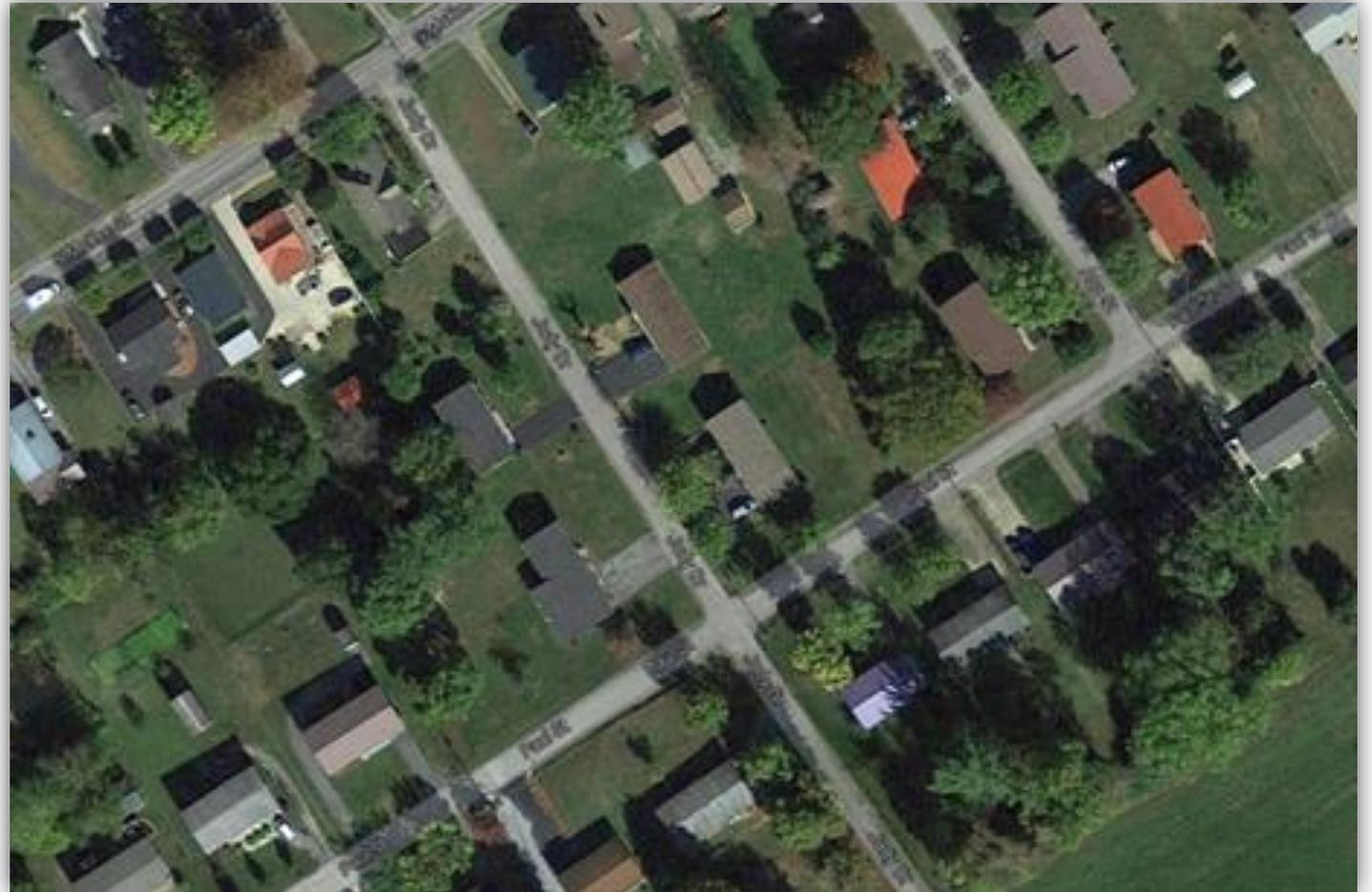
## Future Land Use Designation

### Goals, Policies and Actions

#### Residential

##### *Low Density Residential (LDR)*

This land use designation permits single-family detached dwellings on individual lots. The LDR is first and foremost a residential category but may allow restricted commercial uses limited to customary home occupations and day care facilities under restricted conditions that ensure the maintenance of the essentially residential character of the area.



## Future Land Use Designation

### Goals, Policies and Actions

#### Residential

#### *Low Density Residential (LDR)*

#### Development Standard

- Density: One (1) to three (3) dwelling units per gross acre.
- Lot size: Typically from 7,000 sq ft to 15,000 sq ft.
- Setbacks: High setbacks and lower lot coverage. However, cluster subdivisions that feature townhomes, zero lot line developments, and detached dwellings on smaller lots may be allowed if the overall density of one (1) to (3) units per acre is not exceeded.

- Any very low impact commercial-like type development, whether proposed as adaptive re-use of existing buildings for neighborhood revitalization or as a

group home, etc., shall be compatible with the residential character of the surrounding area, be sized to serve only the residents of the neighborhood and not generate traffic.



## Future Land Use Designation

### Goals, Policies and Actions

#### Residential

##### *Medium Density Residential (MDR)*

This designation allows single-family detached residential development and duplexes as uses by right.

Customary home occupations, daycare facilities and public uses may be permitted while ensuring that the essential residential character of the zone is respected.



#### Development Standards

- One (1) to six (6) dwelling units per gross acre.
- The standards of development should provide for privacy through building separation, usable yards, and limited shading by structures of adjacent lots.
- The MDR zone shall be served by adequate infrastructure including water and sewer service.
- Commercial uses should be compatible with the neighborhood by not generating traffic, and being scaled appropriately to serve only the immediate neighborhood.

## Future Land Use Designation

### Goals, Policies and Actions

#### Residential

##### *Medium-High Density Residential (MHDR)*



This Medium-High Density designation allows patio home development, and accommodates older parts of the Town that are characterized by a mix of single-family homes and small multi-unit buildings, such as townhouses, apartments, and condominiums.

This zone preserves existing multi-family housing and allows for additional high quality housing opportunities. Other compatible uses, such as schools, child care centers, parks, and religious facilities, may also locate in areas with this designation.



##### Development Standards

- Density: Three (3) to ten (10) dwelling units per acre.
- While a mix of housing types is present, these areas retain the basic character of single-family neighborhoods, such as front and rear yards, driveways, on-site recreation areas, open space, and garages.

## Future Land Use Designation

### Goals, Policies and Actions

#### Residential

##### *Medium-High Density Residential (MHDR)*

Mobile home parks shall be categorized as MHDR with the following special applicable standards:

- ❑ The parks should be located away from view from the gateways and from major traffic corridors of the Town.
  - ❑ Minimum lot size: Five (5) acres
  - ❑ Density: Minimum of two (2) and a maximum of seven (7) dwelling units per gross acre.
  - ❑ Maximum units in park: 15
- ❑ All streets within the park and perimeter public streets should be paved.
  - ❑ Common open space facilities such as bar-be-cue/picnic area, swimming pools, game courts, dog parks, gardens, clubhouse, etc. should be required on site.
  - ❑ A clearly defined paved pedestrian pathway within the development and extending to the adjoining public street should also be provided.
  - ❑ Perimeter, interior, and individual project landscaping should likewise be provided.



## Future Land Use Designation

### Goals, Policies and Actions

#### Residential

##### *High Density Residential (HDR)*

This land use designation permits duplexes, multi-family developments such as townhouses, condominiums, and clustered housing apartments. Public and semi-public uses such as schools and churches may be permitted. This zone preserves existing

development that meets the density requirement and allows additional high quality multi-family housing. It provides for typical urban residential living. High density residential areas shall be along road systems capable of handling the traffic that they generate.



##### Development Standard:

- Density: Five (5) to twenty (20) dwelling units per acre.
- Common open space facilities such as barbecue/picnic area, swimming pools, game courts, dog parks, gardens, clubhouse, etc. should be required on site.



- Density bonuses shall be provided for on-site recreational facilities. Perimeter, interior, and individual project landscaping should likewise be provided.

## Future Land Use Designation

### Goals, Policies and Actions

#### Commercial

#### *Neighborhood Commercial (NC)*

The commercial neighborhood area is a low-intensity commercial uses district that is intended to serve the immediate surrounding neighborhood.

Permitted uses shall be limited to convenience stores, beauty and body care small businesses, laundromats, offices and professional services wherein services are totally restricted to the interior of buildings, and cultural, institutional and public services.

Multi-family units of five (5) to twelve (12) dwelling units per gross acre

are also permitted in this area as mixed uses with commercial developments

on the lower floors or in a planned mixed-use development.



## Future Land Use Designation

### Goals, Policies and Actions

#### Commercial

##### *Community Commercial (CC)*

The community commercial area is designated for commercial and office uses directed at serving the surrounding community with a larger market area than the Neighborhood Commercial, but of a sub-regional

nature. The land use should be located along minor arterials and collector streets, such as Tusculum Boulevard, sections of Erwin Highway, and sections of Main Street. Permitted uses include all uses permitted in the NC

areas without restriction of professional services, indoor, eating establishments, medium-scale shops and shopping centers, professional services, and recreation and entertainment establishments.

Multi-family units (up to fifteen units per gross acre) and hotels are also envisioned as permitted in this area within mixed uses with commercial developments on the lower floors or in a planned mixed-use development having residential, recreational and commercial uses in the same development.



## Future Land Use Designation

### Goals, Policies and Actions

#### Commercial

#### *Regional Commercial Intensive (RCI)*

This designation allows for medium- and large-scale commercial developments along the principal arterials, namely US 11-E (Andrew Johnson Highway), US-321 (Asheville Highway), and Highway 70 Bypass. A mixed use development may be permitted in this designation provided it is a planned residential and business development in which at least 60% of the floor area is devoted to commercial uses.

Multifamily developments and a maximum of forty (40) hotel rooms per



acre are also permitted as uses-by-right in this designation. Single and double family housing units shall not be

permitted in this zone. Developments that are completely residential are not permitted in this designation.

## Future Land Use Designation

### Goals, Policies and Actions

#### Commercial

#### *Regional Commercial Intensive (RCI)*

Other permitted uses-by-right shall include retail, restaurants, visitor lodging, offices and professional services, cultural and entertainment uses, commercial parks (mixture of retail, office, business and/or, light industrial buildings), and industrial parks.

Development standards in this land use should: limit the number of driveways; discourage strip mall commercial development, encourage access connections between developments and shared access to



highways, promote aesthetics, and significantly break expanses of paved surfaces with landscaping elements.

# Future Land Use Designation

## Goals, Policies and Actions

### Institutional

#### *Public and Semi-Public (PSP)*

This designation is allocated to institutional uses such as schools, hospitals and clinics, governmental offices and facilities, museums, parks, and related uses. Single family houses and duplexes are discouraged in this designation; multi-family developments aimed at students and employees of the nearby institutions are, however, desired. The allowed density for multi-family developments shall be a maximum of eighteen (18) dwelling units per acre.



## Future Land Use Designation

### Goals, Policies and Actions

#### Industrial

##### *Light Industrial (LI)*

The Light Industrial designation shall apply to industrial uses which do not produce odors, smoke, noise, particulate matter or other nuisances. Examples of permitted uses should include carpenter shops, towers, welding shops, equipment repair and storage, wholesale, warehouse storage, research and development, printing and engraving, laboratories, truck terminals, vehicle rental and sales, and limited manufacturing activities that can be contained within wholly enclosed structures.

The sale of goods produced on-site may be allowed with certain restrictions. Conditional uses should include such uses as solar farms.

New residential developments should not be permitted in this area, and buffers from residential uses should be required for redevelopment of existing light industrial uses or new uses.



## Future Land Use Designation

### Goals, Policies and Actions

#### Industrial

##### *Heavy Industrial (HI)*



The heavy industrial designation accommodates heavy manufacturing as in industrial parks and other locations permitted to manufacture and store material outdoors. It is also intended to permit wholesaling, automobile repair, and uses that may have a high impact on sensory comfort in the immediate surrounding. Residential developments shall not be permitted in this area. This designation shall be along major arterials and major collectors only.

It should generally permit the manufacture, compounding, processing, packaging, assembly and treatment of finished or semi-finished

products from previously prepared material or materials. The sale of goods produced on-site may be allowed with certain restrictions.

New residential developments should not be permitted in this area, and buffers from residential uses should be required.



## Future Land Use Designation

### Goals, Policies and Actions

#### Mixed Use

##### *Downtown Mixed Use (DMX)*

The purpose of this designation is to provide for the redevelopment, revitalization, and retrofit of existing developed areas in the Town center into compact, sustainable, efficient, and self-contained forms of development.

The Downtown should be redeveloped according to a Greeneville Downtown Redevelopment Plan that retains and encourages development standards in a highly pedestrian-friendly place, and plans the growth of corridors in a way that preserves the historic architecture in areas of the Town's core and provides services within close

proximity to where people live, work, learn, eat, recreate, relax, and strengthen our sense of community and place.

Downtown Greeneville should be

attractive, well-defined, and economically vibrant. Permitted uses should include public institutions, groceries, drug stores, bakeries, amusements, recreational facilities, theaters, hotels, book stores,



## Future Land Use Designation

### Goals, Policies and Actions

#### Mixed Use

#### *Downtown Mixed Use (DMX)*



printing and publishing facilities, micro-breweries and distilleries, financial institutions, post offices, medical offices and pharmacies, pubs and restaurants without drive-thrus, residential dwellings on the upper floors of buildings, stores and shops conducting retail trade, and personal and professional services.

Municipal, county, state and federal uses, community houses, churches, schools and libraries should be uses-by-right.

Outdoor dining should be permitted for restaurants under conditions that preserve the safety of streets.

## Future Land Use Designation

### Goals, Policies and Actions

#### Overlay Zone

##### *Airport Overlay (AO)*

This is the designation of the Greeneville-Greene County Municipal Airport as a unique community resource requiring specific standards that promote safety, ease of transportation, convenience and aesthetics in and within 0.5 miles of the airport.

The airport shall develop as a Planned Unit Development following an Airport Master Plan (to be updated) that meets FAA regulations and standards.

High buildings and trees within the flight path and clear zones, dumps, and uses which attract birds and create “bird strike hazards” – irrespective of the designation of Greeneville as a *Bird Sanctuary* –negatively affect the airport environment and should be prohibited.

Land uses that create electrical interference and can confuse light patterns for pilots as well as produce particulate matter and smoke that can reduce visibility should likewise be prohibited in this overlay zone.



## Future Land Use Designation

### Goals, Policies and Actions

#### Overlay Zone

##### *Airport Overlay (AO)*

The airport itself creates noise and unsafe areas to vehicles and pedestrians. Consequently, residential developments are discouraged in the immediate airport environs.

Although flight accidents are rare, their consequences are high. Within the flight approach areas, therefore, only low density, intensity and occupancy uses are preferred such as gardening, parks, parking lots, corporation yards, and warehouses.

Uses that benefit the airport and do not

present safety hazard to flight and airport operations shall be encouraged. In this regard, the Town shall encourage the location of new aircraft hangars or parking areas and the expansion of existing ones. The Town shall collaborate with the Airport Authority and the Greene County governing body to promote the location of additional airline offices at the airport.

Aviation-related commercial or assembly uses may also be permitted along Airport Road from Whitehouse Road to Kingsport Highway.

Greeneville shall explore the possibility of a combination of T-Hangars and fixed based operators in the area of the airport currently zoned "A-1" for agriculture.



## Future Land Use Designation

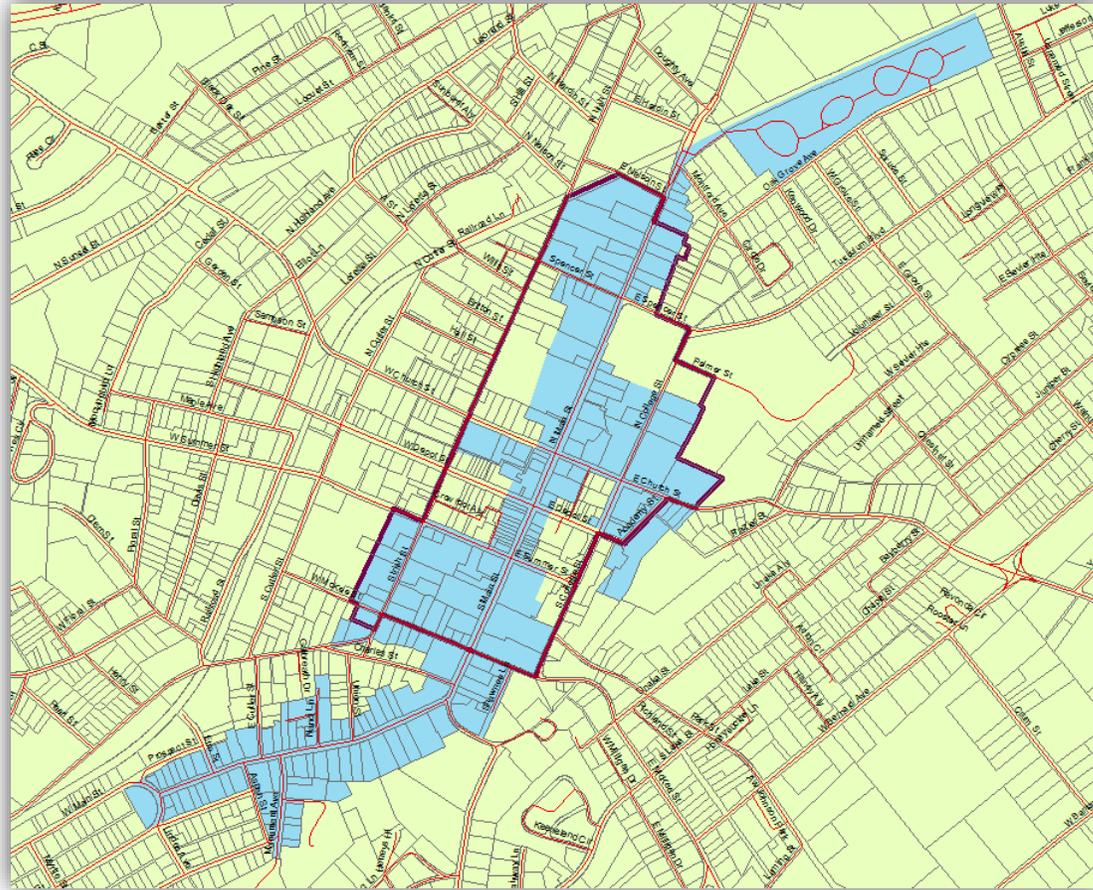
### Goals, Policies and Actions

#### Overlay Zone

##### *Historic Overlay (HO)*

The Historic Overlay focuses on standards fostering the preservation of the character of an area with significant and unique architecture and valuable to the collective memory of the our Town. Greeneville is fortunate in having an inventory of historic structures with multiple uses – residential, commercial, and institutional, public, and semi-public.

As the headquarter of the lost State of Franklin, the Town is privileged with buildings constructed during periods which were significant in the history of



**Legend/Notes**  
■ Current Historic District properties : to be maintained as the Historic Overlay Zone

—Area of properties in the National Historic Register: to be maintained. Other properties in this area not currently classified as “historic” may be included in the Historic Overlay if they meet the inclusion criteria and their inclusion is consistent with other goals, policies, and actions specified in this Comprehensive Plan.

## Future Land Use Designation

### Goals, Policies and Actions

#### Overlay Zone

##### *Historic Overlay (HO)*

the United States, the southeastern region of the country, and the community. Greeneville is also privileged to be the home of President Andrew Johnson, who is buried in the National Cemetery within the Town. Many of the structures are also on the National Historic Registry and deserve to be preserved as our highly significant historical, social, religious and political deposit.



The Historic Overlay should be applied to an area of structures that:

- Has a unique character or value as part of the development and heritage of Greeneville, Tennessee or the nation;
- Recalls a significant historic event;
- Embodies elements of unique architectural innovation, design, detail, materials and craftsmanship
- Is associated with persons or persons who significantly contributed to the culture and political identity and history of our Town
- Is the work of a master architect or builder, and, thus, recall the unique mental ability and skills of someone of notable influence in the development of Greeneville,

## Future Land Use Designation

Goals, Policies and Actions

Overlay Zone

*Historic Overlay (HO)*



- Greene County, Tennessee, the national or international spheres;
- Its unique location or physical characteristics represent an established familiar visual feature, portray significant historical events that have shaped our community, or is an object of high archeological value.

## Future Land Use Designation

### Goals, Policies and Actions

#### Overlay Zone

#### *Gateway Overlay (GO)*

The Gateway Overlay Zone is intended to ensure that gateways into the Town are inviting and aesthetically pleasing, properties adjacent to or abutting the gateways are well designed in terms of building architecture, site layout, screening, and landscaping, and only appropriate land uses that create a good memory of the Town are permitted.

The Gateway Overlay applies to properties at, near, or along major points of entry into and through the Town. The GO shall apply along Andrew Johnson Highway, Tusculum



Boulevard, Asheville Highway, and sections of Main Street that are outside the Historic District Overlay.

Development regulations specific to the Gateway Overlay should be established in the Zoning Ordinance to:

- Ensure pleasant architecture, site design, screening, and landscaping;
- Discourage uses such as junk yards and others that are generally not aesthetically pleasing to behold;
- Encourage and foster underground utility line installation

## Utilities

The utilities discussed in this Comprehensive Plan include water, sewer, electricity, natural gas, and telecommunications. Drainage is planned for under the theme, "Sustain"

The Tennessee Planning Enabling Act provides that among other purposes, the Comprehensive Plan is intended to foster the efficient provision of water, drainage and sanitary facilities, and identify and plan the provision of utilities in areas necessary for development to occur (T.C.A. 13-3-302). In order to achieve these purposes, State Law grants to municipalities broad powers in the control of utilities within their limits and the authority to extend water plants and water distribution systems and sewage collection and treatment



## Utilities



systems outside the municipal limits and to affix charges for these utilities so that the services so rendered shall be self-supporting (T.C.A. 7-51-401). Municipalities, however, do not have the exclusive authority to provide utilities to their citizens; utility districts are empowered to conduct, operate, and maintain utilities systems to the full extent under the Law (T.C.A. 7-82-302).

Therefore, it is important that this *Greeneville Forward* Comprehensive Plan include the general location and extent of utilities and terminals for water, light and power, wastewater utilities, and communication, and identify priority areas for the extension of different utilities. The availability, quality, affordability, and management

of different utilities impact our quality of life and determine the development of our community.

Town utilities are overseen by different entities. The Greeneville Water Commission, a public body of the Town regulates, maintains and provides water and sewer. Sanitary drainage and solid waste management are the responsibilities of the Town's Department of Public Works. The Greeneville Light and Power Board is in charge of light and power. Natural gas is provided by the private entity, ATMOS Energy, and telecommunication is regulated and provided by multiple private investors such as Comcast, Verizon, and AT&T. Although not managed directly by the Greeneville municipal government,

## Utilities

natural gas and telecommunications are subject to both state and federal regulations.

Within the next twenty years, all utilities will need to address historic conditions of their operation systems, adapt to the needs of the community, and adopt more efficient technologies. The electrical system will have to adapt to emerging technologies and maintain a distribution system that is reliable and meets the capacity needs of residential, commercial, and industrial developments. Considering that Greenville cannot be isolated from the state, federal and global context in which it exists, the water, sewage, and sanitary drainage systems should respond to new regulatory

mandates, which are constantly changing, to meet contemporary sustainability, health and safety challenges. The agency charged with wastewater disposal needs to update old systems that produce sewer overflows, and the Town will need to attract consumers to be connected to utility lines that are currently underutilized.



## Principles and Concepts

- **Service:** Utility infrastructure and systems support the Town's provision of equitable, accessible, and transparent services.
- **Wellness:** Utility agencies and infrastructure support our quality of life through delivery of safe and efficient electricity, gas, telecommunication, and garbage and sewage collection and disposal.
- **Character:** All utilities, both public and private, positively contribute to the quality, functionality, and aesthetics of our Town.
- **Economy:** Utilities are provided to businesses in a manner that encourages business investments

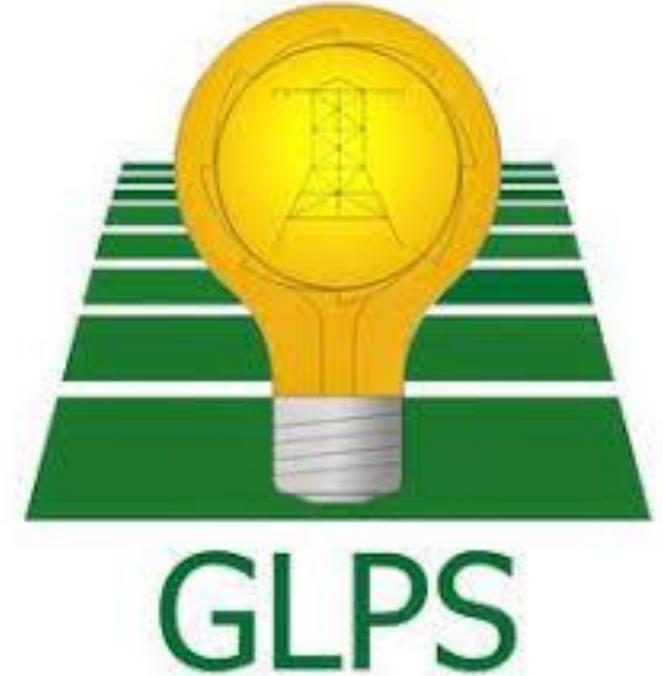
## Utilities

within our Town and to residences at affordable rates.

- **Collaboration:** Public and private utility agencies and departments work together among themselves and with the Town's government for the common good by ensuring utilities are available and accessible, infrastructure is maintained, and the excellence of other systems such as transportation are promoted.
- **Systemic Balance:** The installation and maintenance of utilities infrastructure are balanced with the excellent provision, efficiency, and maintenance of other systems such as transportation.
- **Environment:** The location, installation and maintenance of

utilities infrastructure protect, preserve, and respect water and air quality, wildlife habitat, and environmentally sensitive features.

- **Networking:** Maximum use of telecommunication systems to reach our community in a way that brings people together for community events, activities, civic participation, and socialization.
- **Sustainable:** The designing, construction and maintenance of utilities favor long term over short term investment benefits.



## Utilities

### Water

#### State of our Water Utility

The Town of Greeneville obtains its water from the Nolichucky River watershed, and the water is delivered through a 24" supply line to the Town. Water is distributed by the Town through 430 miles of mains (2", 6", and 10") and transmission lines (12 to 30") constructed, operated, and maintained by the Greeneville Water Commission. The Town's distribution system also includes a reservoir at the Water Treatment Plant on Buckingham Road. The Plant has a storage capacity of 32 million gallons of water, one pump station, and one pressure reducing valve station. The water plant intakes 16 million gallons of water each day. There are seven water storage tanks throughout the town that can store up



to 10 million gallons total. Withdrawal permit and drought has no effect on intake volume.

The Town currently provides water to consumers within the corporate limits of Greeneville and in the Town's urban growth area, to some residences in the City of Tusculum and its urban growth

area, and to most of Greene County. The current average consumption rate is 8 million gallons per day, and this usually increases to 9 million gallons per day in summer months. The average consumption per meter is \$24.00 per month. The water quality sanitary score has been consistently high, with the last score in 2013 being 98%.



## Utilities

65% of the total water intake is sold to utility districts, namely Glenn Hills Utility, Chuckey Utility, Cross Anchor Utility, Old Knox Utility, and the Town of Mosheim.

Minimizing supply interruptions is a priority to the Water Commission. To achieve this, the Water Commission maintains a Drought Management Plan, variable speed pumps and contracts under which it sells water to these other utility districts. Despite the 32 million gallon reservoir capacity of the Water Plant, the Commission also maintains a Water Source Protection Plan that is updated annually.

As part of capital improvement efforts, the Water Commission has received a \$1.2 million rural water intake grant for a \$5.7 million project that involves

improving the water intake, replacing fifty year-old pumps, putting in new screens and motor, establishing variable frequency, and providing more efficiency for raw water. The Town has also received a \$450,000 Community Development Block Grant to construct a new wash water tank for water treatment. With the awarded fast-track grant of \$250,000, the Town upgraded

Wells and repaired the levee at the Nolichucky River.

Water is also provided in some areas of the Town, notably the Hardin Industrial Park, to developments on Hal Henard Road by the Old Knox Utility District. This water service provider also provides water to many residents in the urban growth area.



## Utilities

### Goals, Policies and Actions Applicable to All Utilities

#### Service Delivery

#### UG1: Provide Safe, Reliable and Affordable Utilities to Res- idents of Greeneville and its Urban Growth Area

**UP1.1. Provide utilities in Greeneville and the planning region consistent with environmental sustainability, economic growth, and the fostering of public health.**

**UA1.1.1.** Put in place equitable utility incentives to make utility services available and affordable, and ensure the recovery of the incentive cost within a specified timeframe.

**UA1.1.2.** Apply consistent and equitable standards for the provision of utilities, ensuring that new private developments provide adequate utility investments to offset the impact of construction projects, operational cost, and facility maintenance on the Town.

**UA1.1.3.** Embrace technological changes necessary to provide more efficient utilities and encourage alternative utility generation sources that are more cost-effective, affordable and sustainable in the long term.

**UA1.1.4.** Adopt cost-benefit analysis when making decisions that involve the extension and operation of utilities, and budget for those utilities in the decision-making process.

**UA1.1.5.** Encourage high density and mixed-use development to reduce the cost of utilities service provision and maximize returns on consumption.

**UA1.1.6** The City shall annually review its state of Wastewater Facilities, Water Supply and Distribution Facilities, Solid Waste Facilities, and the Stormwater Drainage Facilities, as part of the budgeting process, to determine needs, which and as a minimum shall:

- Outline needed improvements for replacement, expansion, or increase in capacity to meet existing facility deficiencies and provide future facility needs;
- Review and indicate funding sources;
- Provide a schedule of improvements and show funding sources;

## Utilities

### Goals, Policies and Actions Applicable to All Utilities

- Provide for maintenance and monitoring.

**UA1.1.7.** Develop and update every five years functional utility plans that take care of forecast system capacity and needs throughout the life of this plan.

### Location & Design of Utility Facilities

#### **UG2: Cost-effective, Environmentally Sensitive, and Aesthetically Pleasant Location and Construction of Utility Service.**

**UP2.1.** Construct utility facilities that are efficient and cost effective to the Town and the environment

**UA2.1.1** Promote safe co-location of utilities facilities to minimize disruption and environmental impact

**UA2.1.2.** Create open space when siting and designing utility facilities to allow for safe and secure operation of utilities infrastructure.

**UA 2.1.3.** Approve and permit the construction of utilities facilities in a fair and timely manner in accord with development regulations and best practice standards.

**UP2.2.** Locate utility facilities with minimal disturbance of land, promotion of community aesthetics and environmental sustainability.

**UA2.2.1** Place utility facilities along public rights-of-way and encourage underground distribution lines consistent with the character of gateways, vistas, and area characters.

**UA2.2.2** Continue to provide

## Utilities

### Goals, Policies and Actions Applicable to All Utilities

professional staff review and guidance in the siting of utilities and protection of utility facilities from adverse human and natural interventions.

**UA2.2.3** Use design and construction standards that are safe and environmentally sound.

**UA2.2.4.** Minimize the visual impact of utility facilities and public inconvenience associated with road and right-of-way trenching activities.



**UP2.3. Work with Town and private utility agencies to provide utility services and coordinate construction in right-of-ways.**

**UA2.3.1.** Coordinate and collaborate early among departments and utility providers on transportation and utility projects in the right-of-way to avoid space conflicts, encourage

joint opportunities, control storm water and minimize future utility installation impacts on rights-of-way.

**UA2.3.2.** Coordinate provision of utility services with planned development in a one-stop-shop process.

**UA2.3.3.** Enhance efficiency by coordinating the provision and maintenance of utilities infrastructure with both local, regional, state and federal goals, especially before paving roads.

**UA2.3.4.** Focus on mutual benefits and improve communication and collaboration between the Town government, departments and

## Utilities

### Goals, Policies and Actions Applicable to All Utilities

utility agencies in the provision of utilities.

**UA2.3.5.** Establish a quota-based policy with the Greeneville Water Commission on the annual use of tax revenue to support the extension of sewer in Town.

**UA2.3.6.** Ensure, in the approval of development plans, utilities are consistently provided with applicable rules, regulations and best practice standards approved by the different utility departments and agencies involved.

**UA2.3.7.** Coordinate emergency preparedness and response with local and regional utility partners.

**UA2.3.8.** Share, update and maintain Geographic Information System utility data among utility providers and the Town to ensure consistent and up-to-date information on facility locations and capacities.

**UA2.3.9.** The Town should ensure that regulations associated with utility service provision do not impair the fulfilment of public service obligations by utility providers under applicable state and federal laws.

### Management of Utility Resources

#### **UG3: Consider the Cost and Benefits of Utilities Installations in Planned Growth and Development.**

**UP3.1. Take a proactive approach to the provision of utilities in Town and its urban growth area.**

**UA3.1.1.** Improvements and extension of utility facilities should be consistent with planned growth, foreseeable development and population projections.

**UA3.1.2.** Ensure that development regulations and projects approval foster the timely provision of utility

## Utilities

### **Goals, Policies and Actions Applicable to All Utilities**

improvements.

**UA3.1.3.** Maintain and implement a utility capital improvement plan that is consistent with residential and business development and population projections on a regular basis.

**UA3.1.4.** Use cost-effective demand management in view of promoting the development of renewable energy projects, waste reduction and recycling, and cost saving technologies in the provision, use, and disposal of utilities resources.

**UA3.1.5.** Put in place mechanisms to ensure that future phases of planned developments in the Town and subdivisions in the urban growth area will have adequate utilities.

## Utilities

### Goals, Policies and Actions Applicable to All Utilities

#### Public Utilities in the Urban Growth Area

The urban growth area extending over five miles in different directions from the Town's current corporate limits was adopted in 2002 after some of the regulations controlling the extension of the Town's public utilities had been adopted. Some provisions of these regulations, for example a moratorium on the extension of sewer outside of the Town's corporate limits did not consider the Town's responsibility in the planning of the urban

growth area that is potentially annexable into the Town. Restrictions on the extension of public utilities in this area have the effect of creating a high cost of utility extension to the Town when property in the area is eventually annexed.

However, with the current statewide ban on annexation by ordinance and permission of annexation only at the request of the property owner, municipalities use their utility services to entice property owners in the urban growth area to request annexation into the cities, and to promote the growth of residential and commercial development within the municipality.

This phenomenon still fails to overcome the dilemma of utility extension to properties in the urban growth area that are non-contiguous to the current municipal corporate limits because Tennessee law still limits annexation to property contiguous with the municipal boundary.

A policy balance, therefore, is necessary to attain the objectives of planning public utilities extension to all properties in the urban growth area, minimizing the future cost of utility extension to the public when property in the area is annexed into the Town and attracting property owners in the area to seek annexation into the Town.

## Utilities

### Goals, Policies and Actions Applicable to All Utilities

**UG4: Planning and Extension of Public Utilities in the Urban Growth Area to Promote Orderly Development, Minimization of the Future Cost of Utility Extension to Tax Payers, and Incentivization for the Population Growth and Economic Development of the Town.**

**UP4.1. Leverage the Town's sewer collection and disposal system and water supply services to attract people to live in and developers to carry out development within the Town of Greeneville.**

**UA4.1.1** The Town shall not extend water and sewer utilities without an adopted program for annexation and preliminary capital facilities plan.

**UA4.1.2** The preliminary capital facilities plan mentioned above shall specify aspects that may be altered and those that shall be binding in the final annexation utilities plan.

**UA4.1.3** Exception to the above may be made by the Board of Mayor and Aldermen where human health is

threatened as determined by the Greene County Health Department.

**UA4.1.4** Unless specifically provided for by state statutes, the Town will not extend urban levels of water and sewer services to serve urban uses.

**UA4.1.5** The availability of pipeline capacity required to meet local needs and/or supply shall not be used solely to justify the extension of the Town's water and sewer utility services to any development in the urban growth area.

## Utilities

### Goals, Policies and Actions Applicable to All Utilities

#### UP4.2 Minimize the future cost to the Town of public utility extension in the current urban growth area

UA4.2.1 When water and sewer are extended, the extension shall be consistent with the service area boundaries and other provisions as the Greeneville Water Commission may recommend to the BMA.

UA4.2.2 Continue to provide public utilities to the properties in the urban growth area that are currently connected to such utilities.

UA4.2.3 Permit the extension of water and sewer to single- and

double-family residential developments in the urban growth area with the full cost borne by the developer, except in cases of annexation where the plan of service involves the Town providing services to a property.

UA4.2.4 Extend water and wastewater utility service to unserved areas of the utility service area, including extensions into potential annexation areas, if the city's costs are reimbursed and if service will be extended only upon annexation to the city.

UA4.2.5 Coordinate with the Greene County Planning and Building Departments and utility agencies to

promote the construction of utilities that meet the Town of Greeneville's standards in the potential annexation of the urban growth area.

UA4.2.6. Subdivision development in the urban growth area shall include fire flow requirements and supply.

## Utilities

### Goals, Policies and Actions Applicable to Water

#### UG5: Provide Drinking Water that Meets the Needs of our Community .

UP5.1. Ensure the public drinking water is reliable, cost-effective, safe, secure and of high quality.

#### UG6: Promote the Conservation and the Efficient Use of the Public Water Supply.

UP6.1. Discourage the waste of water.

UA6.1.1. Continue to maintain and annually update the Water Source Protection Plan.

UA6.1.2. The Town shall maintain an effective working relationship with all utility providers in order to ensure that utilities are provided to citizens to the fullest extent possible.

UA6.1.3. The Town shall coordinate planning, programs, maintenance and new construction projects for Town utilities with those of other private and public utility agencies and Town departments to reduce costs, significantly minimize construction and operational impacts, and improve results.

UA6.1.4. The Town shall encourage the sustainable use of utility resources and the availability of alternative energy sources.

UA6.1.5. The Town shall ensure that land is available for the location and extension of utility services, including within transportation corridors.

UA6.1.6. The Town shall cooperate with other municipal corporations, federal and state agencies, and public and private utilities to protect water resources and in drawing upon said water to support growth.

## Utilities

### Goals, Policies and Actions Applicable to Sewer

**UG7 Make sanitary sewer available to all the citizens of Greeneville**

**UP7.1. All property in the corporate limits of Greeneville should be served by sewer lines.**

**UA7.1.1.** Maintain the outlay of subsurface septic systems within the Town's corporate limits.

**UA7.1.2.** Reduce the minimum lot size requirements in the Town considering that subsurface septic systems and duplication areas are not needed.

**UA7.1.3.** Whenever sewer is available in the public right-of-way adjoining a property in the corporate limits, require any new residential, commercial, industrial or institutional development of the property to be connected to the sewer system.

**UA7.1.3.** Whenever an existing subsurface septic system, for any development in the corporate limits, fails or poses health and environmental problems, require the property owner to connect to the public sewer system if such system exists to or within the public right-of-way of the property.

**UA7.1.4.** All new developments within the Town shall be connected to the public sewer system.



**UA7.1.5.** Any septic system serving a site being redeveloped within the corporate limits should be decommissioned according to state regulations, and the development must be connected to the sewer system.

## Utilities

### Goals, Policies and Actions Applicable to Sewer

**UP7.2. Maintain a level of service treating no less than the average daily sewage flow while significantly reducing infiltration and inflow problems.**

**UA7.2.1.** Identify all essential upgrades that need to be made to the sewer system Town wide.

**UA7.2.2.** Work with the Greeneville Water Commission to prepare a plan for the extension of sewer into areas without this utility service in the Greeneville corporate limits.

**UA7.2.3.** Begin any necessary capacity improvements to collect and dispose 102% of the average daily sewage system demand for the preceding five years.

**UA7.2.4.** Meet all federal and state standards for wastewater treatment plant effluent discharge.

**UA7.2.5.** Prevent sprawl by encouraging the concentration of land developments in areas of existing facilities.

**UA7.2.6.** Target capital improvements to achieve at most half of the current frequency of sewer line fractures.

**UA7.2.7.** Maintain the sewer plant to treat no less than the average daily sewage flow.

**UA7.2.8.** Maintain a reliable sewage disposal system that is environmentally friendly and ensures public health and safety.

**UA7.2.9.** Target improvements to achieve less than a quarter of the current frequency of sewer line fractures.

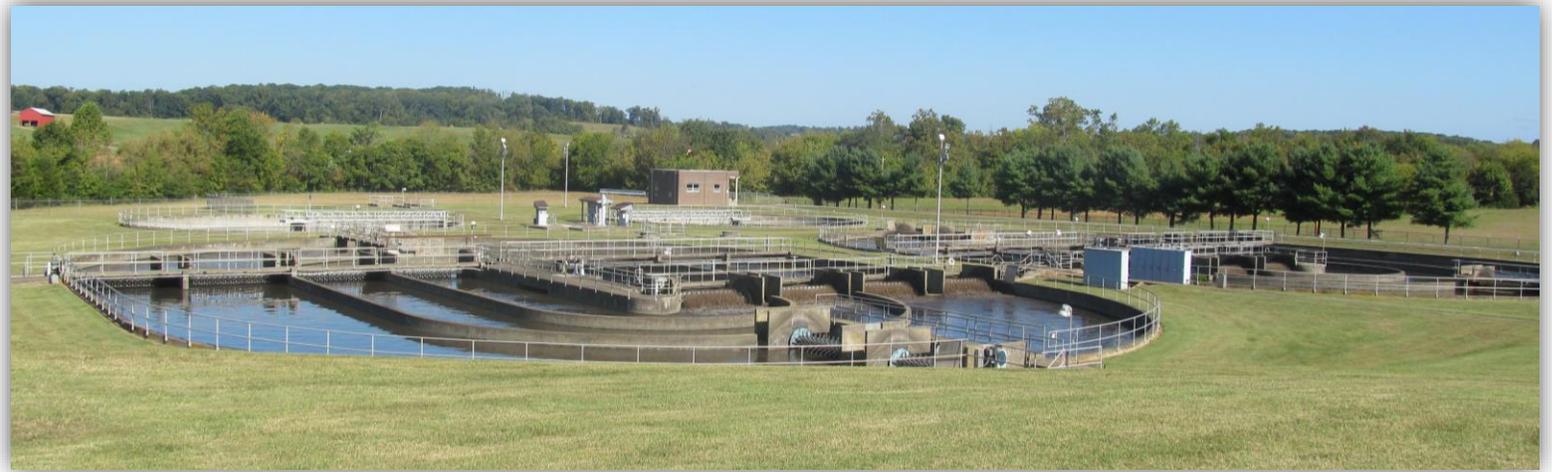
## Utilities

### Goals, Policies and Actions Applicable to Sewer

**UP7.3.** Leverage the provision of sewer for the geographical growth and economic development of the Town.

**UA7.3.1.** Develop sanitary sewer extension policies to ensure that land adjoining the corporate limits is annexed into the Town of Greeneville.

**UA7.3.2.** Permit the extension of sewer to proposed major residential subdivisions in the urban growth area with an agreement with the developer that the property will eventually be annexed into the Town of Greeneville when State law permits and the Town of Greeneville desires.

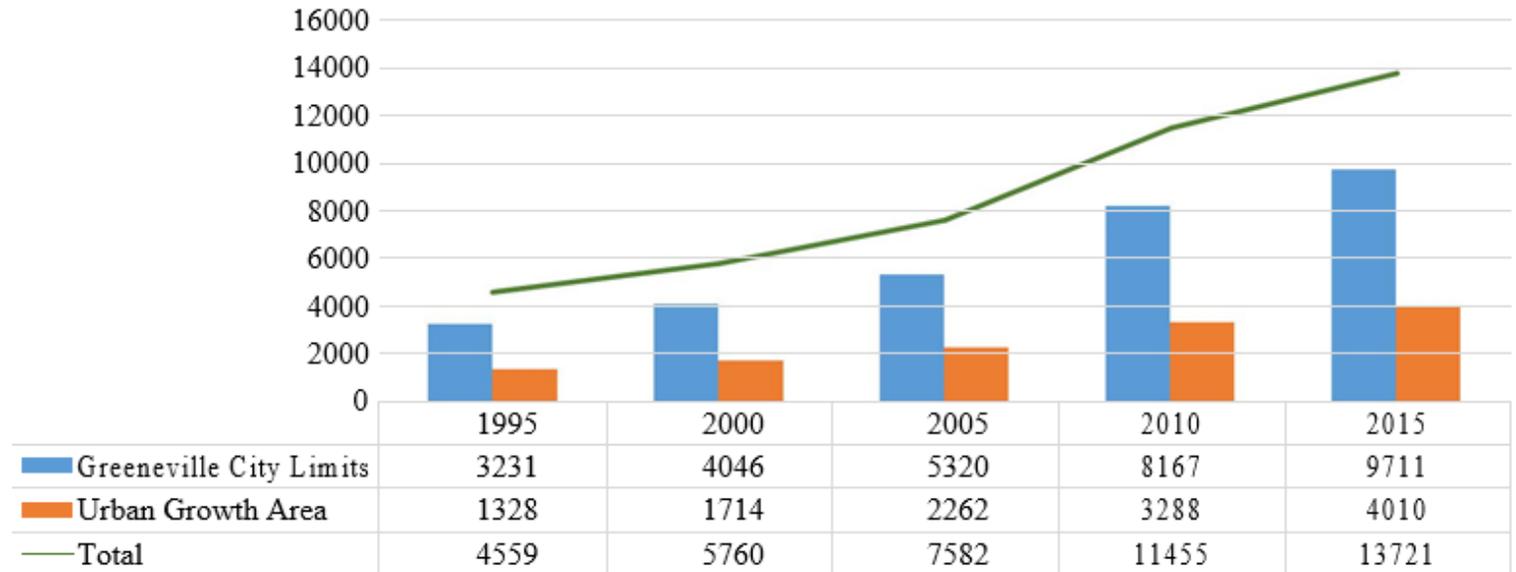


## Utilities

### Electricity

Greeneville Light & Power System (GL&PS), which is a municipal electric system, provides the electricity consumed in Greeneville and its urban growth area. This provision is based on a twenty years contract with the Tennessee Valley Authority (TVA). This agreement was last approved in the year 2000 and requires a ten-month's termination notice. In addition to Greeneville and its growth area, the GL&PS also supplies electricity in the wider Greene County area, to some customers in Hamblen, Hawkins, Washington, and Cocke counties, and in the State of North Carolina.

Number of Electric Power Customers served by Greeneville Light and Power Systems in Greeneville and its Growth Area



## Utilities

The rates for electric power within the subject area are set by the Board of Directors of Greeneville Light & Power System with approval from TVA. The funding sources available to GL&PS are mainly consumer rate payments and bonds.

The nearest generation facility of the electricity consumed in the Town and its growth area is the John Sevier Steam Plant in Hawkins County, TN. GL&PS builds, operates, and maintains the electrical system serving this area.

There are 9.83 miles and 4.25 miles of transmission lines are serving the Greeneville corporate limits and the urban growth area

respectively. The current voltage serving both areas is 69kV transmission and 12.47kV distribution. There are nine substations within the Greeneville municipal corporate limits and three substations serving the urban growth area.

From 2005 to 2015, GL&PS completed major projects to improve reliability, quality, and service delivery. Some of these include:

- 2007-2008: Construction of 161Kv/69Kv pioneer substation, which is the third delivery point.
- 2007-2009: Construction of 3.2 miles of 69kV line.
- 2012: Upgrade of 1.6 miles of 69kV line.
- 2014: Upgrade of Eastview Substation relay.

- 2015: Upgrade of Greeneville Substation Regulator.

TVA serves the GL&PS 161kV at three delivery points, Pioneer Substation, Industrial Park Substation and Tusculum Substation. The GL&PS steps the 161kV down to 69kV and through its 69kV transmission system, which serves twelve stations within the Town of Greeneville and its urban growth area. These twelve substations are served with 69kV and stepped down to 12.47kV distribution voltage. Three substations are serving three large industrial customers and the remaining nine substations serve residential, commercial, and industrial loads.

## Utilities

TVA has two 161kV transmission lines in this area. One is located near Hal Henard Road and serves the Industrial Park Substation, and the other is located near Industrial Road and serves the Pioneer Substation.

Currently GL&PS is not under any green energy policies; however, it is involved in sustainable energy programs for households. GL&PS offers the Greene Power Providers program to residential customers. This program is through TVA and originated in 2008. Currently GL&PS has eighteen customers participating in the program. GL&PS also offers the Greene Power Switch program which is also through TVA. Greene Power

Switch is a way to support renewable energy. Each \$4.00 block of Greene Power Switch purchased is added to the customer's monthly electric bill and ensures 150 kilowatt-hours of electricity is generated by a renewable resource such as wind, solar, or biomass. Currently GL&PS has eight customers participating in this program.

The GL&PS uses 1.5% load growth for system design purposes. Currently there is adequate capacity of the electric power system for residential and commercial developments. The power provider can carry out upgrades when a developer demands to provide for industrial load requirements. No specific issues that require considerable attention for the

provider and the customers are foreseen to affect the electric system within the twenty year period of this plan – within the next several years. It is not foreseen that new substations will need to be constructed based on the current level of service and projected growth. However, substations may become necessary if industries with very high electric power demand to locate in Town. The GL&PS has the ability to provide such substation as may be needed.

## Utilities

### Goals, Policies and Actions Applicable to Power

**UG8: Maximize electric power service reliability and efficient use of energy.**

**UP8.1. Maintain and enhance electric power service supply and reliability.**

**UA8.1.1** Prioritize electric power reliability in the capital investment plans of the GL&PS.

**UA8.1.2** Determine where upgrades may be currently needed and perform necessary capacity upgrades to provide sufficient power in our community.

**UA8.1.3** Ensure a system in which

lack of services from a substation shall be overcome by full load.

**UA8.1.4** Continue to allow the extension of GL&PS services outside of the corporate limits of Greeneville and its urban growth boundaries, while following TVA regulations.

**UA8.1.5** The Town's decisions regarding electric power needs should constantly consider and balance both the regional service area needs and the needs within the Town's corporate limits.

**UA8.1.6** Annually evaluate the reliability of electric service in Greeneville and its urban growth area using indicators such as total number of outages experienced, duration of outages and number of customers affected.

### **UP8.2. Support and promote Energy Conservation**

**UA8.2.1.** Encourage renewable energy projects and technologies.

**UA8.2.2.** Provide incentives to encourage efficient use of energy and reduce overall demand.

**UA8.2.3.** Educate utility users on the means and benefits of energy conservation.

**UA8.2.4.** Incorporate new and improved technologies to enhance energy conservation consistent with provider's public service obligations, policies and regulations.

**UA8.2.5.** Provide design guidelines to developers and designers which

## Utilities

incorporate capacity and levels of service that promote energy conservation.

**UG9: Strike a balance between electric power availability and land use compatibility.**

**UP9.1. Ensure land use compatibility in the siting of electric power substations.**

**UA9.1.1** Encourage the location of new facilities such as substations preferably in industrial zoning districts and along principal arterial roads to promote land use compatibility.

**UA9.1.2** Where a substation must be near residential property, mitigate the impact of the new

electric power substation on the neighborhood using wide, fenced, and landscape buffers.

**UA9.1.3** Maintain the conditional use permit process for utility substations outside of industrial zoning districts.

**UP9.2. Promote community aesthetics in the location of electric power facilities.**

**UA9.2.1** In gateway corridors and along Tusculum Boulevard, where there are existing overhead lines along public rights-of-way, minimize the visual impact of overhead utility lines by connecting lines underground from poles in the public right-of-way to the property.

**UA9.2.2.** Avoid crossing utility lines overhead from one side of the road to the other in gateways and along Tusculum Boulevard.

**UA9.2.3.** Significantly decongest the overhead crossings of power and communication lines on Tusculum Boulevard.

**UA9.2.4.** Encourage power utility providers and developers to install underground distribution lines in new developments outside of gateway corridors and Tusculum Boulevard.

**UA9.2.5.** Permit only underground utility lines in Downtown Mixed Use Zoning Districts.

## Utilities

**UA9.2.6.** Generally locate electric cabinets at the rear of buildings; when a developer opts to locate in the front yard, the color of the cabinet should be camouflaged with the surrounding vegetation.

**UA9.2.7.** Balance the clearing of vegetation from power lines in rights-of-way with community aesthetics and enhancement of electric power system reliability.

### Goals, Policies and Actions Applicable to Communication

**UG10:** Strike a balance between telecommunications availability and land use compatibility.

#### **UP10.1. Promote fiber optic cable in the Town.**

**UA10.1.1** Recognize the importance and influence of broadband in the economic development of the Town.

**UA10.1.2** To the extent possible, consider installing free wi-fi in the Downtown Mixed Use Zoning District.

#### **UP10.2. Ensure land use compatibility and transportation ways clearance in the location of communication infrastructure.**

**UA10.2.1** Maintain the current provisions and requirements on the location and plans review of communication infrastructure in the Zoning Ordinance.

**UA10.2.2.** Require existing communication infrastructure adjoining residential uses, which undergo expansion by a net increase in appurtenances to provide buffer zones separating the infrastructure from the residential land uses.

**UA10.2.3.** Work with communication services providers in Town, such as Century Link, to relocate the utility poles currently within sidewalks outside of the vehicular and pedestrian travel paths.

#### **UP10.3. Minimize the aesthetic impacts of communication infrastructure.**

**UA10.3.1.** Encourage underground distribution lines in accordance with state rules and regulations.

## Utilities

**UA10.3.2.** Continue to prohibit overhead communication lines in the Downtown Mixed Use District.

**UA10.3.3.** Encourage siting of large, above-ground utilities infrastructure, such as antennas and towers, in industrial or commercial areas or along arterial and principal collector roads.

**UA10.3.4.** Maintain the current aesthetic guidelines and requirements for cellular towers, antennas, and other communication facilities in the Zoning Ordinance.

### **Goals, Policies, and Actions Applicable to Stormwater & Floodplain Management**

**UG11: Manage storm and surface water to promote our human welfare, the well-being of the habitat, and the good of the environment.**

**UP11.1 Manage storm and surface water to provide safety and promote human health and recreation.**

**UA11.1.1** Maintain our status as an MS4 community.

**UA11.1.2** Comply with all requirements of TDEC for storm water management purposes.

**UA11.1.3.** Actively promote and support education efforts focusing on different areas and approaches to stormwater management.

**UA11.1.4.** Maintain and enforce land use plans and ordinances requiring stormwater controls for new development and re-development.

**UA11.1.5.** Ensure that stormwater detention basins are designed and constructed to effectively capture and release runoff water within, at most, 72 hours of a precipitation event.

**UA11.1.6.** Ensure that the design and construction of retention ponds incorporate the treatment of contaminated stormwater runoff.

## Utilities

**UA11.1.7.** Require that existing and created wet ponds in new major residential subdivisions, as well as large institutional and business development, be incorporated into the design of the development for recreation purposes.

**UA11.1.8.** Require aesthetically pleasing protection measures surrounding stormwater detention basins deeper than three feet for public safety.

**UA11.1.9.** Carry out a study of existing detention basins constructed under the Town's MS4 status to determine whether they empty within 72 hours after a precipitation event.

**UP11.2. Manage storm and surface water to maximize reductions in damage from storms and protect water quality and the environment.**

**UA11.2.1.** Participate in regional watershed efforts.

**UA11.2.2.** Consider a system-wide watershed-based context in the management of storm and surface water.

**UA11.2.3.** Implement a biannual public education program on water quality, low-impact development, pollution prevention, and aquatic life.

**UA11.2.4.** Encourage low impact development stormwater management best practices.

**UA11.2.5.** For non-single and non-double family development, on lots of less than 1 acre, permit the developer the alternative of creating off-site pervious areas equal to or exceeding the proposed impervious area to be created on-site within the same watershed.

**UA11.2.6.** Adopt regulations to control the dumping and composting of construction, demolition, and land-clearing debris in view of promoting good stormwater quality and community aesthetics.

### **UG12: Protect floodplains.**

**UA12.1 Recognize the environmental and recreational values of effective floodplain management.**

## Utilities

**UA12.1.1.** Preserve floodplain habitat in and along creeks.

**UA12.1.2.** Limit the creation of impervious areas in floodplains to the extent fully possible.

**UA12.1.3.** Encourage the incorporation of floodplains as recreational sites in major subdivisions and other planned developments.

**UA12.1.4.** Identify farmlands adjoining floodplains that are causing significant pollution of floodplains, especially from animal rearing.

**UA12.1.5.** Engage and work with federal and state agencies to improve significantly the water quality of the pond and associated creek in Hardin Park.

**UA12.1.6.** Identify and secure funding and encourage and work with farmers, who rear animals close to floodplains, to implement floodplains by design measures that will reduce and possibly eliminate pollution from their farms into floodplains.

**UA12.2. Enhance floodplain management toward significant reduction in loss of property and injury to human health, resulting from floods.**

**UA12.2.1.** Educate our community on floodplain management measures and benefits.

**UA12.1.2.** Identify floodplains with properties that have significant development potential and support

property owners to complete Flood Insurance Studies in the areas.

**UA12.1.3.** Enforce the current floodplain ordinance.

**UA12.1.4.** Become a part of the FEMA Community Rating System (CRS).



# FEMA

# CONNECT

## Transportation

A municipality's transportation system provides a vital service function that is essential for growth and development. It forms the framework upon which a community is built. A well-planned and maintained transportation system ensures adequate access and traffic circulation and provides for the multi-modal needs of diverse users. These are prerequisites for economic development and general community welfare.

The transportation framework and system in Greeneville are the results of a series of interacting elements, including, but not limited to, the history of the economic growth and physical expansion of the Town, the location of the Town in the mountainous Appalachian region of

East Tennessee, the modern and contemporary geopolitics and political economy of infrastructural improvements, the availability of financial resources to complete transportation improvements, and the socio-cultural hidden-transcripts that often characterize small communities such as our Town.

Historically, the railway was instrumental in transporting tobacco from the many warehouses in the Downtown area and its immediate surrounding, and remains vital today in transporting goods to and from some of the industries in its close proximity. As the Town expanded through annexation, most of the narrow roads that were old county alleys, trails, and wagon paths became

part of the Town's standard street network. The steep slopes that generally characterize the Town have sometimes limited street connectivity, and the location of the Town between two populous metropolitan areas, namely the Tri-Cities and Knoxville, increase regional goods delivery and personal commuter traffic passing through Greeneville. The Town exists in a state and national system of municipalities, counties, and states that are all competing for resources for transportation improvements. The award of these resources are not always insulated from political influence and foreseen maximum economic benefits from the improvements that are often more feasible in some communities than others. The small nature of the Town

# CONNECT

## Transportation

### Main Transportation Issues facing the Town

- High cost of transportation infrastructure improvements
- The Town is concerned with the uncertainty associated with the possible construction of a by-pass around the by-pass (US-11E)
- Increasing periodic traffic congestion from city limits to intersection of Asheville Hwy and Main St, and along E. Vann Rd
- High traffic volume and unsafe driving on Andrew Johnson Highway
- Geographic and Physical barriers to Transportation Planning
- Substandard old county roads now facing increased level of service demand as city streets
- Lack of pedestrian and interconnected bicycle paths in the community.
- Pedestrian safety at major cross-intersections, especially in the downtown core and inner city transect
- Many streets in need of maintenance
- Many stub streets

creates a limited tax base that remains the biggest source of revenue from within the Town. This limits the ability of the Town to complete transportation improvements without significant ex-ternal aid such as highly-competitive grants.

The transportation plan element is a 20-year plan for transportation improvements on both developed and un-developed private and public property in Greeneville. Except specified other-wise, the plan elements are applicable to both private properties, when the properties are proposed for development or redevelopment and to all public projects whether new or proposed for redevelopment, including main-tenance.

In as much as street capacity requirements have a direct correlation with the land uses that the street services, the land use and the transportation elements of this Plan are closely linked and should always be considered an ensemble.

The land use element identifies current land uses and plans for future land uses, and the transportation element identifies the existing transportation infrastructure serving the current land uses. It is targeted at providing a solution to the current transportation deficiencies and meeting the future transportation needs in the planned land uses.

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## Transportation

### Land Use and Transportation

The type of land use, its intensity, bulk, and location influence both peoples' travel choices and circulation pattern in the community. In this regard, existing and proposed land uses affect and may require investments in transportation infrastructure. While the population of Greeneville is not projected to grow beyond 25,000 in the next twenty years, it is important that current transportation facilities at least meet current and planned land use and living patterns and be designed to meet federal, state, regional and local standards to ensure safety, functionality, service delivery, and efficiency for all users. The small nature of our Town does not annihilate the fundamental necessity for land use development to

be sensitive to the needs of all users in our small Town by creating transportation facilities that are safe, comfortable to pedestrians, foster active living, accommodate alternative transportation choices, and enhance the quality of community life.

Roads typically occupy a significant percentage of developed land area in a community. Within Greeneville, there are approximately

1,216 acres of land currently devoted to streets, roadways and other rights-of-way, representing about 11.11% of the Town's total surface area. Greeneville's Urban Growth Area has approximately 627 acres of land, or 3.3 percent, of total land area currently devoted to streets, roadways and other rights-of-way. All highways, streets, and railroad rights-of-way are included in this transportation network.



## Transportation

### Major Thoroughfare Classification

There are considerable purpose, design, and use differences between the various thoroughfares that traverse Greeneville and its potential growth area. To understand and analyze the overall system, the thoroughfares have been classified by their design capacity and level of service. Capacity is a measure of the ability of a street or intersection to accommodate daily traffic, while level of service defines the quality of traffic flow that ranges from free flow to breakdown flow. Theoretically, free flow involves uninterrupted traffic breakdown flow involves interrupted traffic from residential developments and other structure.

In 1972, the Tennessee Department of Highways developed a Major Street and Route Plan for Greeneville. The plan classification involved arterial and collector streets. In 1997, the Tennessee Department of Transportation (TDOT) conducted a limited study that expanded the classifications to (1) Principal Arterial, (2) Minor Arterial, (3) Collector, and (4) Local Streets.

The primary purpose of arterials is to serve through traffic; therefore, they are characterized by high mobility and low accessibility to adjoining land uses. The main purpose of local streets is to serve adjoining land uses; thus, they are characterized by high accessibility that significantly diminishes mobility. Collectors provide a balanced mix of mobility

and accessibility. Arterials typically have higher speed limits than locals with a high frequency of traffic turns. Arterials are usually spaced at greater intervals than collectors, which are also more spaced than locals. In small Towns like Greeneville, arterials carry half or more of the daily travel miles followed by collectors, and then locals that usually serve low-density developments. Due to their projected high capacity, arterials typically have a greater number of travel lanes than collectors and locals in descending order.

In the 1997 study of transportation in Greeneville that TDOT carried out, some streets were reclassified: for example, Summer Sreet from Main Street to College Street was changed

## Transportation

from an arterial to a collector street.

In 2003, TDOT conducted another study that led to the Town adopting a Greeneville Major Street and Road Plan. In this study, collector streets were further divided into Principal Collectors and Minor Collectors. The study and classification considered existing and projected traffic flow on streets from 2000 to 2020, design speed, trip length, number of lanes, street capacity, and level of service. In this study, the traffic count at Station 142 on E. Bernard Avenue was projected to be 14,930 in 2020. In 2000, when the study was done, the traffic count at this station was 11,450. In 2015, the count was 11,932. The traffic count at station 106 on N. Main Street between Baileyton Road and the railroad was

8,310 in 2000 and is projected to be 14,211 in 2020. In 2015, the count was 6,734.

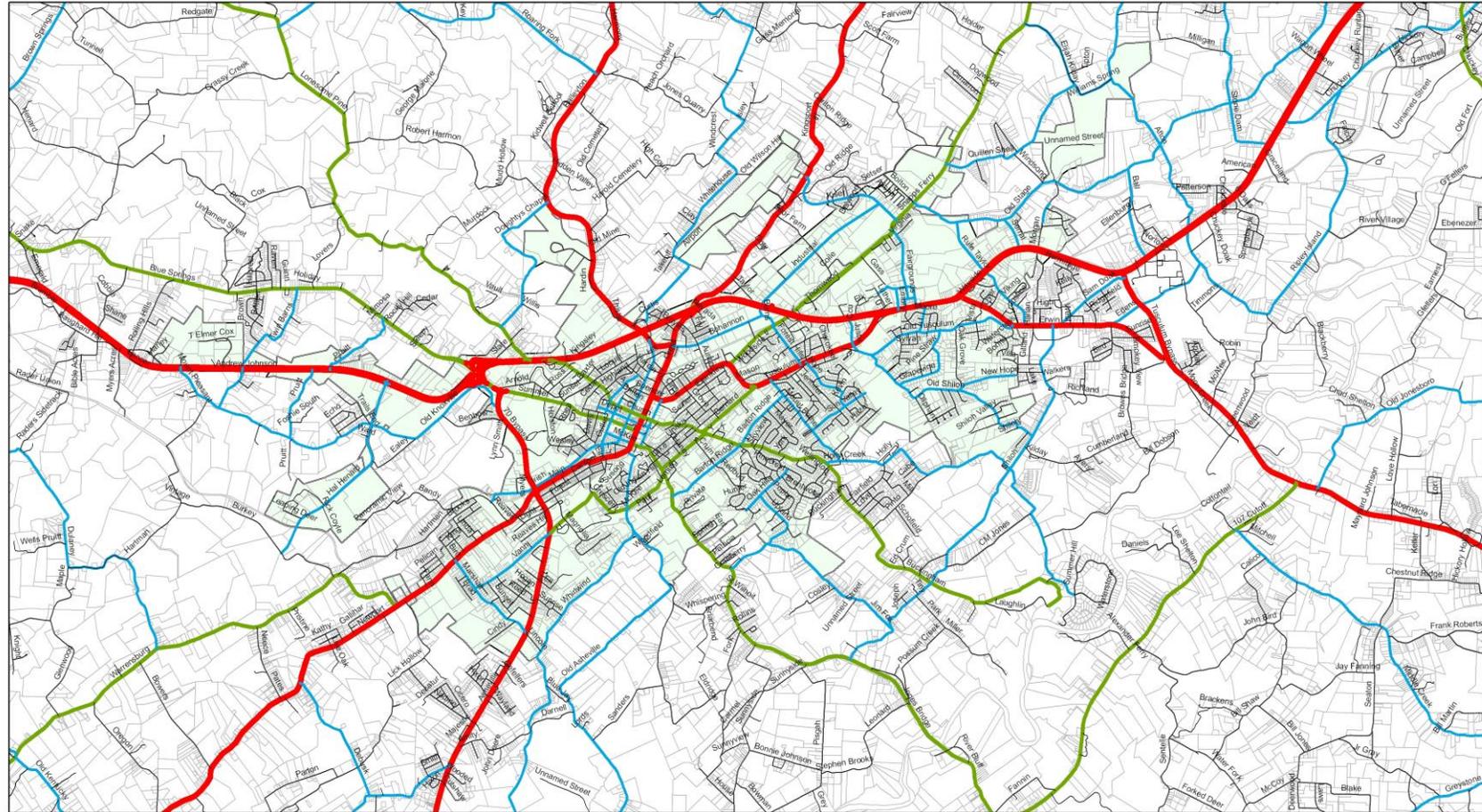
Judging by the current traffic on volume these streets, it can be concluded that most of the traffic projections in the study will go beyond 2020 to be met, especially on streets that new significant traffic generating land uses are not planned or projected.

Map T1, located on the following page, shows the major thoroughfare classification of the Town as completed in 2009.

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Map T1:  
Transit & Land Use  
Map of Greeneville  
and its Growth Area



**GREENEVILLE**  
T E N N E S S E E

Major Thoroughfare  
Classification  
Illustration 7

- Legend**  
**Classification**
- Principal Arterial
  - Minor Arterial
  - Collector
  - Local Street



Town of Greeneville  
Public Works Department  
Greeneville, Tennessee  
Map Printed: August 7, 2009  
This map is not an engineering map.

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## Transportation

### Trip Generation, Circulation, & Destination

Traffic in Greeneville originates from both within and without the Town. About 45% of the home-to-school/work/shop traffic generated from within the Town originates from residential developments within a square-mile radius of the intersection of E. Barton Ridge and Skyview Drive. This traffic predominantly moves westward and northeastward. It moves westward through Church St into the Downtown employment and institutional center and further southwestward through Main Street and E. Vann Road to the school, parks, and commercial area proximate to Asheville Highway. It also moves northeastward to the industrial area along Snapps Ferry Rd and Industrial Road and to

the strip commercial development along US-11E, notably from the Industrial Road and US-11E intersection to the Town's limit with Tusculum.

Over two-thirds of the intra-Town institutional-to-commerce uses or vice-versa and commerce-to-commerce traffic that characterizes the Town in the day work hours are interchanges from and to the same west and northeast areas that are destinations for traffic from home to school, work, and shop in the morning and back in the evening hours, but through Main Street, East and West Bernard Avenue, Tusculum Boulevard and East Andrew Johnson Highway.

Traffic generated outside of Greeneville and its growth area passes mainly

through US-11E, Asheville Highway, and Baileyton Highway. In this regard, the traffic circulation pattern in Greeneville relies heavily on the highway system which carries traffic through the Town and its urban growth area. Andrew Johnson Highway channels traffic from east to west, connecting Greeneville with the Tri-Cities (Johnson City, Bristol and Kingsport), Mosheim, and Interstate 26. Asheville Highway carries traffic northeast to Andrew Johnson Highway and southeast into North Carolina. Baileyton Highway carries traffic northward to Interstate 26. Main Street carries traffic from North Carolina and the west end of Greene County to Downtown Greeneville, and Newport Highway moves traffic from Main Street westward into Cocke County. This regional traffic, coupled

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## Transportation

with the intra-Town automobile trips from and to the industrial parks and commercial uses along these roads further increases traffic on these highways and reduces mobility.

The traffic circulation pattern of Greeneville and its projected growth area is dominated by Andrew Johnson Highway (US11-E). Due to the high traffic volume on this road, circulation problems do exist in Greeneville. The major impediment to traffic flow in Greeneville is the strip commercial development along Andrew Johnson Highway. The unrestricted access points and off street parking areas for these commercial establishments along a high volume arterial roadway creates traffic congestion and safety hazards. Another impediment to traffic flow in Greeneville is the location of the main

line of the Norfolk-Southern railroad that also dips southward to the urban growth area. The railroad sometimes blocks roads in the area and causes trucks delivering goods to obstruct roads as they turn into industries adjoining the railway. For example, the railway is very proximate to Snapps Ferry Road in the vicinity of the East Andrew Johnson Highway cross-over. Trucks assessing Meco Corporation from Snapps Ferry Road sometime block this road as they wait for trains to clear the railway track. There are bridges located at Andrew Johnson Highway, West Summer Street and South Main Street that cross over the railroad. The railroad can temporarily block the Asheville Highway, West Church Street, and N. Irish Street, but the bridges over the railroad can provide a way around if the railroad

has the tracks blocked for a longer time period.

A no less significant problem to the flow of traffic in Greeneville is the small paved width of some of our roads. Historically, most of these roads were trails and county roads serving predominantly agricultural areas that had very low residential density. Over the years, these roads have been annexed into the Town and more properties have been developed for residential and/or commercial uses along them, thereby increasing the traffic demand on the roads beyond their yesteryears capacity. It is often difficult for two cars to pass each other On some of the streets. Most of these roads are often in need of improvements and, although their narrow nature promotes our small

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## Transportation

town character, they also provide significant accessibility difficulties to emergency vehicles such as fire trucks.

On another note, the lack of inter-connectivity between streets in some cases possesses significant challenges to emergency vehicles, including increased intervention time. A significant area in which this problem exists is the lack of connection between the southeastern and southcentral residential parts of the Town without ascending northward to Tusculum Boulevard and Andrew Johnson Highway. Before descending southward to Downtown Greeneville and other southwestern areas of the Town.



## Transportation

### Multimodal Transportation

Multi-modal transportation planning considers various modes of transportation, including walking, cycling, automobile, public transit, and air transportation and the connection between these modes. Scaling is important in multimodal transportation planning efforts in the local context. For example, while metropolitan centers of tens of thousands of inhabitants may be able provide public transit at a less subsidized rate from the local government, small towns that provide public transit often subsidize most of the public transit system.

Like most rural Tennessee communities, the automobile is the predominant method of transportation in Greeneville and its growth area.

in Greeneville and its growth area. This has generally limited the need for public transportation facilities in the form of mass transit. Greeneville does not have a local bus service, but has access to the Greyhound Bus Line with the closest stop at Varsity Market in Mosheim, TN. Van service for senior citizens is provided by Net Trans for medical purposes and by the Roby Center for senior activities. Greeneville is currently served by two taxi cabs companies.

Although mass transit is not feasible at this time due to Greeneville's population and the associated high cost, public input from surveys and workshops in the Comprehensive Plan-making process indicated a high desire among the youth and elderly for non-vehicular transportation modes in

neighborhoods, in the Downtown and school areas, and in the commercial corridors such as Tusculum Boulevard. Over 85% of surveyed youth favored the provision of bicycling facilities for their use to school, sports and recreation purposes, and 76% of seniors surveyed sought public transportation to commercial areas, hospitals and Town events. Transportation planners classify these alternative modes of transportation in a Greene Transportation Hierarchy that favors more affordable and efficient modes

#### **Green Transportation Hierarchy**

1. Pedestrians
2. Bicycles
3. Public Transportation
4. Service and Freight Vehicles
5. Taxis
6. Multiple Occupant Vehicles
7. Single Occupant Vehicles

# CONNECT

## Transportation

### Walkability in Greeneville

Numerous studies have shown a direct correlation between walking and good health. Pedestrian paths are also spaces of social interaction that improve relations among members in a community. Furthermore, such facilities provide alternative modes of transportation that reduce vehicular congestion on street and improve the cleanliness of the air. In this regard, communities that provide facilities for walking, such as sidewalks and trails, give to their residents and visitors a tremendous asset for health improvement, cost-savings on sicknesses, improved social relations, and property values. Sidewalks, just as lighting and landscaping, have also been found in research to promote neighborhood revitalization.

Pedestrian activities occur more in areas where destinations are close by, trees and overhangs provide shade, architectural and natural elements provide beautiful attractions to behold, people feel safe, and there are others using the walking paths. Mixed use and high density developments, proximity of residences to schools, parks, shopping, and eating areas, interconnected walking facilities, and neighborhoods intentionally designed to provide safe pedestrian infrastructure generally maximize the use of such facilities.

In general, the downtown and the inner city transects of the Town (the older portion of Greeneville) have sidewalks in excellent, good, fair, or poor conditions for pedestrian

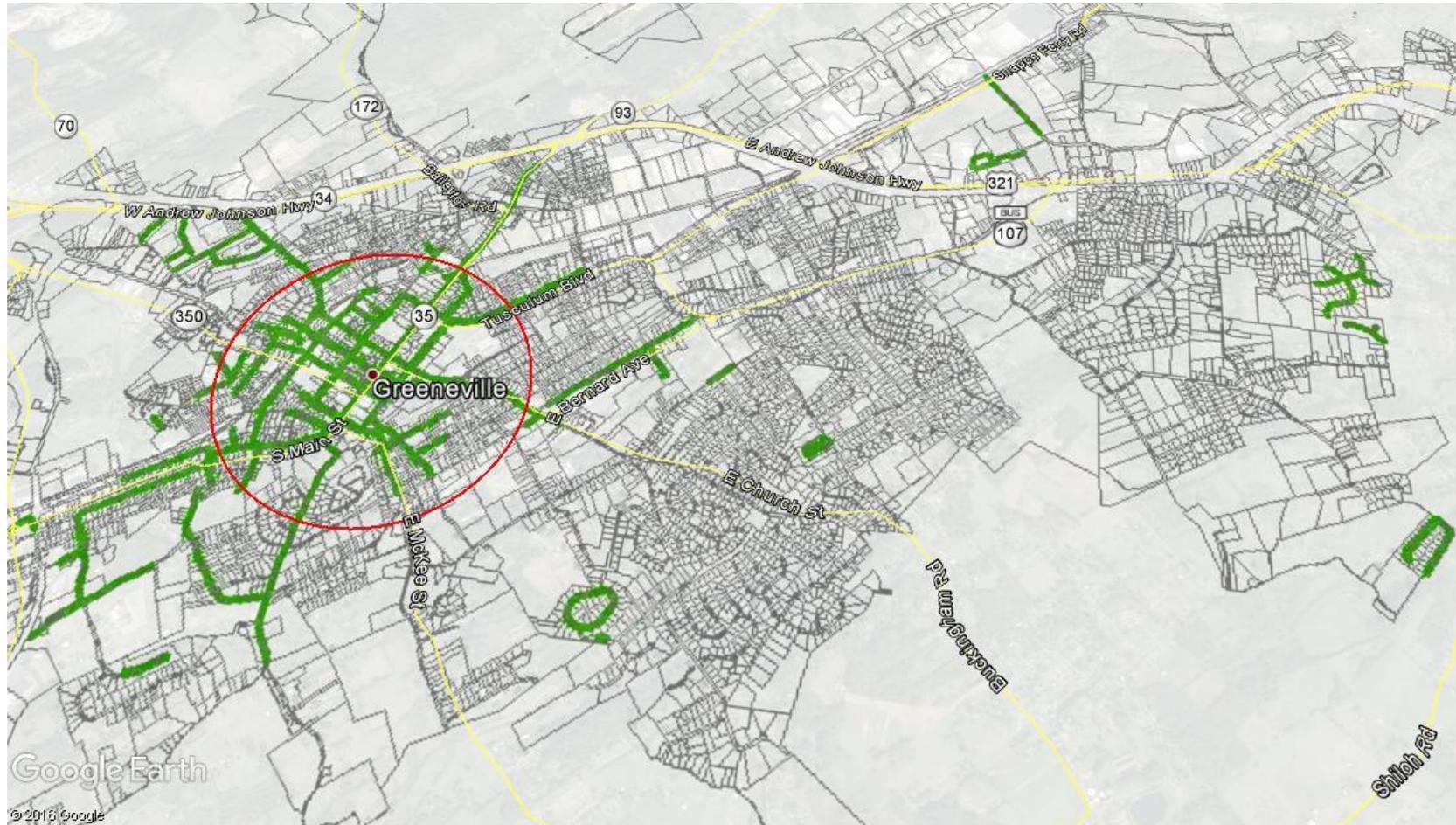
circulation. Sidewalks or other means of pedestrian circulation are not available in more recently developed areas of the municipality or within the potential growth area. This can be attributed to absence, in the past, of requirements for sidewalks in the municipality and county subdivision regulations.

Map T2 shows the general location of sidewalks in Greeneville, and Map T3 shows the conditions of the sidewalks.

It is important, therefore, to put in place goals, policies, and actions the Town will take to create safe, accessible and connected pedestrian facilities that promote a sense of community in our neighborhoods and improve the overall quality of life our community.

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## Transportation



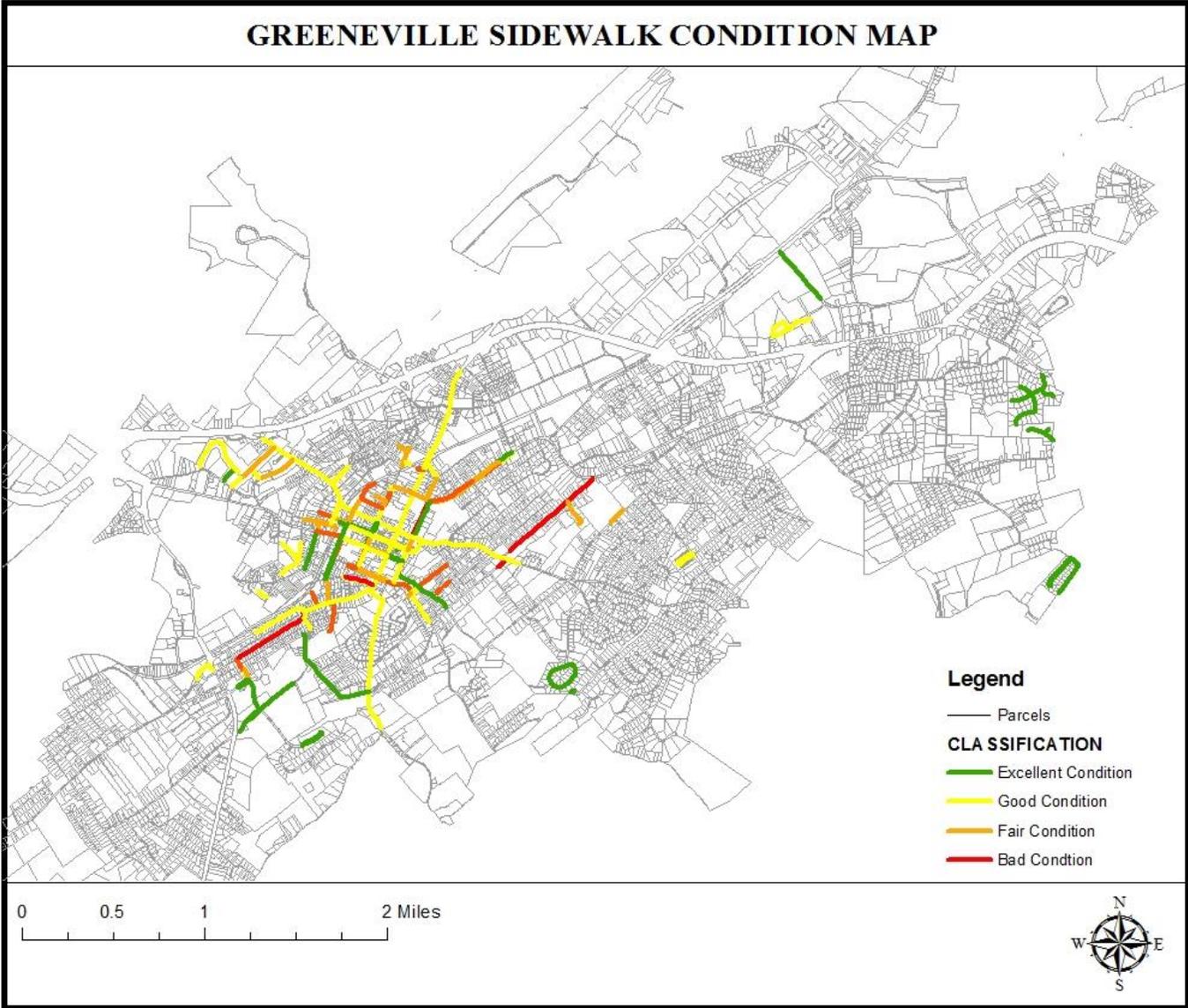
- Legend**
- Street with sidewalk —
  - Downtown radius ○

**Map T2:  
Location of  
Sidewalks in Greeneville**

# CONNECT

## Transportation

Map T2:  
Condition of Sidewalks in  
Greeneville



# CONNECT

## Transportation

### Public Transportation

Greeneville, like many small towns in America, does not have sufficient financial resources to subsidize a permanent public transit system. However, from the surveys and workshops carried out in the making of this plan, Greeneville residents, especially the elderly population, significantly expressed the desire for public van services to senior centers and during major Town events into areas such as Downtown that currently do not have excess public parking spaces. A majority of the elderly population, especially those who cannot drive to shopping areas, also desired public van services on some days of the week to shopping corridors

such as Andrew Johnson Highway and Asheville Highway.

With respect to the above financial demands of a public transit system and the transportation needs of the elderly population, the main challenge facing Greeneville is not whether to provide any kind of public transportation but the scale at which public transportation services and facilities can be made available to respond to the needs of different demographics in our community.

### Aviation

Another mode of transportation available in Greeneville is by air. The Greeneville/Greene County Municipal Airport is jointly owned by Greeneville and Greene County and is operated by Greeneville Aviation, a Fixed Base

Operator.

With the \$13 million capital improvement completed in 2016, involving the expansion and extension of the runway and Taxiway 5 and the elimination of a line-of-sight issues, the airport is now upgraded from a B2 facility to one that meets the Federal Aviation Administration's standards for C2 certification, allowing for larger and faster aircraft, such as corporate jets, to land in the airfield. It has the capacity to accommodate large corporate jets. On account of these improvements, the Greeneville/Greene County Municipal Airport currently has a 6,302' x 100' runway dimension, making it the longest runway in Tennessee. The project also involved the purchase and clearing of surrounding land and the demolition of many blighted

## Transportation

single-wide structures that were around the airport, further enhancing the airfields aesthetics and reducing obstruction dangers.

The facility offers 66 rental hangers for private aircraft storage, aircraft maintenance, fuel sales, and hangers for the two helicopters which perform life support operation for area hospitals. MedTrans facilities, another air medical transportation services provider, will soon locate at the airport. Plans have also been approved for landscape improvements to enhance the aesthetics at the entrance to the airport.

### Access Management

The major thoroughfare plan underscores the need for a balance between accessibility and mobility. An essential feature in this balance is the number and location of driveways that affect the flow of traffic and safety in our community. Roads designed for greater mobility should have fewer direct driveway connections, and roads designed for greater accessibility should have more direct driveway connections to the road. Furthermore, the higher the design speed on a road, the fewer the driveways that should be permitted and vice-versa. Adequate spacing of driveways from each other and from intersections will reduce potential conflict between vehicles entering or exiting properties, between

vehicles using the driveway and those on the roads, reduce traffic conflict points and foster the safety of pedestrians, bicyclists, and motorists.

One common thought correlates the number of driveways in commercial developments to the economic gains. While driveways provide access to a site, there is no documented scientific evidence that the more driveways to a commercial property, the more the business prospers. However, numerous traffic studies have shown that more driveways along arterials create more traffic conflict points, and the closer driveways are to intersections, the increase in crash risk at the intersection.

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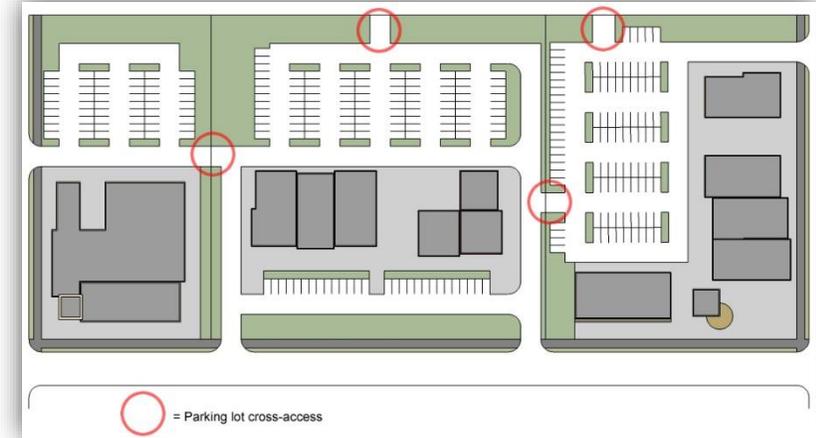
## Transportation

While increased separation between driveways and increased driveway clearance at intersections may cause difficulties for some properties to provide access to the site, access management mechanisms, such as cross-access easements, could be used to provide sufficient access to properties.

Most of the commercial corridors in Greeneville follow state roads. This implies that TDOT requirements and guidelines apply to the construction of driveways along these roads. Many other roads, especially minor collectors and local streets, are owned by the Town or Greene County. Driveway connection on these roads are regulated by the Town within corporate limits, and Greene County

in the urban growth area. While different jurisdictional regulations applicable to a road can present confusions to developers, it is important to maintain safety and respect the functional character designated for a road in its thoroughfare classification.

The Greeneville Municipal Code as far back as the 1960s contained access management regulations. These regulations were lax, leading to problems such as strip commercial development. In 2015, the Town revised the regulatory provisions and adopted new standards in the Zoning Ordinance that more appropriately respond to current and projected traffic issues in Greeneville. However, some of its provisions are stricter than TDOT requirements on state highways.



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## Transportation

### Goals, Policies and Actions

**TG1: Conscious and participatory public in the transportation infrastructure decisions of the Town.**

**TP1.1: Adopt a policy of coordination in which all stakeholders are involved in the planning, funding, construction, and assessment of transportation infrastructure improvement.**

**TA1.1.1.** Work together with state and regional partners and utility agencies in the funding and development of transportation infrastructure.

**TA1.1.2.** Become more politically-engaged at federal, state, regional, and local levels in defending and securing

those transportation elements beneficial to our Town.

**TA1.1.3.** Utility agencies should coordinate new utility installations and repair of existing infrastructure in public rights-of-way with the Department of Public Works in order to reduce the extent of damage on public streets and ensure that street surfaces are restored.

**TA1.1.4.** Pursue all opportunities to provide a safe and accessible transportation system in our community, including public partnerships, public-private partnerships, municipal self-funding, grants, and other non-traditional funding mechanisms as appropriate.

**TP1.2. Involve our community in the planning, funding and construction of transportation facilities.**

**TA1.2.1.** Provide information, education, and work with neighborhoods and community members of interest in planning, securing rights-of-way, and funding transportation improvements.

**TA1.2.2.** Create and adopt a Greenville Public Involvement Policy and Guidelines for Transportation Planning and Improvements that shall, at the minimum, require public participation in transportation facilities improvement and establish clear parameters for prioritizing those facilities.

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## Transportation

### Goals, Policies and Actions

**TA1.2.3.** Involve the Greeneville Regional Planning Commission as the local planning authority in the planning of local transportation facilities improvement and present plans of the location and extent of such facilities to the Commission for recommendation or approval before construction.

**TP1.3. Distribute fiscal responsibilities in the construction of new roads and/or the making of improvements to existing roads.**

**TA1.3.1.** With respect to the construction of new roads, limit the Town's transportation infrastructure investments to the construction of arterials, collectors, and new frontage

roads along existing streets in commercial areas.

**TA1.3.2.** Invest public funds in the extension of existing public streets to achieve greater connectivity in Town where necessary.

**TA1.3.3.** Generally, abstain from funding the construction of new local streets to provide access to private single-family and double-family subdivision lots. Investments in such streets shall be left to private subdivision developers.

**TA1.3.4.** Consider partnering with private land use developers to make improvements on existing public streets based upon transportation

impact that a project may create; a quantitative and/or qualitative cost-benefit analysis shall be used to determine whether the Town should invest public funds in any part of the project.

**TG 2: Integration of land use development and transportation infrastructure provision.**

**TP2.1 The development and redevelopment of land uses should be coordinated with the provision of adequate and safe transportation facilities.**

**TA2.1.1.** Optimize the benefit of the transportation network to land

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## Transportation

### Goals, Policies and Actions

developers by permitting uses most in need of the design and capacity of specific transportation facilities to locate along or near those facilities.

**TA2.1.2.** In all mixed land use areas, such as Downtown, prioritize and promote improvements in alternative modes of transportation, greater intermodal connectivity, and short trips between and among land uses that can be made by walking and bicycling.

**TA2.1.3.** Evaluate, require, and preserve rights-of-way to achieve efficiency in the transportation network, and integrate subsequent development proposals to the preserved right-of-ways to ensure the desired efficiency is met.

**TA2.1.4.** The dedication of rights-of-way for public transportation or recreation uses, that lead to a regulatory non-conformity, should not require zoning variances.

**TA2.1.5.** Give priority to transportation improvements that promote public safety, enhance emergency services access to land uses, and attract new business investments.

**TA2.1.6.** Situate new transportation infrastructure to maximize multi-modal accessibility to permitted and projected different land uses in an area and to emergency service providers.

**TA2.1.7.** Consider both capacity (measure of the ability of a street to accommodate traffic) and level of

**TA2.1.4.** The dedication of rights-of-way for public transportation or recreation uses, that lead to a regulatory non-conformity, should not require zoning variances.

**TA2.1.5.** Give priority to transportation improvements that promote public safety, enhance emergency services access to land uses, and attract new business investments.

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**TA2.1.7.** Consider both capacity (measure of the ability of a street to accommodate traffic) and level of

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## Transportation

### Goals, Policies and Actions

service (quality of traffic flow) in deciding the rezoning of a property to permit a use that would not otherwise be permitted in the existing district following the future land use map of the Town and its urban growth area.

#### **TP2.2 Use street layout and design to maximize land use efficiency in Town**

**TA2.2.1.** Encourage the grid street pattern system to improve street connectivity and achieve greater density where desirable.

**TA2.2.2.** Avoid providing additional street space simply to meet latent demand.

**TA2.2.3.** Continue to require design plans for transportation

infrastructure constructions and sparingly grant variances to the design standards especially where short term cost saving is the primary reason for the variance.

**TA2.2.4.** Private streets should be designed to the same street standards as public streets.



**Grid Street Pattern in Inner City Transect**

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## Transportation

### Goals, Policies and Actions

**TP2.3. Protect our neighborhood streets from excessive through traffic and high speed without obliterating the need for street connections .**

**TP2.3.1.** Increase street capacity in residential areas only if safety shall be improved, or where other measures to achieve level-of-service standards are impractical.

**TP2.3.2.** Use sanctioned contemporary engineering techniques, such as speed humps, streetscape, bulb-out, choker, speed table/raised pedestrian crosswalk, raised center median, neighborhood traffic circle, bike lanes and chicane to protect neighborhood streets from cut-through traffic,

high traffic volumes and speeding, while discouraging cul-de-sacs.



Traffic Circle

**TA2.3.3.** Implement noise attenuation measures in the construction of streets to access commercial areas abutting residential land uses.



Chicane

**Traffic circle and chicane can be used as methods to slow and discourage cut-through traffic in neighborhoods while achieving street connectivity instead of dead-ends.**

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## Transportation

### Goals, Policies and Actions



**Sidewalk with an adjoining verge of trees help to enhance residential neighborhood transportation character.**

**TA2.3.4.** Integrate transportation facilities such as sidewalks and trails in residential areas with the enjoyment of natural resources such as creeks, ponds, and woods.

**TA2.3.5.** New commercial and industrial development should provide traffic impact mitigation plans if residential areas would be affected by increased cut-through traffic.

**TA2.3.6.** In instances where cul-de-sacs are considered the best design option, provide walkways for pedestrian and bicycle use connecting the sidewalks on the streets in the different subdivisions to promote health and physical wellbeing and provide commuting and recreational

alternatives to school children, pet walkers, etc.

**TA2.3.7.** Ensure that streets providing access to adjoining land uses have sufficient capacity to handle a proposed development such as multi-family apartments and planned unit developments; otherwise, require improvements to the street to meet the transportation needs of the proposed project.

**TA2.3.8.** Where residential uses are separated from incompatible land uses only by a road, consider creating an evergreen screen along the street side abutting the incompatible land use and plant accent trees along the street side that the residential uses abut.

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## Transportation

### Goals, Policies and Actions

**TA2.3.9.** The Planning Department, Fire Department, Public Works Department, Police Department, and other Greene County Emergency Departments should work together to designate and annually update the Primary and Secondary Emergency Response Routes (PSERR), and traffic calming on these routes should consider response time for these service providers.

**TA2.3.10.** Prepare and adopt a Greeneville Traffic Calming Program containing the PSERR.

**TP2.4.** Provide a transportation system that focuses on connecting people, not just moving cars, to different areas and uses in our community.

**TA2.4.1.** Develop transportation improvements that connect different areas of our Town by giving pedestrians, bicycles and vehicles the paths to and from schools, neighborhoods, recreational and commercial areas.

**TA2.4.2.** Sidewalks are both transportation ways and social spaces; therefore, provide at least 5' wide sidewalks for both interpersonal interactions and movements.

**TA2.4.3.** Discourage the extensive use of dead-end streets that isolate residential subdivisions from each other while adopting street design models that promote reduced traffic speed and public safety in residential areas.

**TA2.4.4.** Prioritize the extension of existing rights-of-way to other streets above abandonment of rights-of-way where a significant number of developable properties could be created by such extension.

**TA2.4.5.** Require subdivisions proposed in phases to explicitly reserve in the first phase of the project the necessary right-of-way for future street extension in subsequent phases of the project.

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## Transportation

### Goals, Policies and Actions

**TA2.4.4.** Encourage the inter-connectivity of developments in commercial areas through the use of cross access easements and frontage roads.

### **TP2.5. Minimize the impact of transportation facilities on our environment**

**TA2.5.1.** Take into consideration natural features, natural hazards, and community amenities in the design of transportation facilities.

**TA2.5.2.** Adopt low impact development techniques, control for water quality and quantity, and promote landscaping and pervious surfaces to the extent practical and

feasible in transportation facilities improvement.

**TA2.5.3.** Embrace green street designs, especially for minor collector and local streets.

**TA2.5.4.** Include aesthetics and environmental quality impact in the review and approval of transportation facility plans.

**TA2.5.5.** Use curb, gutters, and drainage inlets/outlets to control the flow and discharge of stormwater in streets.



**Landscape medians and trees improve street aesthetics and overall environmental quality.**

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## Transportation

### Goals, Policies and Actions

**TG3: A safe transportation system.**

**TP3.1. Prioritize safety in our transportation infrastructure through an integrated program of planning, engineering, education and enforcement.**

**TA3.1.1.** Maintain a major thoroughfare plan and make decisions congruent with the functional classification of all streets therein.

**TA3.1.2.** Revisit the major thoroughfare plan once every five years, and make and adopt changes considering the current people and vehicle carrying capacity of streets.

**TA3.1.3.** Revisions to the functional classification of a street should be accompanied by safety improvement measures as necessary.

**TA3.1.4.** Work with local, regional and state partners to create and adopt a Safety Priority Index System (SPIS), including traffic control signal warrant and functionality for the Town. Public Works, Planning, and Police Departments should coordinate and create an annual report of crash locations in Town; the Planning Commission should review the report and send its recommendations to the Board of Mayor and Aldermen, which shall take action to implement the safety solutions for identified issues.

**TA3.1.5.** Once every three years, work with the local, regional, and state partners to review the traffic collision reports and SPIS in order to systematically identify, prioritize, and implement solutions to improve transportation safety on both city and state roads.

**TA3.1.6.** Designate, with road signs and pavement markings, safe walkway and bikeway routes from residential areas to schools, parks, and other activity centers through a coordinated action of Town departments such as planning, public works, parks and recreation, police, fire, and the school system.

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## Transportation

### Goals, Policies and Actions

**TA3.1.7.** Educate users, such as school children, on the availability and use of walkway and bikeway routes.

**TA3.1.8.** Coordinate with the school system to inform school children when designated walkway and bikeway routes are under improvements.

**TA3.1.9.** Work with the railway companies, operating a railway in Town and the urban growth area, to meet federal and state standards for safety on railways and at railway crossings

**TA3.1.10.** Converge multi-use paths at traffic control intersections to provide for safe crossing and permit mid-block

crossings for trails and walkways only when safety measures, such as speed humps, are put in place.

**TA3.1.11.** Engage utility agencies and adjoining property owners to promote the removal and relocation of utility structures such as power and communication poles currently within sidewalks and prohibit further location of such structures in sidewalks.

**TA3.1.12.** In the Town's annual budget, clearly identify and specify particular transportation infrastructures to be maintained in the fiscal year to ensure continuous safety, aesthetics, and general functionality.



# CONNECT

## Transportation

### Goals, Policies and Actions

**TG4: Maintain a thoroughfare classification system that conforms with and supports motor vehicle traffic, trucks, emergency vehicles, bicycles, and pedestrians for interstate, inter-regional, regional, and local trips, and personal wellbeing.**

**TP4.1. Maintain a thoroughfare classification for all streets in the Town and in the urban growth area made up of Principal Arterials, Minor Arterials, Principal Collectors, Minor Collectors, and Local Streets.**

**TA4.1.1.** Quantitative criteria in street classification shall be speed limit, roadway capacity, traffic volume, number of travel lanes and frequency of access points or ingress/egress ways.

**TA4.1.2.** Qualitative criteria in street classification shall be access function, mobility function, median treatment, adjacent land uses, school locations, bicycle facilities, transit routing, and presence or absence of on-street parking.

**TA4.1.3.** Adopt Map M1 as the Town's thoroughfare classification for streets.

**TA4.1.4.** Proposed future streets should consider the established classes, be so designated in the construction plans, and meet the design standards associated with the specific class without precluding future modifications.

**TA4.1.5.** Review proposed land uses to

ensure the streets adjacent to and near a subject property are appropriate in capacity and design for the proposed land development, and require modification to the street design where necessary to accommodate the transportation issues that are projected to arise from the proposed development.

**TA4.1.6.** The classification descriptions apply to how a street should function, not how it is functioning. Therefore, it may be more appropriate to alter a street design to reduce traffic than to move the street up the scale of classification.

# CONNECT

## Transportation

### Goals, Policies and Actions

**TA4.1.7.** Apply public funds to cause existing uses of a street to comply with the street classification and not vice-versa.

**TA4.1.8.** In the annexation of an area involving a street, provide and adopt in the annexation ordinance a classification for the street.

*Examples of Principal Arterials in Greeneville are Andrew Johnson Highway (US11-E), Asheville Highway (SR70), Baileyton Highway (SR172), Erwin Highway (SR107), Kingsport Highway (SR 93), 70 Bypass (SR70), and Newport Highway (US321).*

**TP4.2.** Principal arterials are established as roadways intended to provide a high level of mobility, carry a high proportion of traffic for long distances, serve a large percentage of inter-city travel and a major proportion of trips entering and leaving an activity center as well as a majority of the through traffic that moves directly through the Town, urban growth area, or bypass an area.

**TA4.2.1** Principal arterials should neither be dead-ended nor stubbed, but should be connected to other principal arterials, minor arterials, or, at least, major collectors.

**TA4.2.2.** Encourage industries and

other private and public developments of regional significance to locate close to, or along, principal arterials.

**TA4.2.3.** Improve the aesthetics of these roads that carry most of the gateway traffic through our Town by using measures such as streetscaping.

**TA4.2.4.** Construct a frontage road along East Andrew Johnson Highway from S. Rufe Taylor Road to Harlan Street, and from N. Main Street Extension to Burns Street. The development of any undeveloped property in this area should incorporate this frontage road.

**TA4.2.5.** Reduce travel delays on

# CONNECT

## Transportation

### Goals, Policies and Actions

Andrew Johnson Highway through signal timing and driveway consolidation.

**TA4.2.6.** Redevelop Tusculum Boulevard as an arterial boulevard with sidewalks, street trees, and intermittent medians.

**TA4.2.7.** Adjoining commercial properties on highways should have cross-access easements established in the subdivision of property and implemented in site development plans, except where a frontage road is clearly provided.

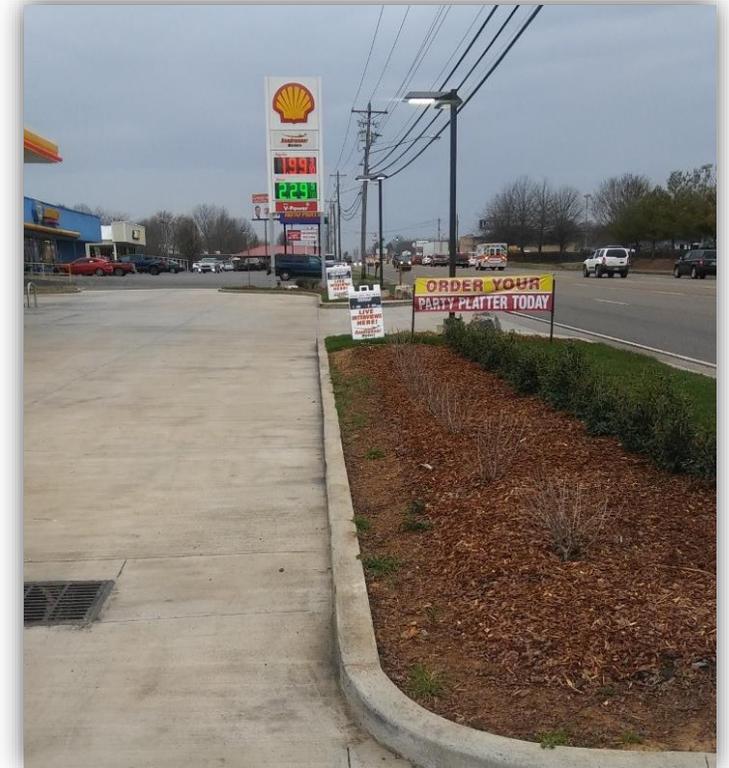
**TA4.2.8.** The number of ingress and egress ways to property should be most restrictive on principal arterials.

**TA4.2.9.** Consolidate driveways and provide medians to the fullest extent possible along principal arterials in order to reduce accessibility and improve mobility.

**TA 4.2.9.** Require deceleration lanes for median crossings



**Deceleration lane construction on US 11-E.**



**Cross-access provided for adjoining properties on US 11-E. The gas station previously had two driveways; it has been redeveloped with one driveway to reduce access points on a major arterial.**

# CONNECT

## Transportation

### Goals, Policies and Actions

**TP4.3.** Minor arterials are established as roadways intended to serve as main routes for traffic within the Town and the urban growth area. They serve traffic from collectors to principal arterials, move traffic in less concentrated traffic-generating areas, such as neighborhood shopping centers and schools, and provide direct access to major traffic generators such as work, shopping, and residential centers. Although their major function is through traffic, they also carry local traffic destined for points such as commercial centers along the corridor.

**TA4.3.1.** Encourage the location of commercial, multi-family, and double family developments along minor arterials.

**TA4.3.2** Discourage traffic with no intra-Town trip ends along this road classification.

*Examples of minor arterials include Old Tusculum Road, Snapps Ferry Road from East Andrew Johnson Highway to Kiser Boulevard, Kingsport Highway, Erwin Highway, East & West Church Streets, East & West Bernard Avenues, Blue Springs Parkway, Lonesome Pine Trail (SR70), Industrial Road, East & South McKee St, & 107 Cutoff (SR107).*

**TA4.3.3.** Extend the east-west traffic direction function of E. Church Street by constructing a minor arterial road from around the intersection of E. Church Street and Buckingham Rd to Old Shiloh Road.



# CONNECT

## Transportation

### Goals, Policies and Actions

**TP4.4.** Major collectors are established as those roadways intended to carry traffic from commercial, office, and industrial land uses to minor and major arterials. They reduce reliance on major arterials for these businesses and are characterized by more direct access to properties. The streets can accommodate moderate traffic volumes.

**TP4.4.1.** All major collector roads should be designed as two-way streets and should not dead end.

**TP4.4.2.** Encourage high scale mixed-land uses, and high and medium density residential developments along major collector streets.

**TP4.4.3.** Design standards include pedestrian facilities, such as sidewalks or multiuse paths, street lighting in areas of pedestrian activities, curb and gutter drainage systems, left-turn lanes at intersections, traffic calming as necessary, curb radii of 15' to 35' at intersections, and centerline stripping.

**TP4.4.4.** Generally, develop and re-develop collector roads as complete streets.

**TP4.4.5.** Where a major collector traverses a predominantly residential land stretch, install traffic calming measures such as speed humps, speed table/raised pedestrian ways, raised intersections, crosswalks, and intersection bulb-outs.

*Examples of major collectors include E. McKee Street, E. Summer Street, Gass Drive, Hal Henard Road, Newport Highway, Bohannon Avenue, N. College Street, N. Rufe Taylor Road from US11-E to Jeff Woods Memorial Boulevard, Snapps Ferry Road from Kiser Boulevard to Scott Farm Road, & N. Irish Sreet.*

## Transportation

### Goals, Policies and Actions

#### Major Collector Street Standards

<b>Mobility Function</b>	<b>Medium for Residential and High for Commercial and Industrial</b>
<b>Access Function</b>	High for Residential, Commercial & Industrial
<b>Natural Feature Impacts</b>	Low for Residential and Commercial High for Industrial
<b>Number of Travel Lanes</b>	At least 2 with middle turn lane at intersections.
<b>Minimum Right-of-Way</b>	70'



# CONNECT

## Transportation

### Goals, Policies and Actions

**TP4.5. Minor collectors are established as neighborhood collectors intended to distribute traffic from major collectors and minor arterials to local streets, to give direct access to abutting land, to provide connection between residential neighborhoods and residential subdivisions to local parks, churches, etc., and to reduce travel times for pedestrians, bicyclists, school buses, and emergency vehicles.**

**TA4.5.1.** Space minor collectors at about half-mile intervals.

**TA4.5.2.** All minor collector streets should be designed as two-way streets with residential character, but should not dead-end.

**TA4.5.3.** Implement pedestrian sensitive designs such as street trees, continuous or intermittent landscaped medians, street lighting, sidewalks or multi-use paths on both sides of the street, traffic calming devices, such as curb extensions and intersection crosswalks as necessary, small curb radii of 15' to 20' at intersections, and striped bicycle lanes.



*Examples of minor collectors include Upland Avenue, S. Rufe Taylor Road, S. Main Street, Pinto Road, Oak Hills Parkway, Old Knoxville Highway, Mt. Hebron Road, Lick Hollow Road, Quillen Shell Road and E. Barton Ridge.*

# CONNECT

## Transportation

### Goals, Policies and Actions

**TA4.5.4.** Develop and redevelop minor collector roads as complete streets

**TA4.5.5.** Where there is sufficient right-of-way, provide street trees, such as Red Maples, Allee Chinese Elm, Bosque Chinese Elms, and Ginko, along minor collector streets spaced so as to create a continuous canopy.

**TA4.5.6.** Consider adding left-turn lanes where minor collectors intersect with arterials.

**TA4.5.7.** Permit on-street parking on minor collector streets only if projected traffic movement will not be hindered, safety will not be compromised, and there is sufficient right-of-way to provide both two-way traffic and

parking spaces.

**TA4.5.8.** Create neighborhood business districts along minor collector roads in areas between neighborhoods.

**TA4.5.9.** Encourage low scale mixed-land uses, and high-, medium-, and low-density residential developments to locate along minor collector streets. Land uses that attract a significant volume of traffic from none of the adjoining neighborhoods should be discouraged from locating on minor collectors.

**TA4.5.10.** Discourage properties on corner lots from making ingress/egress way connections to minor collector streets if physical conditions permit

and safety will be enhanced by limiting the driveway to local streets.

### Minor Collector Street Standards

<b>Mobility Function</b>	<b>Medium for Residential High for Commercial</b>
<b>Access Function</b>	High for Residential High for Commercial
<b>Natural Feature Impacts</b>	Low for Residential Low for Commercial
<b>Number of Travel Lanes</b>	At least 2 with or without a middle turn lane at intersections.
<b>Minimum Right-of-Way</b>	60'

## Transportation

### Goals, Policies and Actions

**TP4.6** Local streets are established as roads intended to provide direct access to residential and commercial properties and to carry traffic from subdivisions to minor and major collectors.

**TA4.6.1.** All streets not classified as principal arterials, minor arterials, major collectors, or minor collectors are classified as local streets.

**TA4.6.2.** Adopt traffic calming measures to slow through-traffic on local streets without necessarily reducing street connectivity index in the area.

**TA4.6.3.** Generally, local streets should be developed as two-ways streets;

however, a local street may be a small width one-way street if it is connected to two streets at most 600' apart.

**TA4.6.4.** Permit on-street parking on local streets where there is sufficient right-of-way and where public safety shall not be compromised.

**TA4.6.5.** Discourage the extensive creation of dead ends on local streets, except where topographic conditions require otherwise, and adopt traffic calming measures such as speed humps, intersection bulb-out, chokers, speed table or raised pedestrian crosswalks, raised center medians, neighborhood traffic circles, or chicanes.

**TA4.6.6.** All local streets should be constructed with sidewalks.

**TA4.6.7.** Encourage the planting of street trees along local streets to enhance the neighborhood residential character.

**TA4.6.8.** Discourage auto-oriented land uses, especially those at corner lots, from using local streets as their main access.

## Transportation

### Goals, Policies and Actions

#### Local Streets Design Standards

<b>Mobility Function</b>	Low
<b>Access Function</b>	High
<b>Natural Feature Impacts</b>	Low for Residential None for Commercial or Industrial
<b>Number of Travel Lanes</b>	One lane if at most 600' long or on-street parking reduces travel lane to at most 15'; otherwise, two lanes with no middle turn lane.
<b>Minimum Right-of-Way</b>	50'



# CONNECT

## Transportation

### Goals, Policies and Actions

**TG5: An energy saving transportation network with a reduced number and length of trips and a percentage of trips by single occupancy vehicles**

**TP5.1: Support measures to reduce the number and length of trips within Town.**

**TA5.1.1.** Strive for a connectivity index of 1.2 to 1.65 to be achieved in roads construction. (*Connectivity index is the ratio of the number of street links divided by the number of street nodes, such as intersection and cul-de-sac heads*).

**TA5.1.2.** In the Subdivision Regulations, include a connectivity metric to be achieved in subdivision development and provide guidelines for

how stub streets should be effectively designated so that property owners are aware of future street connections.

**TA5.1.3.** Where subdivisions are proposed in phases and the entire length of a new road shall not be completed in the first phase, the right-of-way for street construction in subsequent phases should be clearly designated and reserved in preliminary and final plats of the first phase of the project.

**TA5.1.4.** Develop a plan for the connection of existing stub streets to other streets (considering the 1.2 to 1.65 connectivity index range and the developable properties that may be

### Street Connectivity Value Proposition

- Increased accessibility for public safety services (police, fire, ambulance)
- Increased viability of “active transportation” (walking and cycling) as a mode
- Increased accessibility to regional street systems (multiple routes available)
- The connected physical framework allows the community to better adapt to changes in regional economic, social, or environmental conditions over the long term
- Provision of more developable lots
- Makes traffic routing easy and less burdensome to road users

# CONNECT

## Transportation

### Goals, Policies and Actions

created by such extension. This plan should determine the preservation or abandonment of rights-of-way

**TA5.1.5.** Educate businesses, residents, and employees about alternative energy efficient and time-saving travel routes to different destination areas. Encourage compatible mixed use development to reduce trip generation.

**TP5.2.** Promote an efficient transportation system that reduces trip destination cost and the intervention time of emergency vehicles

**TA5.2.1** Develop and implement a multi-modal master improvement plan

for the Town to provide transportation alternatives such as walking and bicycling in order to reduce vehicular trip generation.

**TA5.2.3.** Promote neighborhood business districts along collector and

arterial roads having businesses that provide limited goods and services, which accord convenience and short trips to persons in nearby residential subdivisions.

**TA5.2.4.** Encourage street connectivity.



Street interconnectivity was improved with the construction of Jeff Woods Memorial Drive.

# CONNECT

## Transportation

### Goals, Policies and Actions

**TG6: Provide pedestrian facilities that are walkable, safe, accessible and interconnected.**

**TP6.1: Engage both public and private stakeholders in the provision of pedestrian facilities in Town.**

**TA6.1.1.** Collaborate with state agencies, regional agencies, school districts, community planning and community activities groups, businesses, health care professionals, property owners, developers, law and code enforcement officers, and other stakeholders to increase the walkability score in the different areas of the Town as well as realize the health, social, economic, and environmental benefits of walking.

**TA6.1.2.** New local, collector, and minor arterial public streets should be constructed with sidewalks; new major arterials should address pedestrian needs to the full extent possible.

**TA6.1.3.** Distinctly allocate funds in the Town's annual budget for the construction of new sidewalks and the improvement of existing pedestrian paths along public streets and on public properties.

**TA6.1.4.** Educate and engage homeowners on specific streets in the provision of resources, including but not limited to rights-of-way, for the construction of sidewalks in existing neighborhoods.

**TA6.1.5.** Require the construction of sidewalks along street rights-of-way of non-residential developments and redevelopment or the contribution of a fee in-lieu-of sidewalk construction that should be reserved only for sidewalk construction in Town.

**TA6.1.6.** Leverage funds allocated for sidewalk construction to obtain additional funding for pedestrian way improvements.

**TA6.1.7.** Develop a Walkable Greenville Master Plan (WGMP) that details the pedestrian improvements to be accomplished in five-years intervals.

**TA6.1.8.** In the WGMP, prioritize pedestrian improvements based on

# CONNECT

## Transportation

### Goals, Policies and Actions

pedestrian demand generators, such as downtown, schools, hospitals, parks, trails, community service centers, and commercial developments; availability of resources from the Town; contributions from immediate beneficiaries, such as adjoining property owners, to offset the improvement cost; achievement of interconnected sidewalks; level of service and safety on associated road; and benefit to the highest number of people.

**TA6.1.9.** Build new sidewalks at increments of a quarter-mile from existing sidewalks; in this regard, expand the sidewalk network to the rest of the Town beginning from the Downtown core and inner city transects.

SIDEWALK CONSTRUCTION SCORING MATRIX		
<b>Destination Scores</b>	Point Value	
<b>High Pedestrian Volume</b>	1000ft	1500ft
<b>Downtown</b>	20	12
<b>Schools</b>	10	6
<b>Medium Pedestrian Volume</b>		
<b>Hospital</b>	6	4
<b>Parks</b>	6	4
<b>Trails</b>	6	4
<b>Other Commercial Districts</b>	6	4
<b>Neighborhood with Multi-family developments</b>	5	4
<b>Low Pedestrian Volume</b>		
<b>Churches</b>	4	2
<b>Single and double family developments neighborhood</b>	4	2
<b>Road or Sidewalk Feature Scores</b>	Point Value	
<b>On Street Parking</b>		
<b>Yes</b>		2
<b>No</b>		0
<b>Right-of-Way</b>		
<b>Yes</b>		20
<b>Construction Easement</b>		12
<b>No</b>		3
<b>Sidewalk Status</b>		
<b>Excellent</b>		0
<b>Good</b>		5
<b>Fair</b>		10
<b>Poor</b>		15
<b>Existing Walkways</b>		
<b>Opposite Site Incomplete</b>		5
<b>Opposite Site Complete</b>		2
<b>Street Classification</b>		
<b>Major Arterial</b>		10
<b>Minor Arterial</b>		8
<b>Major Collector</b>		7
<b>Minor Collector</b>		6
<b>Local Street</b>		5

## Transportation

### Goals, Policies and Actions

**TP6.2: Adopt pedestrian-friendly designs in public and private projects considering projected and desired pedestrian activities**

**TA6.2.1.** Enhance streets, public rights-of-way and walkways with shade trees, benches, and public art.

**TA6.2.2.** Pedestrian-oriented features should be included in site plans.

**TA6.2.3.** Separate pedestrian ways from vehicular traffic paths by using designs such as a road verge.

**TA6.2.4.** Where cost-effective, consider redeveloping alleys to provide more walkable paths, especially when they provide shortcuts between areas used,

projected or desired to be used by pedestrians.

**TA6.2.5.** Use traffic-calming measures to improve walkability on sidewalks.

**TA6.2.6.** Encourage mixed uses in commercial and employment areas so as to promote short walks between the uses.



# ATTRACT

## Education

The education element of this plan addresses the Town's strategy on providing top-notch educational opportunities and facilities to Greenville residents and those who use or may use these facilities within the planning period. It considers that education plays a critical role in defining the quality of life in our community. It is essential in the human, intellectual, spiritual, and civic formation of our citizens. It shapes our individual human personality and integrity and affects our responsibility for community life by influencing how we relate with other people – family, neighbors, visitors, new residents, youth, the elderly, workers, etc. – in our community. It imparts knowledge and enhances the capacity of our minds to reach for truth; it introduces and cultivates our hearts to recognize

and embrace values beyond our individual selves. Finally, it trains us to be valuable participants and contributors to the growth and development of our local community, state, national, and global societies.

Today school systems and educational facilities at all levels have become influential reflections of neighborhoods, communities as a whole, and their abilities to attract new residents and businesses. Grade schools often define neighborhoods, and the reputation of schools, with respect to performance, discipline, safety, and skills acquired at graduation, is often a competitive ground for the relocation of citizens within a community, the movements of people and families into a community, and the location and expansion of new and existing

businesses in a community. While a great school system attracts businesses, businesses, in turn, provide a strong tax base from which schools benefit. Colleges offer life-long learning opportunities and their programs are often tailored to satisfy specific job training needs.

Institutions of higher learning and universities provide advanced degrees, educate and produce researchers and graduates who become teachers, and potential employers. Interns are also a great resource for communities – the community not only provides a platform for interns to learn new skills, but they also contribute their knowledge and skills for the betterment of the community-at-large.

# ATTRACT

## Education



### Principles and Concepts

- **Holistic education:** Human life is multi-dimensional and complex; the Town, therefore, must foster an education that forms the human person integrally for both personal perfection and contribution to the growth and development of society.
- **Creating educational opportunities:** In a constantly changing world, the Town has to continue encouraging education service providers to create new opportunities that provide people with the knowledge and skills needed in the dynamic local, regional, state, national, and global market.
- **Increasing Demand for City School Systems:** Although the Town of

Greeneville's demographics have not changed significantly in the last twenty years, the Town must adapt to the increased interest and desire of parents in Greene County – living outside of the Town's corporate limits – to send their children to attend Greeneville City Schools, while prioritizing the current and future needs of the Town's residents.

- **Facilities Siting and Planning:** This Education Element provides criteria for the placement of educational facilities and the location of other developments, such as multi-family apartments and industry, to assist school officials, city staff, and developers.

# ATTRACT

## Education

- **Relationship between Town and Education Providers:** It is vital that school districts and private education providers work with the Town on education and other development issues to ensure the needs and concerns of all parties are properly addressed. In this regard, Town staff and local education providers need to share information with respect to demographics, land use development, and economic development. This will give public agencies and decision makers more tools and data to make informed decisions.



# ATTRACT

## Education

### State of our Education

#### Day Care

Day care centers are important in Greeneville's education. They provide both opportunities for children to develop basic learning and social skills before enrolling in grade schools and give working parents a place to entrust the care of their children while they work in today's work-intensive society. Typically, these centers should be in neighborhoods and employment centers where it is convenient for parents to drop-off and pick-up their children. In both locations, it is also important that the specific site ensure the safety of the children and be protected from undue interferences from surrounding uses.

There are 20 day care centers in Greeneville, and most of them are located in employment centers. The capacity of these centers range from 20 to 160 children.

#### Primary, Secondary and High Schools

Primary, secondary, and high school education is provided in Greeneville and its urban growth area by both public and private schools. The two private schools in the corporate limits of Greeneville are Greeneville Adventist Academy and Beacon School. There is one private elementary and middle school in the urban growth area, Towering Oaks Christian School. For the 2015-2016 school year, Greeneville Adventist Academy (K-10) was at 83% capacity, Beacon School

(1-12) was at 93% capacity, and Towering Oaks Christian School (PK-8) was at 87% capacity.

Towering Oaks Christian School is the largest private elementary and middle school in the area with a 179 student capacity in both schools. The largest private high school is Beacon School with a capacity of 75 students. These schools are self-governing entities.

#### Public Schools: The Greeneville City Schools System

The Greeneville City Schools (GCS) district consists of seven schools: four elementary, one middle, and one high school as well as one technical training school. The district currently enrolls

# ATTRACT

## Education

### Recent Greeneville City Schools Achievements

- 2016 Best School District in Tennessee ranked by Niche
- 2015 ACT Composite Score of 21.3 above the Tennessee's state 19.8 and the national 21 scores
- Tusculum View Elementary named a 2012 and 2015 Tennessee Reward School
- Greeneville High School graduation rate of 96.2%
- GCS named in 2013, 2014 and 2015 to College Board's Sixth Annual AP Honor Roll.
- EastView Elementary School earned the designation of 2014 Tennessee Reward School
- Earned all A's in achievement scores and Level 5 (1-5 scale) for student academic growth on the Tennessee State Report Card
- Designated in 2013 as a "Tennessee High Performing School District" under Public Chapter 393
- 2013 Score Prize Finalist – one of only three districts in the state to earn this recognition from the State Collaborative on Reforming Education for "most dramatically improving student achievement"
- Greeneville High School named a "Silver Medalist High School" by U.S. News and World Report in 2013 national rankings of the best high schools
- Greeneville High School – only school in the state of Tennessee named to the College Board Advancement Placement Honor Roll for two consecutive years, namely 2011 and 2012
- Greeneville Middle School named a 2011 Blue Ribbon Lighthouse School
- GHS named a 2008 U.S. Department of Education Blue Ribbon School
- GCS – 2008 winner of the "Dr. Sylvia Chorp Award" by the International Association of Technology Excellence, the highest technology award given each year to a school district in the USA

approximately 2,893 students, served by 242 certified teachers and administrators, 206 non-certified staff members, and about 41 substitutes.

The school system believes that it takes a community to educate children. Its vision approach is both microscopic and telescopic. The microscopic perspective guides the daily decisions of the system by elevating achievable goal expectations through programs such as Leadership Academy at Highland Elementary School. The telescopic perspective drives five-year and long-term vision and planning by emphasizing students' acquisition of the knowledge and skills necessary to compete in the workplace for future jobs.

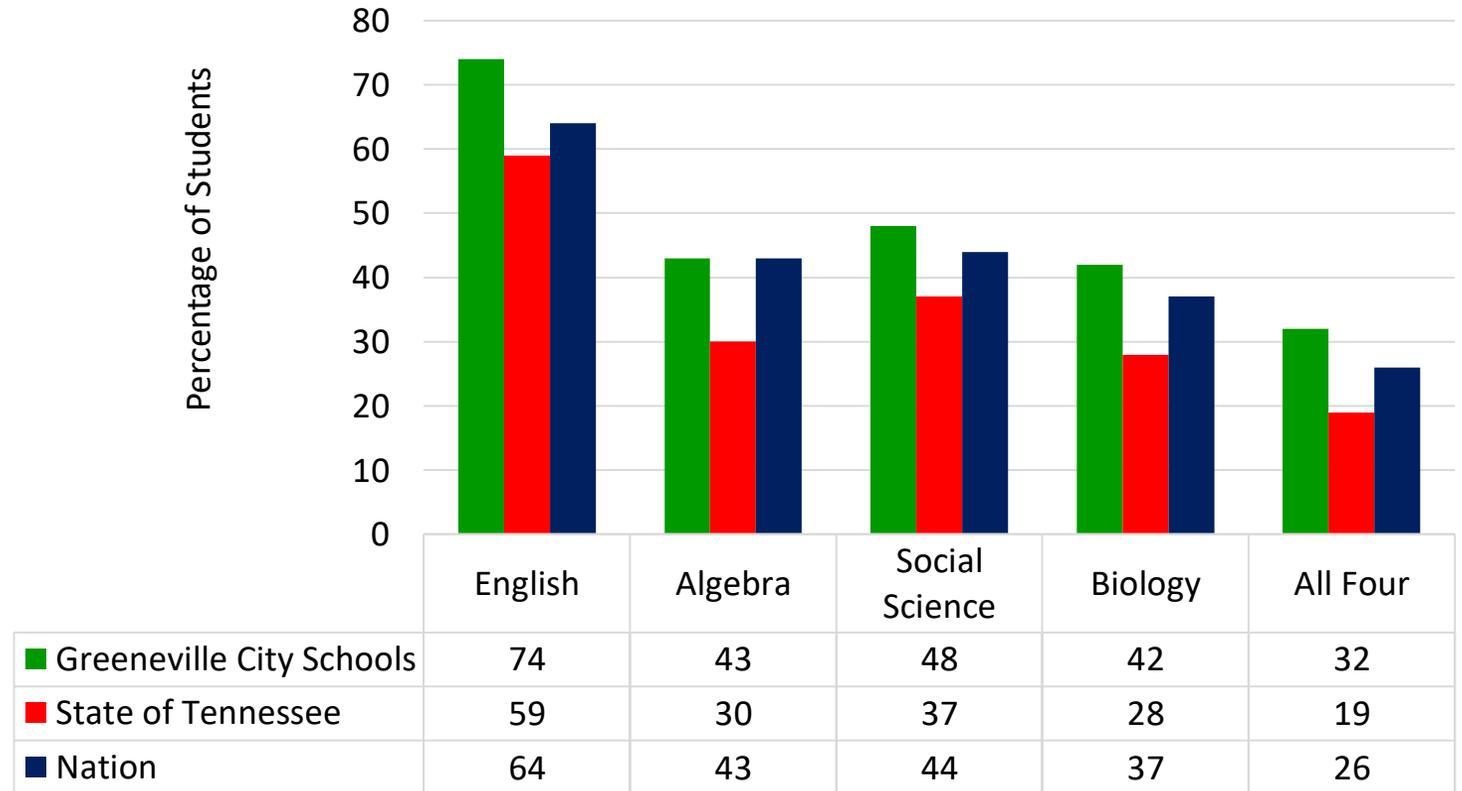
# ATTRACT

## Education

As a part of its program of inclusivity, Greeneville City Schools System provides an annual Individualized Education Plan to students with special needs. About 450 students currently benefit from this Plan. The individualized plan modification program includes Inclusion, Remediation, Transition Planning, Individualized Reading Programs, Response to Intervention, Speech Therapy, Occupational Therapy, Physical Therapy, and Homebound Instruction Services.

The Greeneville City Schools Systems has significantly adapted to the changing technological world. GCS employs a system-wide BYOD (Bring Your Own Device) initiative, allowing personally-owned technology devices for educational use.

College Ready vs. State & Nation in 2014



# ATTRACT

## Education

In 2016, there were over 2,445 technology devices registered with the GCS help desk and 306 iOS devices through the mobile device manager; these are all supported by the GCS network. The district also supports between 500 to 1,000 personal devices at a time. Greeneville educators use many social media avenues, such as district websites, Facebook, and Twitter to connect with parents and the greater community.

In 2015, 48% of the GSC revenue source was local, 50% was state, and 2% was federal. In the same year, 76% of GCS appropriations were spent on instruction, 10% on maintenance, 3% on administration, 3% on transportation, 1% on capital outlay, 1% on debt service, and 6% on other items.

The good report card of the Greeneville City School Systems has continuously attracted residents outside of the Greeneville corporate limits. This has increased the filled capacity of GCS, filling Greeneville Middle School.

Table E2 (on the following page) indicates the increased capacity of the Greeneville City Schools from 2008 to 2015.



# ATTRACT

## Education

School	2008-2009	Capacity	% Capacity in 2008	*Tuition % in 2008	2015-2016	Capacity	% Capacity in 2015	*Tuition # 2015	*Tuition % in 2015
EastView Elementary	372	430	86.6%	30.2%	366	430	85.2%	86	23.5%
Hal Henard Elementary	382	413	92.5%	26.6%	386	413	93.5%	61	15.8%
Highland Elementary	179	225	79.5%	19.9%	190	225	84.4%	41	21.6%
Tusculum View Elementary	376	426	88.2%	24.4%	401	426	94.1%	80	20.0%
Greeneville Middle School	621	634	97.9%	23.0%	625	634	98.5%	144	23.0%
Greeneville High School	896	1203	74.5%	26.0%	907	1203	75.4%	244	26.9%
<b>Totals</b>	2826	3331	84.8%		2875	3331	86.3%	656	22.8%

\*Tuition # and % refer to the number and percentage respectively of non-city residents in the GCS.

### Changes in Capacity of the Greeneville City Schools System from 2008 to 2015

# ATTRACT

## Education

### Greene Technology Center

The Greeneville City Schools System is recognized across Tennessee as a leader in professional development. The Greene Technology Center is now a satellite center for the Tennessee College of Applied Technology in Morristown and offers classes for certification in Welding, Machine Tool Technology, and Industrial Electricity. The Greene Technology Center offers professional development training in automotive service technology, collision repair, computer science, video game design, cosmetology, criminal justice, electricity, machine tool technology, medical careers nursing/CAN, medical career forensics/EMS, pre-engineering, robotics, early childhood education, and welding technology to high school students and other community members.



# ATTRACT

## Education

### Higher Education Learning and Workforce Attainment

From 2010 to 2014, Greeneville had a 79.8% education attainment. The Greeneville City School System ranks fifth out of 136 school systems in Tennessee Competency Test results, and GCS consistently rates above state averages in attendance and

graduation rates (96.7%). Most recently, the School System earned the distinction as one of only three finalists in the state for the district-level SCORE Prize, which is awarded based on “dramatic gains” in student achievement. GCS has met all

requirements set by the Tennessee State Legislature to be declared a “High Performing School District” – a declaration with one of the criteria being focused professional development.



Walters State Community College Expansion (shown under construction) in Downtown Greeneville

# ATTRACT

## Education

High school students in Greeneville can engage in dual enrollments at both Greeneville High School and Walters State Community College (WSCC). As students at WSCC, they receive training that professionally equip them and prepare them to join the workforce following graduation from high school.

Walters State Community College offers more than 100 associate degrees and technical certificates and is also ranked as one of the most tech-savvy community colleges in the United States.

EDUCATION ATTAINMENT	Greeneville		Tennessee	
	Number	Percentage	Number	Percentage
Population 25 years and over	10,516		4,336,243	
Less than 9 <sup>th</sup> grade		10.8%		5.9%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma		9.4%		9.2%
High school graduate (includes equivalency)		33.6%		33.1%
Some college, no degree		19.3%		21.0%
Associate's degree		5.5%		6.5%
Bachelor's degree		12.8%		15.6%
Graduate or professional degree		8.6%		8.8%
Percent High School graduate or higher		79.8%		84.9%
Percent bachelor's degree or higher		21.4%		24.4%

**Education Attainment of People in Greeneville, 2010-2014**

*Source: American Community Survey (with added calculations)*

# ATTRACT

## Education

Nearby Tusculum College, which is 450' from the Greeneville city limits, provides the residents of Greeneville an opportunity to receive a college education. Tusculum emphasizes civic arts and graduates students with the practical wisdom necessary to participate in civic life. It also offers thirty-one majors in bachelor's degree programs, master's degrees in education (four concentrations), and a master's of business administration that forms entrepreneurs and provides an intellectually sound and skillful work force for businesses in Greeneville.



# ATTRACT

## Education

### Goals, Policies and Actions

**EG1: Focus education on the well-rounded formation of our citizens.**

**EP1.1. Promote high performance and social achievement in our schools.**

**EA1.1.1.** Provide a curriculum and learning experience that fosters student achievement in translating academic skills into successful employment.

**EA1.1.2.** Enhance the ability of students to live independently and contribute to the community and society.

**EA1.1.3.** Start a “Students for Greenville” initiative from middle school to college that will focus on engaging students in understanding the workings of our Town, providing inputs on

issues that affect students in our community, and in community services to improve our Town

**EA.1.1.4.** Support school districts endeavors to standardize and monitor measurement indicators which assess a broad range of student proficiency including academic performance, behavior traits, social skills, problem-solving capability, psychological adjustment, and sense of community.

**EA1.1.5.** Support and motivate staff and faculty in the education of our students.

**EP.1.2. Coordinate with education providers through agreements with appropriate agencies and departments**

**to increase medical, psychological, and social services for children and their families as appropriate.**

**EA1.2.1.** Work with the police department to maintain safety resource officers in all public schools.

**EA1.2.2.** Be open to providing police officers to private education institutions through partnership agreements.

**EA1.2.3.** Work together with parents, neighborhood groups, the health department, and safety office to eliminate substance abuse in our schools.

**EA1.2.4 Pursue funding and other**

# ATTRACT

## Education

### Goals, Policies and Actions

resource opportunities at the state level to provide for the educational needs of students with disabilities leaving Greene Valley and settling in neighborhoods in our community.



#### **EG2: Create learning opportunities.**

##### **EP2.1. Provide a wide range of educational opportunities**

**EA2.1.1.** Maintain the Greeneville City School Systems.

**EA.2.1.2** Continue to provide multiple education opportunities through the school districts, colleges, and other education providers.

**EA2.1.3.** Explore the possibility of expanding educational opportunities at the Greene Technology Center to include non-high school students.

**EA2.1.4.** Recognize and support educational opportunities for learners

who may need non-traditional education support.

**EA2.1.5.** Provide and support learning programs for children and adults in the community library.

##### **EP2.2. Provide sufficient educational facilities capacity .**

**EA2.2.1.** Prioritize the enrollment of children who are residents of the Town in the Greeneville City Schools System.

**EP2.2.2.** Support the completion of the Walters State Community College expansion.

**EP2.2.3.** When a development is projected to generate significant

# ATTRACT

## Education

### Goals, Policies and Actions

residential population without the sufficient capacity in the Schools System to accommodate the additional population, provide the opportunity for the developer to work with the Schools System to develop creative alternatives that may provide the capacity to accommodate the added projected population that the proposed development may create.

**EA2.2.4.** Consider the capacity of private schools in our community in making school facilities capacity analyses and the impact that a proposed development may have on the Schools System.

**EA2.2.5.** In the long term, consider



making necessary expansion improvements at the middle school level based on population growth.

**EP2.2.6.** The primary mission of the Greeneville City Schools System shall

remain to provide the residents of the Town of Greeneville an educational choice for their children within the City limits while alleviating some of Greene County's growing educational needs to the extent possible. The school will serve students in Grades K-12.

**EP.2.3. Provide a conducive learning environment.**

**EA2.3.1.** The Greeneville City School System shall maintain a welcoming learning environment to all pupil and students in our Town, irrespective of age, income level, sex, race, historical and cultural heritage, nationality, religious affiliation, or other category in accordance with state law.

# ATTRACT

## Education

### Goals, Policies and Actions

**EA2.3.2.** Schools in Greeneville will continue to enhance the effectiveness of the learning environment.

**EA2.3.3.** Promote the health, safety and well-being of students in their journey to school, within the school setting, and from school.

**EA2.3.4.** Schools are encouraged to continue to improve existing educational facilities, in so far as funding is available, through renovation and expansion to better accommodate increasing enrollment, new educational programs, and other activities.



**EA2.3.5.** Continue to provide and support school safety and appropriate behavior in schools with the use of School Resource Officers (SRO).

**EG3: Respond to the workforce needs of our community and region.**

**EP3.1. Identify and respond to the workforce demands and training needs in our community and region.**

**EA3.1.1.** Promote a dynamic climate for career enhancement and work productivity.

**EA3.1.2.** Assess employer expectations and needs in local industry and business to foster the development of a trained, motivated, and productive workforce.

# ATTRACT

## Education

### Goals, Policies and Actions

**EA3.1.3** Support preparation of students to achieve workforce expectations and maximize job satisfaction via appropriate job placement.

**EA3.1.4.** Achieve, maintain, and promote community educational assets in an environment which attracts desired businesses and industry.

**EA3.1.5.** Promote a seamless transition between school and workforce entry.

**EA3.1.6.** Promote workforce education to support small business start-ups.

**EA3.1.7.** Explore opportunities for “school-to-work” career tracks to enhance students’ seamless transition into the workforce.

**EA3.1.8.** Once every three years, carry out a detailed assessment of employers’ skills, education, work ethic and experience expectations in our local economy and develop an education response to maintain a trained, motivated, and productive workforce.

**EA3.1.9.** Create partnerships with other education providers on the regional scale to facilitate workforce needs assessment and training that adapt to employers’ needs.

**EA3.1.10.** Promote mentoring opportunities for students with local businesses to enhance career path choices, job skills development and job satisfaction.

**EA3.1.11.** Promote school-term and summer internships with local businesses and institutions.

**EA3.1.12.** Assess the technological needs in our classrooms and take appropriate steps to fulfill them.

**EA3.1.13.** Continue partnering with education service providers, civic groups, and local businesses to increase the pool of paid internships in our community.

**EA3.1.14.** Study and develop a program targeted at reducing dependence on social and human services.

# ATTRACT

## Education

### Goals, Policies and Actions

**EG4: Maintain a close relationship between education service providers and the Town.**

**EP4.1. Coordinate the Town's growth efforts with education service providers .**

**EA4.1.1.** Share information regarding demographics and development with education providers.

**EA4.1.2.** Share information regarding education to enable the Town to make informed decisions.

**EA4.1.3.** Consider the cost-benefit impact of annexation on the Greeneville City Schools System and ensure the annexation is beneficial to the

City Schools System.

**EA4.1.4.** Invite education service provider representatives to attend Planning Commission meetings where Comprehensive Plan amendments, rezonings, major subdivision development and annexations are being considered, which if approved, would significantly increase residential density in the Town.

**EA4.1.5.** Include a member of the Schools System in the development review process.

**EA4.1.6.** Encourage housing development in the Highland Elementary School District.

**EP4.2. Establish and implement mechanism(s) for on-going coordination and communication.**

**EA4.2.1.** The Town shall coordinate and cooperate with Greeneville Public Schools, the County, the State, and other appropriate agencies to develop or modify rules and regulations to simplify and expedite proposed new educational facility developments and renovations.

**EA4.2.2.** Reserve the approval of civil construction plans for all school facilities – just as all public facilities – to the Planning Commission at regular or special called meetings.

# ATTRACT

## Education

### Goals, Policies and Actions

**EA 4.2.3.** Greeneville City Schools should coordinate school capital improvements in five-years plans with the planned capital improvement projects of the Town, other municipal agencies, any public-private partnerships, or any significant private sector actions that may affect the making of the improvements.

**EA4.2.4.** Consider the merits of shared bond issues or other financial mechanisms in the financial planning and construction of school facilities that could serve multiple public purposes.

**EA4.2.5.** Work with the school districts, private schools, institutions of higher learning, area libraries, cultural centers and community organizations to

develop a coordinated system of co-located joint use facilities to optimize service delivery, reduce cost of service provision, and place many more facilities at the benefit of a wider student population.

**EG5: Locate education service facilities in appropriate geographical areas.**

**EP5.1. Ensure land use compatibility in the location of education facilities.**

**EA5.1.1.** Located education facilities in Institutional Public & Semi-Public Zoning Districts as uses-by-right; however, education facilities may be in other districts, except industrial zones.

develop a coordinated system of co-located joint use facilities to optimize service delivery, reduce cost of service provision, and place many more facilities at the benefit of a wider student population.

**EA5.1.2.** Encourage the location and expansion of day cares, kindergarten, elementary and secondary schools to be in proximity to residential neighborhoods to the extent possible, provided adverse impacts to neighborhoods are minimized.

**EA5.1.3.** Engage the Planning Commission early in potential school site and construction planning to ensure facilities' location and construction plans are consistent

# ATTRACT

## Education

### Goals, Policies and Actions with this Comprehensive Plan.

**EA5.1.4.** The Planning Commission should coordinate with the School Board to address on-site and off-site improvements necessary to support new schools, proposed significant expansion of existing schools, or mitigate any existing adverse traffic and other impacts around schools.

**EA5.1.5.** Greeneville City Schools and other education providers should preferably seek sites for school facilities, which are adjacent to existing or planned public recreation areas, community centers, libraries, or other compatible civic uses in order to encourage joint-use facilities or the creation of logical focal points for

community life.

**EA5.1.6.** Educational facilities should promote the vitality of proximate neighborhoods.

### **EP5.2. Ensure adequate infrastructure at and to sites for school facilities.**

**EA5.2.1.** When considering a site for possible use as a school facility, Greeneville City Schools should work with the Planning Commission to review the adequacy and proximity of other public facilities and services necessary to the site such as roadway access, transportation, fire flow and portable water, sanitary sewers, drainage, solid waste, police and fire services, and means by which to assure

safe access to schools, including sidewalks, bicycle paths, turn lanes, and signalization.

**EA5.2.2.** The Town shall coordinate with the Greeneville City Schools to provide for pedestrian and traffic safety in the area of schools and signalization for school facilities.

**EA5.2.3.** Identify and reinforce the designation, design, and construction of safe pedestrian access and bicycle routes as part of new major residential subdivisions and from predominantly students-residential areas or housing units to institutions of higher learning.

# ATTRACT

## Education

### Goals, Policies and Actions

EA5.2.4. Work with Walters State Community College in carrying out a parking needs assessment for students at the College.

EA5.2.5. Partner with Walters State Community College and the private sector to address parking and accessibility needs for students and faculty in the Downtown area.



# ATTRACT

## Economic Development

Economic development does not take place in a vacuum; it involves people and places. We develop our local economy by preserving and increasing our living standard through human and physical development based on principles of equity between demographic and spatially defined groups and by promoting and encouraging sustainable resource production and use in our community.

We are conscious that economic development is not synonymous to growth; although our population has not changed significantly in the last one to two decades, the provision of jobs and production of revenue – including taxes – has changed in our Town. Considering this change, a plan

that provides direction for the economic wellbeing of our community is necessary to absorb inevitable business fluctuations and market changes. This plan needs to strike a balance between

our economic vitality and stability, and other community aspects such as environmental protection, a safe and adequate transportation system, and preservation of our small town feel. It



# ATTRACT

## Economic Development

needs to consider the diversity of factors that contribute to our economic development, and to create a sustainable economy in the long term.

### State of our Economy

Our demographics, quality of life, income and wages, labor force characteristics, industrial sectors and their employment sizes, international linkages, research base, higher education resources, transportation, utilities, taxes, land and building availability, and environmental regulations all contribute in creating our local economy.

### Employment

Employment has changed in Greenville in the last three decades. Employment in all sectors grew from

5,841 in 1980 to 6,306 in 2000, an 8% increase. In 2010, total employment fell slightly to 5,737 following the national economic recession of 2008.

From 1990 to 2010, the greatest gains in employment were in the arts, entertainment, and recreation industry, and the accommodation and food services industry (+803.27%), followed by construction (+65.48%), and educational service, healthcare and social assistance (33.05%); the greatest decreases were in the agriculture, forestry, fishing, hunting, and mining industry (-78.4%), followed by the information (-68.54%) and the manufacturing (-38.20%) industries.

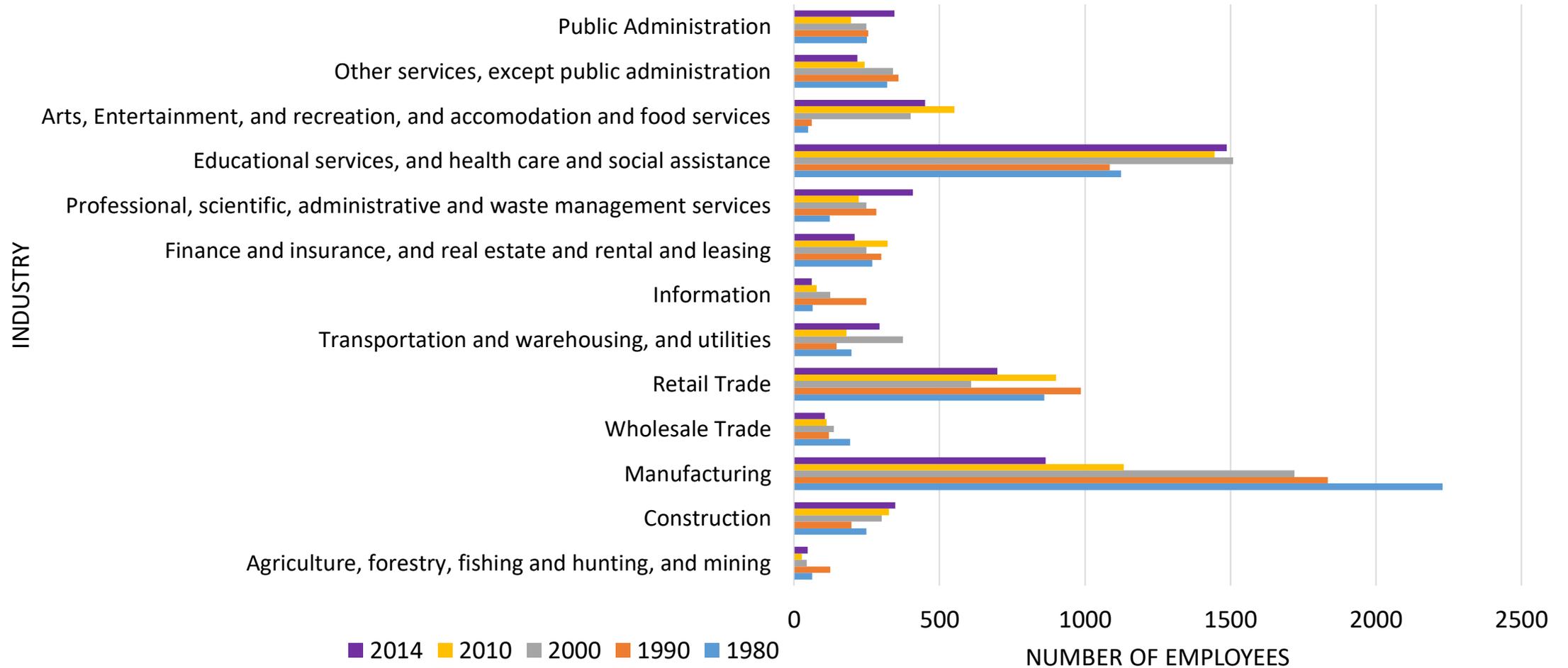
After the 2008 economic recession, precisely from 2010 to 2014, the highest

employment gains have been in the professional, scientific, management, and administrative and waste management services industry (+83.78%), followed by the public administration industry (+76.02%), and the agriculture, forestry, fishing, hunting, and mining industry (+70.37%). Within this same period, the three industries in which employment has most decreased are the finance and insurance, real estate, and rental and leasing industry (-35.40%), manufacturing (-23.72%), and retail trade (-22.53%).

# ATTRACT

## Economic Development

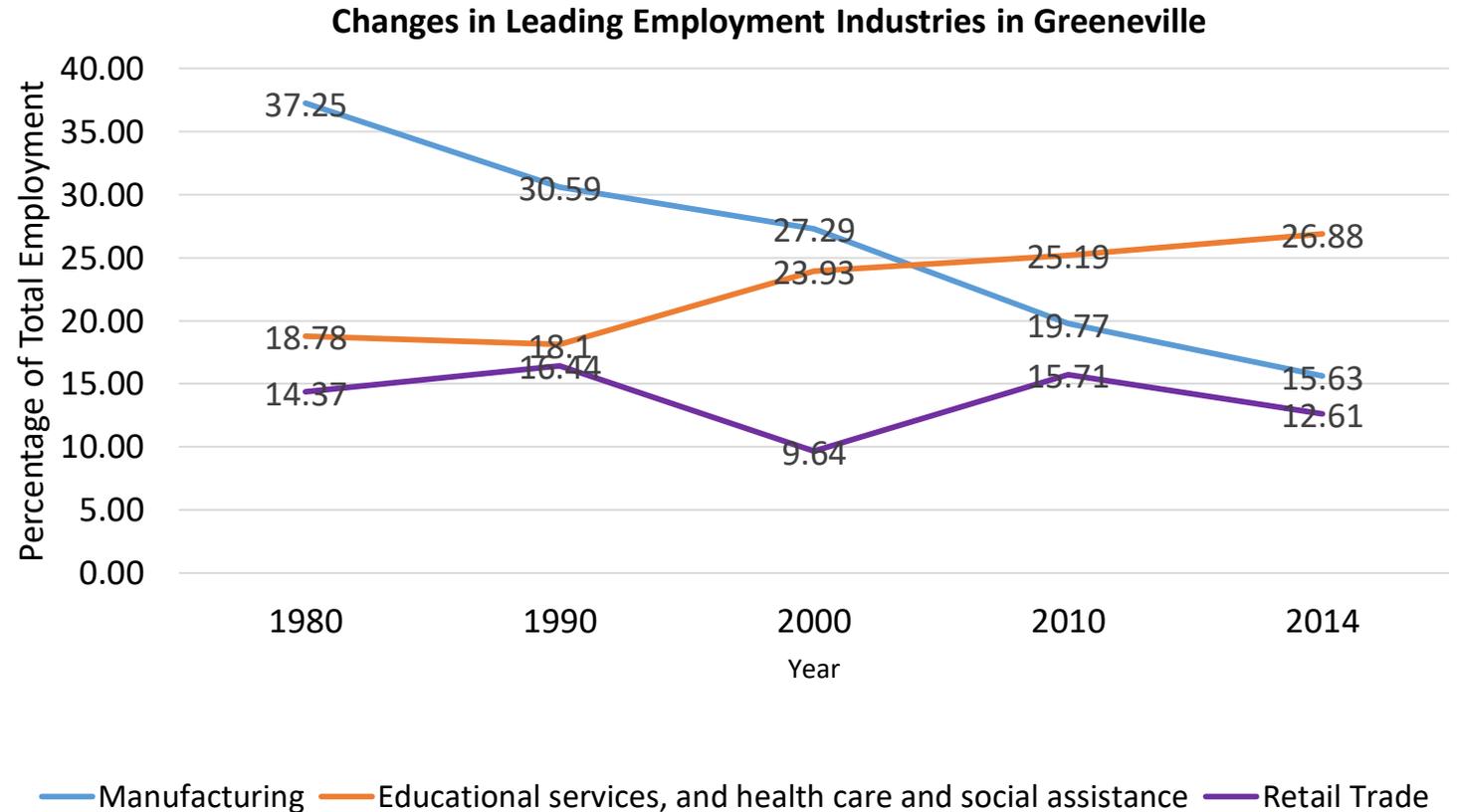
GREENEVILLE EMPLOYMENT BY INDUSTRIES



# ATTRACT

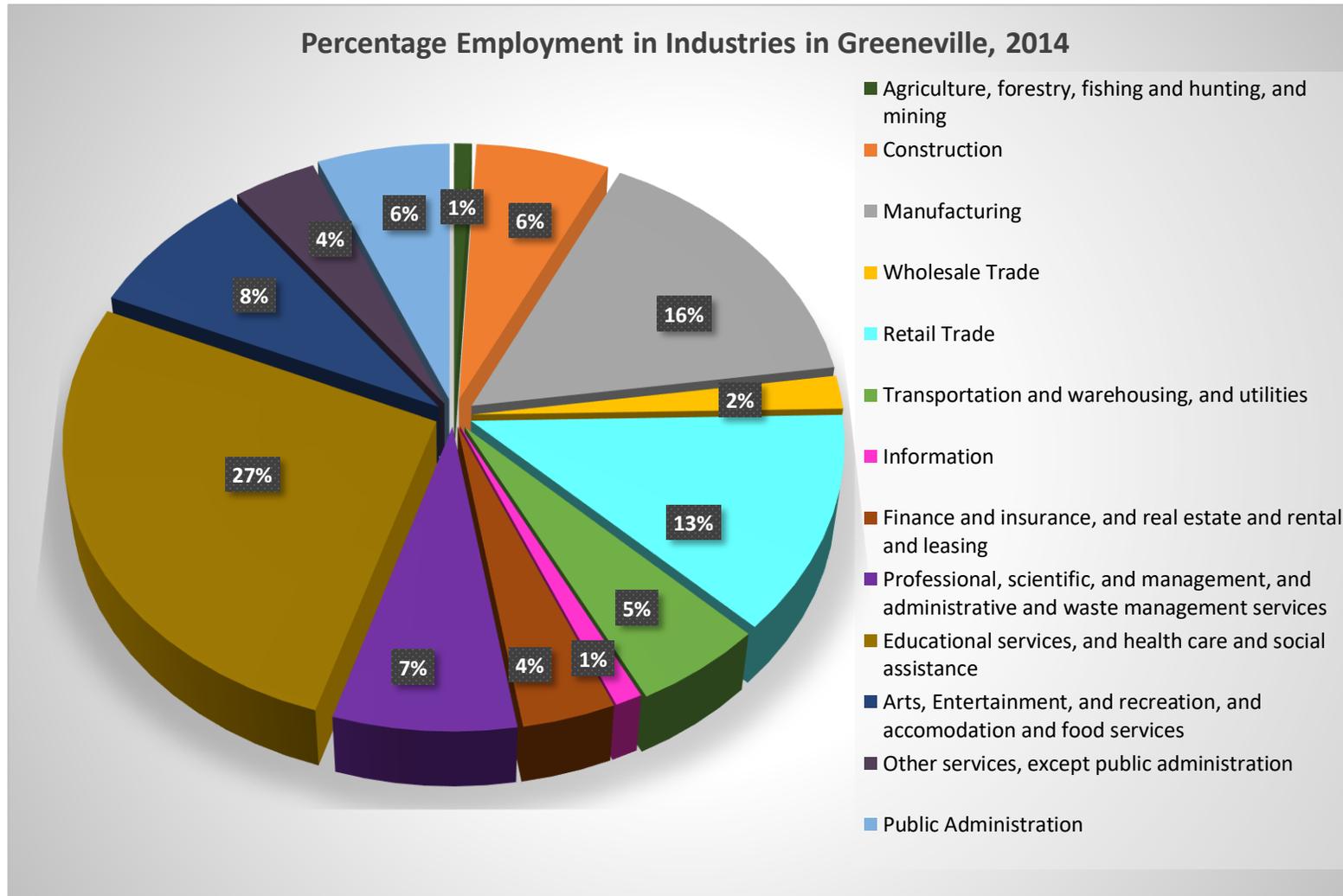
## Economic Development

In the last three decades, the manufacturing industry, the educational services, health care and social assistance industry, and the retail industry have constantly been the largest employment industries in Greeneville. Among these three industries, the manufacturing category was the leading employment industry from 1990 to 2000, accounting for 37.25% of employment in 1980, 30.59% in 1990, and 27.29% in 2000. However, in 2010, the educational services, health care, and social assistance services industry became the leading employment industry in Greeneville, accounting for 25.19% of total employment while the manufacturing category provided 19.77% of employment positions in the same year.



# ATTRACT

## Economic Development



This trend has continued with the educational services, health care, and social assistance services industry currently leading employment by providing 26.88% of positions, followed by manufacturing at 15.63% and retail Trade at 12.61%.

In 2015, unemployment in the Greeneville market area (10-mile radius from Downtown Greeneville) was 7.4%. This percentage may appear low for a suburban area as Greeneville; however, the total in civilian labor force participation rate for population 16 years and above was also low at 51.3%.

# ATTRACT

## Economic Development

### Major Employers

The major employers in Greeneville (with over 100 employees) include those on the chart to the right.

### Unemployment

Per US Census Bureau data from 2014, Greeneville had an estimated 12,070 population (16 years and over). 23.87% of this population was within the retirement age 65+. Adjusting for this retiree population, 9,189 persons were part of the workforce, which represents a 1.75% increase in workforce (population >16 years old) from 2009.

Greeneville's socio-economic data indicates that the Town is generally a family-oriented and retiree-centric community.

Inside City Limits		
Employer	2016 No. of Employees	Year Established
Wal-Mart Logistics	916	1997
Laughlin Memorial Hospital	800	1939
Takoma Regional Hospital	620	1928
American Greetings	542	1966
Parker-Hannifin	450	1972
Greeneville City Schools System	448	
John Deere Power Products	431	1988
Worthington Industries	410	1999
Ingles Marketing	350	
TI Group Automotive Systems	250	1996
Town of Greeneville	240	1783
Food City Inc	216	
HUF North America	200	1995
Jardin Zinc Products Co.	200	1969
Donaldson Company, Inc	155	1973
Jost International Corporation	137	1999
Crown Tonka	130	1992
LMR Plastics	128	1973
Imerys Fused Minerals Greeneville, TN	125	1965
Packaging Services, Inc	119	1994
Premium Waters	111	2002
Numark Inc	100	1980
In Urban Growth Area		
C & C Millwright	107	1974

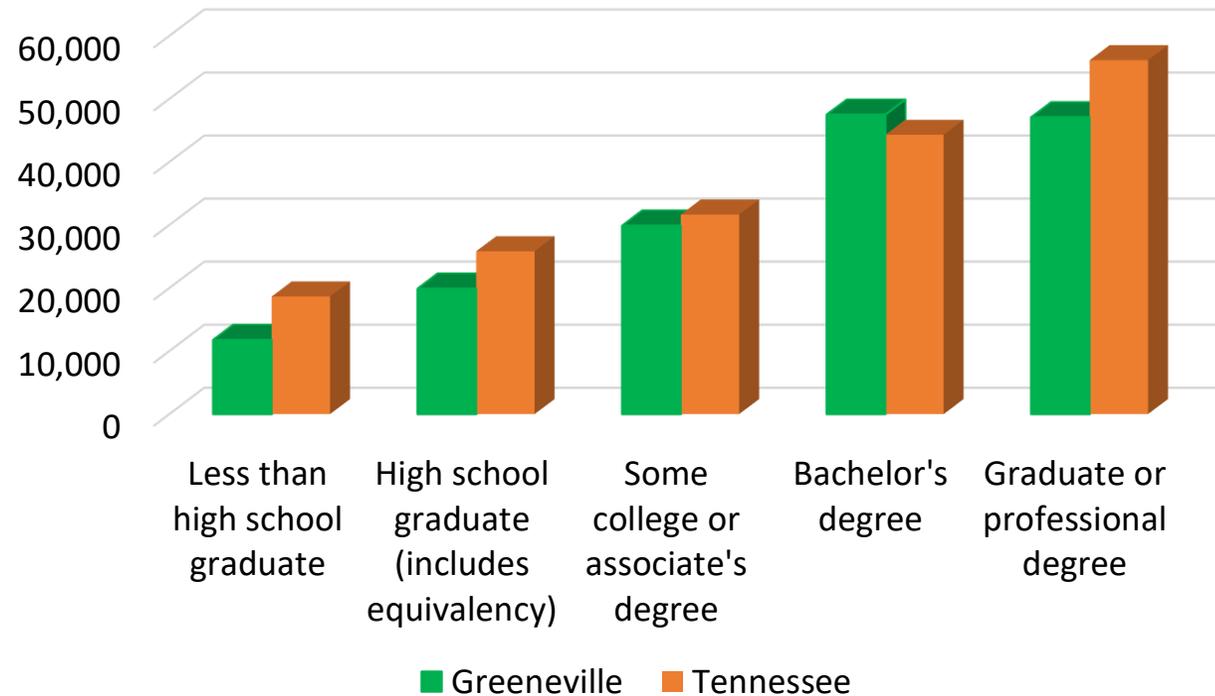
# ATTRACT

## Economic Development

### Income

In 2014, Greeneville's income per household was \$32,869. There is a direct relationship between education attainment and income earnings in Greeneville, with the median earnings of bachelor degree holders in the Town exceeding that of the State of Tennessee as a whole. Per capita income in Greeneville increased by 2.27% from 2010 (\$19,982) to 2014 (\$20,436).

Median Earnings by Educational Attainment



Source: American Community Survey

# ATTRACT

## Economic Development

### Financial Health & Cost of Living

The table below compares the cost of living in Greeneville to surrounding

cities and cities of similar demographic and economic perspectives in

the southeastern region of the United States:

	Greeneville	Johnson City	Kingsport	Bristol	Morristown	Jonesborough	US Average
Municipal Population	15,106 (Δ-0.3%)	62,998 (Δ+8.3%)	50,131 (Δ+5.0%)	26,639 (Δ-1.6%)	29,112 (Δ+2.3%)	5,020 (Δ+19.9%)	
Cost of Living Overall	86.40	87	85	82	86	90	100
Housing	70	77	65	56	63	85	100
Transportation	95	86	94	94	95	86	100
Utilities	92	93	90	90	92	93	100
Grocery	92.9	95.5	95.5	95.5	93.4	95.5	100
Housing Median Home Cost	\$119,100	\$130,300	\$110,500	\$94,500	\$106,900	\$144,200	
Environment Comfort Index (Higher=better)	38	43	40	41	38	42	44
Precipitation Days	128	137	136	122	133	132	100
Air Quality (100=best)	96.5	96.5	87.8	87.8	97.2	96.5	93.9
Water Quality (100=best)	94	95	94	92	99	95	55
Health Health Cost	93.6	90.8	93	93	94.7	90.8	100

**Cost of Living:  
Greeneville &  
Surrounding  
Municipalities**

*Source: Sperling's  
City Profile, 2014*

# ATTRACT

## Economic Development

### Financial Health & Cost of Living

	Greeneville TN	Dickson TN	Sevierville TN	Ft Leonard Wood MO	Warrington FL	Gibson FL	Denville SC	Berea KY	Moss Point MS
<b>Population</b>	15,106	14,629	14,971	16,383	13,159	15,989	14,041	13,651	13,807
<b>Cost of Living</b>	86.4	87	90	94	99	90	89	88	83
Overall									
Housing Cost	70	70	80	88	91	72	66	75	55
Transportation Cost	95	96	94	96	104	104	98	97	94
Utilities Cost	92	87	90	103	98	94	109	92	96
Grocery Cost	92.9	97.2	93.5	96.6	102.4	99	104	91.2	100.2
<b>Housing</b>									
Median Home Cost	119,100	119,200	136,100	150,100	154,700	122,800	112,800	127,700	94,300
<b>Environment</b>									
Climate Comfort Index	38	34	43	32	29	26	30	39	29
Precipitation Days	128	107	114	106	110	106	105	126	96
Air Quality	96.5	97	96.4	94.1	85.5	69.7	85.5	96.3	83
Water Quality	94	84	80	93	77	33	56	60	50
<b>Health</b>									
Health Cost	93.6	91.8	91.5	94.7	99	95.1	93.9	97.3	94.6

**Cost of Living:  
Greeneville &  
Comparative  
Cities in the  
Southeast**

*Source: Sperling's  
City Profile, 2014*

# ATTRACT

## Economic Development

### Financial Health and Cost of Living

The overall cost of housing, utilities, and everyday living is lower in Greeneville than in neighboring Johnson City and Jonesborough. Generally, the cost of groceries is likewise lower in Greeneville than in all surrounding municipalities, namely, Johnson City, Kingsport, Bristol, Morristown, and Jonesborough. Homes are cheaper in Greeneville than in Johnson City and Jonesborough. The air quality in Greeneville is better than in Kingsport, Bristol and conterminous USA. The health cost in Greeneville is less than in Morristown. The overall cost of living is lower in Greeneville than in other comparative cities in the southeast and even nationwide.

These indexes make Greeneville an attractive place to live in and for businesses to locate in.



# ATTRACT

## Economic Development

### MAJOR COMMUNITY STRENGTHS & OPPORTUNITIES FOR ECONOMIC GROWTH

- Professional and vocational training opportunities in local schools such as Greene Technology Center, Walters State Community College and Tusculum College
- Expanding Walters State Community College to provide more career training opportunities and increase consumer population
- Two high capacity highways in the Town that provide easy access to the local, regional and national markets
- Diversified manufacturing base
- Sufficient capacity in utilities such as water, sewer, and power
- A downtown with high revitalization possibilities for mixed use developments
- Small Town feel
- Low cost of living
- Agricultural market with hub potential
- High improvement potential of the Newport Highway that could spur economic opportunities
- Increase willingness of property owners to make property available to commercial development

### MAJOR COMMUNITY WEAKNESSES & THREATS AGAINST ECONOMIC GROWTH

- Lack of high-end, professional career opportunities
- Competition from proximate municipal and regional economic centers
- Limited career advancement opportunities
- Small employment base with necessary skills for new and existing employers
- Lack of aggressive and diversified business recruitment
- Falling behind on technology infrastructure
- Low average wage scale for many employees
- Substance abuse that negatively affects labor force development, business productivity and workplace performance
- Over concentration of businesses in limited corridors
- Limited staff to follow up leads
- Over beholden to the state on economic incentives
- Lack of well-established and documented local economic development incentive packages for business attraction
- City-county cooperation needing improvement
- Lack of utilities such as sewer in some areas zoned for businesses
- Few quality amenities that attract professionals
- Gateway commercial corridors lacking in strong aesthetic appeal

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDG1: Promote a diversified, balanced, and sustainable local economy that contributes and continuously improves the quality of life in Greeneville**

**EDP1.1. Engage the Greene County Partnership/Chamber of Commerce and Main Street Greeneville to promote our economic prosperity and diversity.**

**EDP1.2. Cooperate and coordinate with the Greene County Planning Commission, the Greene County Commission, and the Industrial Development Board to ensure consistent implementation of strategies necessary for the economic development of our Town and its**

**urban growth area.**

**EDP1.3. Explore public-private partnership opportunities to bolster private sector participation in the improvement of our general community economic health.**

**EDP1.4. Ensure that our economic development actions are consistent with the goals, policies, and strategies of other elements of this plan.**

**EDP1.5. Use Greeneville's scenic, historical, and cultural resources to promote our local economy without undermining the necessity and value of our natural, historical and cultural resources.**

**EDP1.6. Encourage new developments and redevelopments along arterial roads to be designed as activity centers that discourage strip commercial development.**

**EDP1.7. Ensure that new commercial developments and redevelopments are designed to be compatible with neighboring residential uses and provide vehicular and pedestrian connections.**

**EDP1.8. Encourage a balance of commercial and industrial development in our Town.**

**EDP1.9. Encourage infill development in existing commercial areas.**

# ATTRACT

## Economic Development

### Goals, Policies and Actions

#### Business Development Process

The business development process that we adopt affects the recruitment of new businesses to our community, entrepreneurial start-ups and the retention and the expansion of existing businesses. Lack of clearly-defined roles, targets, and accountability in this process can lead to inefficiencies in business development efforts. The process can sometimes be complex, confusing, and costly. A streamlined, outcome, which is a predictable and accountable process, is more effective, cost-saving, efficient, and beneficial to both the Town and businesses.

The permitting process also has to strike a balance between economic growth, transparency to the public and

the safeguarding of public safety, health, morals, aesthetics, order and convenience.



# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDG2. A coordinated and streamlined business development process.**

**EDP2.1. Establish and maintain clearly defined roles for the different entities involved in promoting economic development for the Town.**

*Short Term: 2017 – 2021*

**EDA2.1.1** Evaluate, agree upon, and clearly define (for the public and for businesses) the roles of different economic development departments and agencies in the consultation, incentivizing, review, and approval of different types of projects in our community.

**EDA2.1.2** The office of the Town Administrator should coordinate the functioning of these different economic development departments and agencies to ensure that developers are getting timely information and assistance from the right entity.

**EDA2.1.3** Maintain the Development Review Committee made up of all project review departments and public utility agencies in Town. Expand this Committee to include ad-hoc participation of private utility agencies when a proposed project will involve their services. The Planning Director should continue coordinating this Committee.

**EDA2.1.4.** Produce a single detailed compilation of all incentives for

different development types offered and overseen by the different development assistance entities while ensuring that duplicity is avoided.

*Medium Term: 2022-2027*

**EDA2.1.5.** Continue EDA2.1.2 and 2.1.3.

**EDA2.1.6.** Monitor feedback, and re-evaluate and redefine, as necessary, the roles of the different economic development departments and agencies.

**EDA2.1.7.** Reassess the effectiveness of the Town's economic development incentive packages, create new incentive programs, as necessary, take appropriate steps to ensure we remain

# ATTRACT

## Economic Development

### Goals, Policies and Actions

competitive and attractive to businesses, and continue to provide economic development incentives based on this reassessment.

#### *Long Term: 2028-2034*

**EDA2.1.8.** Continue EDA 2.1.2 and EDA 2.1.3

**EDA2.1.8.** Continually monitor feedback and adjust the roles of the different economic development process departments and agencies and the incentive packages they oversee, as necessary

**EDP 2.2. Enhance the projects' permitting process to achieve fairness, easy accessibility, approval**

**rapidity and predictability, and waste reduction.**

#### *Short Term: 2017-2021*

**EDA2.2.1.** Continue EDA 2.1.3 with a focus on promoting a one-stop development process, the elimination of confusion in interagency and departmental project review, and an increasing predictability in projects approval.

**EDA2.2.2.** Place the Town's land development and business operation regulations such as the Zoning Ordinance, Subdivision Regulations, Stormwater Ordinance, Sign Ordinance, Municipal Code, and related laws in an easily accessible internet-based

legal portal such as *Municode*.

**EDA2.2.3.** Unless required otherwise by higher laws such as state statutes, revise the Zoning Ordinance and the Subdivision Regulations to encourage approval of civil development plans by City Staff while reserving the right for the Greeneville Regional Planning Commission to approve civil plans for public projects, new shopping centers, and new industry.

**EDA2.2.4.** Establish a master use permit process that allows an applicant to apply for all needed approvals at once and for the simultaneous processing of project approvals.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDA2.2.5.** Considering EDA2.2.4, for projects subject to administrative staff approval) target granting final decisions to civil and building plans within 21 days from the date of submission unless a delay results from an act of the applicant.

**EDA2.2.6.** Produce a Greeneville Development Review and Approval Manual that details all steps involved in the review of all projects with stipulated timeframes.

**EDA2.2.7.** Maintain a permit processing system that encourages electronic application and submission of projects, coordinates the efforts of review entities, and improves the provision of feedback to lessen paper burden, avoid

unnecessary review delays, and increase efficiency.

**EDA2.2.8.** Significantly increase the visibility of business activities and experiences in our community on the Town's web page.

#### *Medium Term: 2022-2027*

**EDA2.2.9.** Continue maintaining the Town's unified development regulations in an easily-accessible internet-based legal portal.

**EDA2.2.10.** Reassess the civil and building plans approval process and take appropriate steps towards greater efficiency.

**EDA2.2.11.** Evaluate the effectiveness of the Greeneville Development Review and Approval Manual and adopt necessary changes to make the development process easily understood and more predictable.

**EDA2.2.12.** Develop and maintain a permit data management system that is coordinated with Greene County agencies, such as the Property Assessor's office, for a quick update of property data information.

**EDA2.2.13.** Begin transitioning into a primarily paperless permitting process to decrease review time and material waste and be more environmentally friendly.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDA2.2.14.** Fully implement the primarily paperless permitting process, including staff packages to approving boards and commissions.

**EDA2.2.15.** Continue to review and revise the permitting process for greater transparency, reliability and efficiency.



# ATTRACT

## Economic Development

### Goals, Policies and Actions

#### **Business Recruitment & Entrepreneurship**

Identifying and recruiting new businesses to locate in our Town is necessary because such businesses add to the economic prosperity of our community, provide jobs, increase consumer products and service choices, and attract other businesses to our community. Entrepreneurs who take the bold and innovative step to start businesses in our community grow our economic base and minimize financial leakage.

The majority of businesses in Greeneville have fewer than fifteen employees – most in construction, retail, professional offices, financial offices, and service businesses. Business start-up cost reduction is very

important for small businesses and their survival.

Our Town has historically been a place of thriving industrial development. The number of manufacturing establishments, and the jobs they created, were generally on the rise and were the live-wire of our local economy until the 1990s. In fact, in 1979, manufacturing provided 7,920 jobs in our local economy. However, the North American Free Trade Agreement (NAFTA) caused some manufacturing firms to close their Greeneville operations. However, our community has recently seen significant expansions in existing industry and more land is now available in existing industrial parks.

We recognize the need to attract new

industries to Greeneville and are conscious of the enormous difference that industries make to the provision of jobs in our Town. We acknowledge that the provision of incentives and the availability of land, infrastructure and capital facilities, and a rich labor force are important in improving our competitive advantage with respect to manufacturing in the Northeast Tennessee Region.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDG3: A business-friendly community that is favorable to new investment and growth.**

**EDP3.1. Support the start-up and growth of small businesses in Greeneville.**

*Short Term: 2017-2021*

**EDA3.1.1** Promote a close working relationship between financial institutions and businesses in our Town.

**EDA3.1.2.** Foster access to capital schemes that encourage new initiatives and innovative business ventures in order to lower the cost of borrowing capital.

**EDA3.1.3.** Recognize existing farmers' market initiatives and begin feasibility work to consolidate and construct a farmers' market in Downtown Greeneville.

**EDA3.1.4** Support existing local and regional "Buy Local" programs.

**EDA3.1.5.** Create a program to engage and nurture youth in entrepreneurial ideas and innovative initiatives.

**EDA3.1.6.** Create a business incubator to provide supportive service to emerging businesses.

**EDA3.1.7.** Identify partners and work with them to provide venture funding for emerging businesses.

*Medium Term: 2022-2027*

**EDA3.1.8.** Continue promoting "Buy Local Programs," cultivating a close relationship between financial institutions and businesses, and fostering easy access to capital schemes in our Town.

**EDA3.1.9.** Create a central and easily accessible database of regional entrepreneurial resources.

**EDA3.1.10.** To the extent possible, construct a consolidated Greeneville Downtown Farmers Market with clearly-established functioning policies and regulations.

**EDA3.1.11.** Work with the business

# ATTRACT

## Economic Development

### Goals, Policies and Actions

incubator to assess the effectiveness of start-up incentives and continue encouraging emerging small businesses.

**EDA3.1.12.** Review the youth entrepreneur program and take appropriate steps to foster its effectiveness.

*Long Term: 2028-2034*

**EDA3.1.13.** Continue supporting the Downtown Farmers Market and other emerging businesses.

**EDA3.1.14.** Continue supporting emerging small businesses and nurturing youth in entrepreneurial ideas, initiatives, and the development of workforce skills in our community.



**Greene County Partnership Youth Leadership students participate in team-building and leadership exercises.**

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDP3.2. Identify and recruit new businesses appropriate to our vision, needs, resources, and tapestry.**

*Short Term: 2017-2021*

**EDA3.2.1.** Collaborate and partner with local development agencies such as utility agencies to increase our development incentive pool.

**EDA3.2.2.** Attract new retailers and entrepreneurs to locate along W. Andrew Johnson Highway and Asheville Highway.

**EDA3.2.3.** Maintain and publicize a user-friendly software and internet site containing development-ready land and buildings with information such as zoning, available utilities, etc.

**EDA3.2.4.** The Greene County Partnership should work with the Town and utility agencies to assess and establish business development target areas for the purposes of directed economic development.

**EDA3.2.5.** The Greene County Partnership should develop an aggressive three-year Target Business Recruitment Plan and begin implementation by 2019. This plan should sell our economic viability, and strengthen and expand our retail and restaurant base. It should capitalize on opportunities to decrease retail and food service leakages to neighboring municipalities.

*Medium Term: 2022-2027*

**EDA3.2.6** Continue EDA3.2.1 through EDA 3.2.3.

**EDA3.2.7.** The Greene County Partnership should present a report of its business recruitment efforts and results to the Board of Mayor and Aldermen. Revisions may be made to the plan as necessary.

**EDA3.2.8.** Begin making the Town's contributions to the Partnership proportional to the latter's business recruitment efforts and results.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

#### *Long Term: 2028-2034*

**EDA3.2.9.** Continue EDA 3.2.1 through EDA 3.2.3.

**EDA3.2.10.** Continue evaluating the results of the Target Business Recruitment Plan while setting new targets, adopting new recruitment approaches, and providing financial support to the Greene County Partnership based on their recruitment efforts and successes.

**EDP3.3.** Target investments in geographic areas with existing economic activity and in growth opportunity areas.

#### *Short Term: 2017-2021*

**EDA3.3.1.** Build on the strategic retail studies for the Greeneville market completed in 2014 and increase retail recruitment efforts.

**EDA3.3.2.** Conduct market studies to extend beyond current and potential retail to include a strategic vision of the general future market.

**EDA3.3.3.** Attract and incentivize corporate retailers, such as general and bulk retailers and restaurants, to locate in the West Andrew Johnson Highway corridor.

**EDA3.3.4.** Attract and promote the location of new businesses, especially specialty, general, and bulk retail and

restaurants in the Asheville Highway business corridor.

**EDA3.3.5.** Create more pad-ready industrial development lots in the existing Industrial Parks.

**EDA3.3.6.** Explore the possibility of annexation to create more industrial lands along major arterial roads.

**EDA3.3.7.** Promote low intensity commercial uses and reduced parking requirements along the Bernard Avenue corridor.

**EDA3.3.8.** Attract and encourage commercial, office and/or multi-family housing developments along the Gass Drive, Emory Road, and Jeff Woods Memorial Boulevard corridor.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDA3.3.9.** Revise the Zoning Ordinance and Subdivision Regulations to permit for the construction of new businesses on excessive or large underutilized parking lots on the East Andrew Johnson Hwy commercial corridor and encourage new businesses to locate on vacant lots along this corridor based on a cluster development concept.

**EDA3.3.10.** Develop a Form-Based Code to promote compact development and walkability in Downtown, and begin the revitalization of the Downtown by incentivizing and promoting investments in housing, commercial, and tourism developments in the Town's core.

### *Medium Term: 2022-2027*

**EDA 3.3.11.** As planning for the E. Church Street extension to Old Shiloh Road proceeds, determine and establish an area along the extension for a neighborhood business district.

**EDA3.3.12.** Continue EDA 3.3.3 through EDA 3.3.8.

**EDA3.3.13.** Continue incentivizing and promoting mixed use development in the Downtown core.



# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDA3.3.14.** Link Tusculum Boulevard, East & West Bernard Avenues, and the Downtown Core as a compact walkable commercial corridor.

**EDA3.3.15.** Work with the community to assess needs in each commercial corridor to determine additional areas that may be opened for commercial and industrial development and develop a strategic plan to fill the gaps.

**EDA3.3.16.** Enhance the W. Main Street commercial corridor with focus on aesthetics and blight elimination.

**EDA3.3.17.** Identify vacant properties in existing commercial corridors, and target them for reinvestment.

### *Long Term: 2028-2034*

**EDA3.3.18.** Evaluate the functioning of commercial and industrial centers and corridors and work with the community to repurpose them for other uses as appropriate.

**EDP3.4. Encourage the adaptive re-use of previously developed and now underutilized commercial properties in Greeneville.**

### *Short Term: 2017-2021*

**EDA3.4.1.** Identify and establish a list of all greyfields and brownfields in our community and begin an assessment of their redevelopment potential.

### *Medium Term: 2022-2027*

**EDA3.4.2.** Complete the assessment of the redevelopment of potential greyfields and brownfields in our community.

**EDA3.4.3** Create a Brownfields Redevelopment Program to encourage the redevelopment of areas with real or perceived environmental contamination.

**EDA3.4.4** Make necessary revisions in the Zoning Ordinance to allow for the redevelopment of greyfields and brownfields considering their specific locations and development potential.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDA3.4.5.** Recruit and incentivize small-scale businesses and clean industries, such as technology and other light manufacturing, subscription fulfillment, catalogue sales, and consulting, which have little impact on environmental quality to locate in grey-field sites in Town.

### *Long Term: 2028-2034*

**EDA3.4.6.** Reassess the greyfield and brownfield redevelopment program and make changes as necessary to promote their redevelopment.



**Abandoned warehouse that was adapted for use as a furniture shop.**

# ATTRACT

## Economic Development

Goals, Policies and Actions



**Snapps Ferry Road Redevelopment  
Readapted as an outdoor stage area a shell building.**



# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDP 3.5.** Increase the diversification of our industrial base to create new jobs and reduce potential local economic shock from the exodus of any company in our community while ensuring land use compatibility and minimizing development cost to the Town.

*Short Term: 2017-2021*

**EDA3.5.1.** Promote both major and small-cap manufacturing.

**EDA3.5.2.** The Greene County Partnership should work in close collaboration with the Industrial Development Board and State partners to increase business recruitment efforts.



**Hardin Industrial Complex has over 80 acres of currently-vacant lots with utilities such as water, sewer, and electric power available for industrial development.**

**EDP3.5.3.** Encourage the location of new industries in areas that minimize infrastructure cost to the Town.

**EDA .5.4.** Promote the location of more industries in the Town's industrial parks, including the certification of industrial sites with the State.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDA3.5.5.** Outside of the industrial parks, prioritize the location of industries in areas where adequate water and sanitary sewer infrastructure and utility capacity exist and where there is safe and convenient access to arterials and major collectors.

**EDA3.5.6.** Expansion of the Town's infrastructure for industrial development at cost to the Town should consider economic cost-benefit analysis and break-even points of the proposed developments.



**Mount Pleasant Industrial Complex**

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDA3.5.7.** Assess and mitigate the environmental impact of manufacturing land uses before encouraging their location and expansion, especially in areas close to residential areas.

**EDA3.5.8.** Encourage manufacturing uses adjacent to residential areas to provide more attractive buildings, larger buffers, and landscaping.

#### *Medium Term: 2022-2027*

**EDA3.5.9.** Continue EDA 3.5.1 through EDA 3.5.8.

**EDA3.5.10.** Create a task force to complete an analysis of existing industrial zoning districts for necessary modifications that reduce infrastructure expansion costs.

**EDA3.5.11.** Consider supporting the extension of water and sewer infrastructure to the section of W. Andrew Johnson Highway that currently lacks such infrastructure to create more business development-ready sites.

#### *Long Term: 2028-2034*

**EDA3.5.10.** Continue EDA3.5.1 through EDA3.5.8.

**EDA3.5.11.** Revise the Zoning Map of the Town as appropriate considering the existing industrial zoning districts analysis and land use compatibility.

### **Business Retention & Expansion**

Businesses are part of our community life. Retaining existing businesses in Greeneville and promoting their expansion are important for local job growth and the minimization of our business recruitment cost. This gives existing businesses a sense of local pride and complements business attraction efforts.

Essential to thriving businesses are their location, an appropriate and timely response to evade business crises, and the willingness and ability to reinvest in the business. Firms benefit from a community's pool of expertise, its skilled workers, its and customers. The community then benefits from competition.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

#### EDG4: Thriving existing commercial and industrial enterprises

**EDP4.1. Adopt a clustering approach to the location and promotion of businesses.**

*Short Term: 2017-2021*

**EDA4.1.1.** Prioritize infilling existing commercial and industrial areas above creating new ones.

**EDA4.1.2.** Identify and group the businesses in our community into clusters.

**EDA4.1.3.** Contact businesses in each cluster, understand their retention and expansion opportunities, and establish an on-going program for businesses to

meet and form stronger networks.

**EDA4.1.4.** Begin assessing, prioritizing, and responding to the retention and expansion needs in each cluster.

**EDA4.1.5.** Create a leadership and mentorship program for emerging businesses within each cluster.

*Medium Term: 2022-2027*

**EDA4.1.6.** Once every two years, assess, prioritize, and address the gaps in each cluster.

**EDA4.1.7.** Continue to engage businesses in each cluster to mentor emerging businesses in the cluster.

#### Partners for Economic Growth

- ❖ Property owners
- ❖ Greene County Partnership
- ❖ Industrial Development Board
- ❖ Main Street Greeneville
- ❖ Greeneville BMA
- ❖ Greeneville Regional Planning Commission
- ❖ Greeneville Historic Zoning Commission
- ❖ Greene County Commission
- ❖ Greeneville-Greene County Airport Authority
- ❖ Existing businesses
- ❖ Educational institutions
- ❖ Public and private utility agencies

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDA4.1.8.** Create a performance parameter and metrics directed at larger businesses in order to track trends and provide early assistance to ensure their continuity in our local economy.

**EDA4.1.9.** Carry out a feasibility study to expand our cluster pool by recruiting new types of businesses that do not yet exist in our community.

**EDA4.1.10.** Annually evaluate the functioning and effectiveness of each cluster and take appropriate steps to resolve any issues.

#### *Long Term: 2028-2034*

**EDA4.1.11.** Maintain up-to-date information on data and infrastructure that businesses need for growth decisions.

**EDA4.1.12.** Implement the findings of EDA4.1.9.

**EDA4.1.13.** Continue EDA4.1.6 and EDA4.1.10.

### Workforce Development

Businesses are attracted to markets with a well-trained and skilled workforce that provide the human capital they need to function. Workforce development, therefore, is directly correlational with businesses attraction, retention, and expansion.

We recognize that human labor is self-perfective and education is the central instrument in the development of our workforce. Education fosters our personal and socio-economic well-being, raises our creativity, promotes entrepreneurship in our community, advances technology, and makes us more productive. Therefore, we consider education a necessity in securing economic progress and improving income earning in our

# ATTRACT

## Economic Development

### Goals, Policies and Actions

community. Education and training cannot be limited to the classroom; rather, it must be linked to “real world” experiences and demands.

We also recognize the need to maintain a workforce that is continuously qualified to fill the demands of the job market. A qualified workforce often includes employees that are free from substance abuse and possess the requisite knowledge and skills.

**EDG5: Create and maintain a qualified, knowledgeable, and skilled workforce.**

**EDP5.1. Value education as an investment in labor force and an opportunity to earn better wages that enhance our quality of life as individuals, families, and community.**

### *Short Term: 2017-2021*

**EDA5.1.1.** Encourage the Greeneville School District to attain and maintain the highest standards of academic and vocational excellence, especially in this highly-computerized and technologically-advanced society, to ensure that students graduate ready to join the workforce.

**EDA5.1.2.** Charge the Greene County Partnership with the responsibility to coordinate workforce development in our community and support its efforts in this regard.

**EDA5.1.3.** The Greene County Partnership should engage all large, employers in our community to determine what knowledge and skills

their employees need, particularly those that are lacking currently, and conduct the following:

- Modify the Greene Technology Center to improve training and promote the development of necessary skills;
- Develop and coordinate the implementation of a job-readiness program for youth; and
- Develop and coordinate a job-skill redevelopment program for adults directed at filling the demands of specific business sectors.

**EDA5.1.4.** Promote the addition of professional programs at WSCC and Tusculum College to provide our residents access to professional training and certification.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDA5.1.5.** Emphasize links between the different levels of education and schools within our community, including secondary schools, technical schools, colleges, and adult education centers, to facilitate the acquisition of knowledge and skills necessary to create and maintain a job-ready workforce in both youth and adults.

**EDA5.1.6.** Carry out a study to determine the job knowledge and skills available in our community but are not currently demanded by the existing labor market.

*Medium Term: 2022-2027*

**EDA5.1.7.** Continue EDA 5.1.1 through EDA5.1.5.

**EDA5.1.8.** Prioritize support for additional professional training and advancement programs at WSCC, Tusculum College, and the Greene Technology Center based on job-market demands.

**EDA5.1.9.** Recruit employers that would use the excessive work knowledge and skills in our community based on the study mentioned above.

**EDA5.1.10.** Seek employers who utilize a broad range of job skills and pay a broad range of wages.

*Long Term: 2028-2034*

**EDA 5.1.11.** Continue EDA 5.1.7 through EDA 5.1.10.

**EDA5.1.12.** Evaluate how workforce supply is responding to workforce demand, and make adjustments as necessary to achieve balance.

**EDA5.1.13.** Expand early childhood education and increase graduation rates in our schools.



# ATTRACT

## Economic Development

### Goals, Policies and Actions

#### Tourism

We cherish the unique character of our history and culture that attract tourists to our community. Considering that tourism is integral to our economy, we welcome visitors to our Town, hope that they enjoy our rich heritage, and seek to make their presence in our community a memorable and joyful experience.

Our community, especially Downtown and its immediate environ, possesses touristic elements. Our rich history as the home of President Andrew Johnson and serving as the capital of the lost State of Franklin help make our Town a place filled with unique historic buildings, artifacts, and architecture. We are host to a National Presidential Cemetery where President

Johnson is buried. Multi- and cross-cultural displays in places such as the Niswonger Performing Arts Center and the Capitol Theatre expand our touristic attractiveness. The increasing

number of cultural events and festivals in Greeneville constantly bring visitors to our community. The Appalachian landscape also constitutes an attractive scenic environment that draws people



Niswonger Performing Arts Center

# ATTRACT

## Economic Development

### Goals, Policies and Actions

to visit, and some to locate in our Town. Our tourist attractions are not seasonal; this eliminates fluctuations in income as well as reductions in employment and tax revenue in our retail and service sectors that would otherwise occur in a seasonal touristic situation.

Tourism efforts continue to contribute to the economic health of our community. In 2015, for example, such efforts increased tourist spending in Greene County by four percent and \$2.27 million in local travel-generated tax receipts – a 5% increase from 2014.

### Greeneville's Tourist Attractions

- Greeneville-Greene County History Museum, showcasing the area's rich heritage from John Sevier and David Crockett to Mordecai Lincoln and President Andrew Johnson
- Actual homes, preserved tailor shop, and personal items of Andrew Johnson, the 17<sup>th</sup> President of the USA
- National Cemetery where Andrew Johnson and his family members are buried
- Dickson-Williams Mansion (built in 1821) used by both the Union and Confederate armies as headquarters during the Civil War
- Civil War Bridgeburner Hanging site at the Railroad Depot on Depot Street
- Bicentennial Park and Big Spring, which prompted pioneers to settle in Greeneville
- Old Harmony Graveyard (circa 1790s) where soldiers from the American Revolution, War of 1812, Mexican-American War, and both Union and Confederate soldiers are interred
- State of Franklin Capitol Replica, recognizing Greeneville as the seat of government from 1785-1788
- Greeneville Cumberland Presbyterian Church, which has a cannonball in its façade, witnessing to the Church being shelled on September 4, 1864.
- St. James Episcopal Church, built in 1850, which is significant for its walnut woodwork and pews, slave gallery, and the oldest organ in the State of Tennessee.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDG6: Year-round tourism opportunities that integrate our local lifestyle, historic and cultural heritage, and natural and built environment.**

**EDP6.1. Emphasize, showcase, and safeguard our touristic attractions as a function of our economic prosperity and identity recognition.**

#### *Short Term: 2017-2021*

**EDA6.1.1.** Preserve and promote our unique historic heritage, culture, recreational amenities, and natural setting that bring visitors and potential residents to our community and enhance community pride.

**EDA6.1.2.** Work with a broad

spectrum of our community to support sports, music, arts, history, and culture as core components of the economic health of our Town.

**EDA6.1.3.** Bring together all groups and institutions in Town carrying out events and coordinate their efforts to provide year-round activities and events that are attractive to our residents and visitors.

**EDA6.1.4.** Produce a single portal of tourist information in our community and publicize it conspicuously on an “Events” page on the Town’s website and through social media channels.

**EDA6.1.5.** Compile and publicize a list of all touristic attractions.

**EDA6.1.6.** Improve the exposure of our tourist attractions through mass media within our community itself, in neighboring municipalities and counties, and at the state level.

**EDA6.1.7.** Improve the Town’s self-image through a robust effort that engages different governmental entities and local organizations to tell our Town’s story.

#### *Medium Term: 2022-2027*

**EDA6.1.8.** Explore the possibility of expanding our touristic attractions to include artifacts from other parts of America and the world-at-large, which may showcase different cultures.

# ATTRACT

## Economic Development

### Goals, Policies and Actions

**EDA6.1.9.** Maintain the coordinated heritage tourism program.

**EDA6.1.10.** Create educational programs to educate the local and visiting public on the local, regional, national, and global heritage that constitutes our deposit of touristic attractions.

**EDA6.1.11.** Evaluate attendance for each event or festival and make necessary changes to improve their excellence.

### *Long Term: 2028-2034*

**EDA6.1.12.** Continue the systematic coordination of our tourism program.

**EDA6.1.13.** Continue to evaluate the contribution of each attraction and make necessary improvements.



# ATTRACT

## Downtown

Downtown Greenville's geographic location, economic growth potential, setting for social interaction, infrastructure for both vehicular and pedestrian transportation, historical significance, presence of educational and administrative institutions, mixed land uses, and unique architecture set the context and lay the foundation for the rediscovery and redevelopment of Downtown Greenville.



**Downtown is the geographical center and economic core of Greenville.**

# ATTRACT

## Downtown

### Concepts & Principles

- **Unique:** A neat, appealing and inviting locus that is recognizable in its built, natural, and human environment as a distinct, important, and special place and space in our community.
- **Vibrant:** An animated place, marked by much indoor and outdoor life and activities, during work hours and after 5:00 pm throughout the week and the year.
- **Diverse:** A socially-integrated area of many and different residents, employers, employees, and visitors from other neighborhoods in our community and from outside our Town.
- **Mixed Land Uses:** A place where a wide range of land uses are located horizontally in different buildings, or vertically in the same building, for residential, commercial, institutional, recreational, or light industrial uses.
- **Compact Building Forms:** An area of a concentrated collection of buildings.
- **Historical:** An architecturally-preserved and refined collection of structures, which serve as journeys into our past and build connections from our history to the present.



# ATTRACT

## Downtown

### Goals, Policies and Actions



**Cannonball lodged in the wall of the Greenville Cumberland Presbyterian Church in Downtown Greenville purported to have been shot during the Civil War.**

**DTG1: Make Downtown the touristic center of Greeneville.**

**DTP1.1. Brand Downtown as a destination.**

*Short Term: 2017-2021*

**DTA1.1.1.** Establish a Downtown Revitalization Committee, which will focus on fostering the realization of the goals, policies and actions for Downtown revitalization in this Comprehensive Plan, steer the making of a Downtown Master Plan and its subsequent implementation.

**DTA1.1.2.** Continue promoting the history and culture of Downtown Greeneville.

# ATTRACT

## Downtown

### Goals, Policies and Actions

**DTA1.1.3.** Develop an aesthetically-pleasing and attractive wayfinding system for vehicles and pedestrians in Downtown that brand the historicity and economic vibrancy.

**DTA1.1.4.** Improve tourism-related signage, including wayfinding, directional signs, and improved landscaping along the Town's main gateways into Downtown.

**DTA1.1.5.** Emphasize curb appeal for attractions and businesses in the Downtown area.

**DTA1.1.6.** Recruit local high-quality merchants to the Downtown hub.

**DTA1.1.7.** Increase the Downtown critical mass by increasing retail shops and dining establishments, allowing for outdoor life, and entertainment after 6:00 pm in Downtown.

**DTA1.1.8.** Develop central-located and accessible visitor information kiosks.

**DTA1.1.9.** Begin considering locations for a Town Square and a Downtown public park in the Downtown core as part of the Downtown Master Plan.

*Medium Term: 2022-2027*

**DTA1.1.10.** Continue implementation of DTA1.1.2 through DTA1.1.8.

**DTA1.1.11.** Begin construction of a Downtown Town Square to serve as a central community gathering place in the Downtown core.

**DTA1.1.12** Improve gateways and entrances to Downtown through the improved use of enhanced plantings, street trees, street furniture, public art, and renovation of the "Olde Town Gate" to a more attractive Downtown gateway sign that portrays the history, business, and recreational character of Downtown.

**DTA1.1.14** Continue to make beautification and outdoor life a priority throughout Downtown.

# ATTRACT

## Downtown

### Goals, Policies and Actions

**DTA1.1.15.** Intensify the promotion of tourism in our community through electronic and social media.

**DTA1.1.16.** Work with civic groups to provide public restrooms in Downtown as part of the Downtown Master Plan.

*Long Term: 2028 - 2034*

**DTA1.1.17.** Carry out a comprehensive assessment of the impact made on tourism from Downtown improvements in the short- and medium-term.

**DTA1.1.18.** Take action as necessary from the assessment mentioned in DTA1.1.17 to continue promoting tourism in Downtown Greeneville.

**DTP 1.2. Promote arts, culture, and entertainment.**

*Short Term: 2017-2021*

**DTA1.2.1.** Develop an outreach and recruitment program for gallery owners.

**DTA1.2.2.** Encourage studio and gallery space in Downtown.



**DTA1.2.3.** Preserve and encourage the Capitol Theatre by emphasizing and supporting its viable operation as a Downtown destination venue.

**DTA1.2.4.** Consider partnering with the Niswonger Performing Arts Center, the Arts Council, institutions of learning, local artists, and other stakeholders to create an Appalachian Arts and Culture center that will celebrate Greeneville's history and southern culture through educational, recreational and entertainment programming in the arts, languages, cuisine, and other unique cultural elements.

**DTA1.2.5.** Showcase local artists' work to strengthen Downtown's role as an arts and cultural hub and improve visibility of a Downtown art corridor.

# ATTRACT

## Downtown

### Goals, Policies and Actions

**DTA1.2.6.** Provide monthly attractions and events to draw both locals and visitors into Downtown.

*Medium Term: 2022-2027*

**DTA1.2.7.** Continue DTA 1.2.1 through DTA 1.2.6.

**DTA1.2.8.** Redesign and reconstruct W. Depot Street to provide for outdoor entertainment.

*Long Term: 2028-2034*

**DTA1.2.9.** Assess the progress made in the promotion of arts and culture in Downtown and take necessary action to retain and intensify these promotions.

**DTP1.3. Preserve Downtown’s historic architecture.**

*Short Term: 2017 – 2021*

**DTA1.3.1.** Support and assist the Historic Zoning Commission in completing revised Design Guidelines for historic structures.

**DTA1.3.2.** Continue the review and approval of improvements to historic structures by the Historic Zoning Commission.

**DTA1.3.3.** Greeneville’s Historic Zoning Commission should work with a Downtown Revitalization Committee and the Greeneville Regional Planning Commission to recommend precise

and detailed procedures for the identification and designation of historic resources.

**DTA1.3.4.** Explore new avenues and incentives to support improvements and the restoration of historic structures, including grants, tax relief, loans, and loan guarantees.

**DTA1.3.5.** Inform and educate owners of properties in the historic district on historic preservation and tax breaks associated with historic preservation as well as other funding avenues available to assist in the preservation of their properties.

# ATTRACT

## Downtown

### Goals, Policies and Actions

#### *Medium Term: 2022-2027*

**DTA1.3.6.** Continue reviewing maintenance projects for properties in the historic district in accordance with the established design guidelines.

**DTA1.3.7.** Continue promoting public awareness of Downtown's historic resources and their value for the future of Downtown and overall community.

#### *Long Term: 2028-2034*

**DTA1.3.8.** Continue promoting historic preservation in the Downtown area, providing preservation incentives, and public awareness of the value of historic preservation.



**DTA 1.3.9.** Review the historic properties preservation guidelines of the Town has adopted in accordance with DTA1.3.1 and make revisions as necessary.

# ATTRACT

## Downtown

### Goals, Policies and Actions

#### **DTG 2: Redevelop Downtown as a Mixed Land Use Area.**

Downtown Greeneville has many corridors, each with distinct character, building form and intensity, predominant land uses, and levels of activity. This is the first time the Town is articulating a plan for each corridor or sub-zone in the Downtown geographical area. Designating these sub-zones and emphasizing the predominant character and development potential of each offers the opportunity to revitalize Downtown holistically, to foster the compatibility and functionality of land uses, and to promote a heightened sense of place.

**DTP2.1. Promote different land uses while ensuring land use compatibility within Downtown.**

**DTA2.1.1.** Adopt the following six sub-zones of the Downtown area within the Zoning Map and Ordinance of the Town:

- Historic Core (DT-1)
- Opportunity (DT-2)
- Innovation (DT-3)
- Civic & Education (DT-4)
- Park & Open Space (DT-5)
- Residential Catalytic (DT-6)

The priority areas for these subzones are shown in Map DT 1.

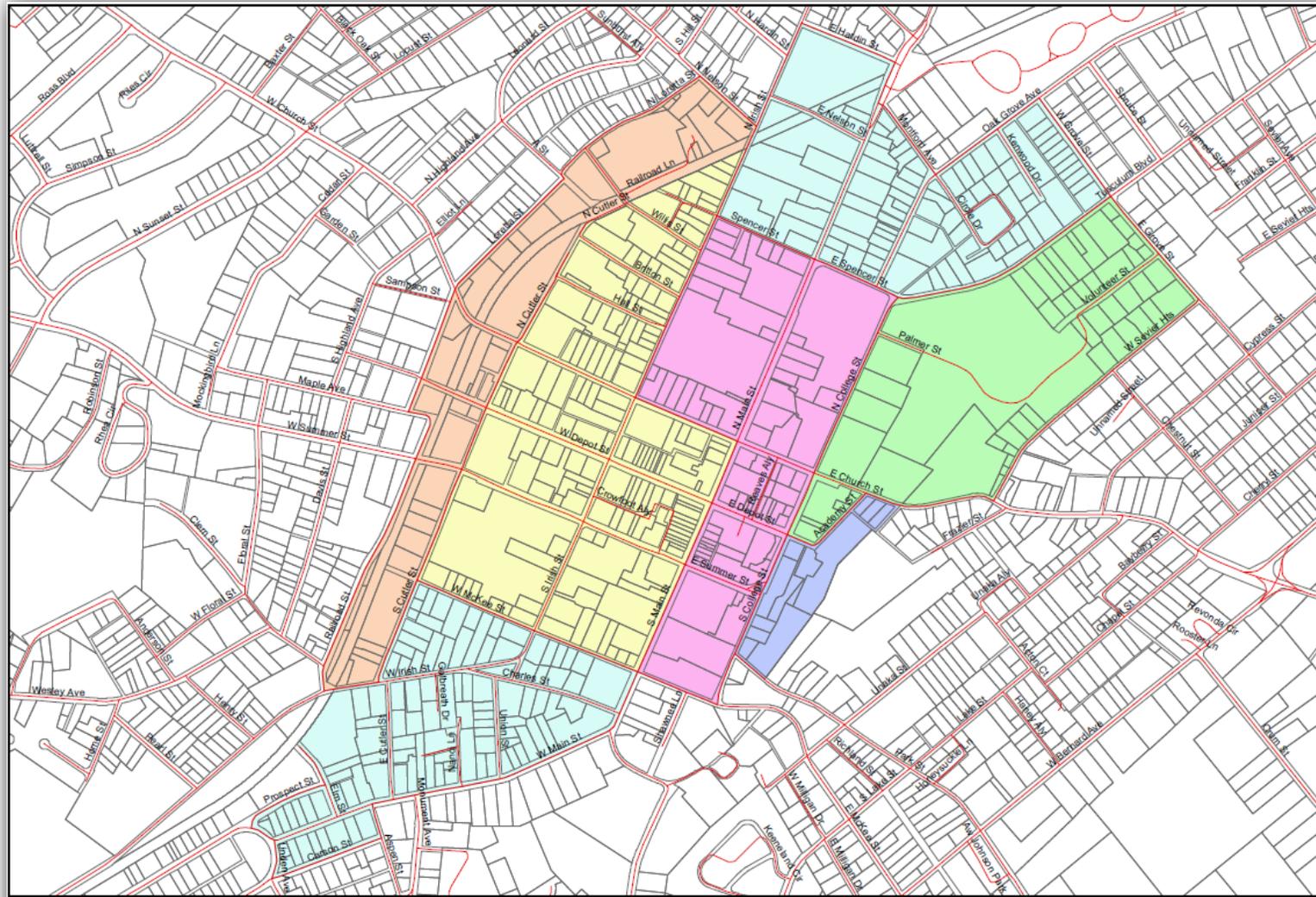
**DTP2.2. Promote and prioritize historic preservation, building maintenance, arts and culture, tourism and economic growth in the Downtown Historic Core corridors.**

**DTA2.2.1.** The Historic Core sub-zone of Downtown is predominantly along Main Street and is currently the most active and intense part of the Downtown core.

**DTA2.2.2.** The Downtown Historic Core and the Opportunity sub-zones are the priority areas for high-density, mixed-use developments.

# ATTRACT

## Downtown



Map DT1:  
Downtown  
Mixed Use  
Corridors

		<b>Downtown Mixed Use Corridor Plan</b>			
		<b>Not to Scale</b>			
<small>This map was prepared by the Town of Greenville, Public Works Department. It was compiled using information from the Greene County Property Assessor's Office and the Town of Greenville Planning Department. This is not an engineering map.</small>		Civics & Education	Opportunity	Historical	Park & Open Space
		Innovation	Residential		

# ATTRACT

## Downtown

### Goals, Policies and Actions

**DTA2.2.3.** The Historic Core sub-zone is planned to maintain its high building intensity and building heights, creating a concentration of office, civic, cultural, entertainment, housing and retail uses – all within proximity to each other.

**DTA2.2.4.** Build on the rich heritage, collection of historic buildings, and our designated Main Street community status as well as economic and touristic development opportunities in the Historic Core to create an environment of distinctive character and quality.

**DTA2.2.4.** Maintain the current contributing historic buildings both in this subzone and outside of the Historic Core subzone.

**DTA2.2.5.** Apply the following development standards in the DT-1:

- Two to six story buildings
- Zero lot line building setbacks
- High concentrations of employment with densities of 10 employees per acre or more
- Pedestrian-scale buildings at street level
- Uses: Residential, civic, arts, cultural, entertainment, office, hotels, visitor services, religious, open space and ground-floor retail.

**DTP 2.3. Promote and prioritize the Downtown Mixed-Use Opportunity (DT-2) sub-zone as an area for public investment and public incentivization of the private sector to create a mix of public gathering space, office, retail,**

**lodging, entertainment, civic uses, and residential uses.**

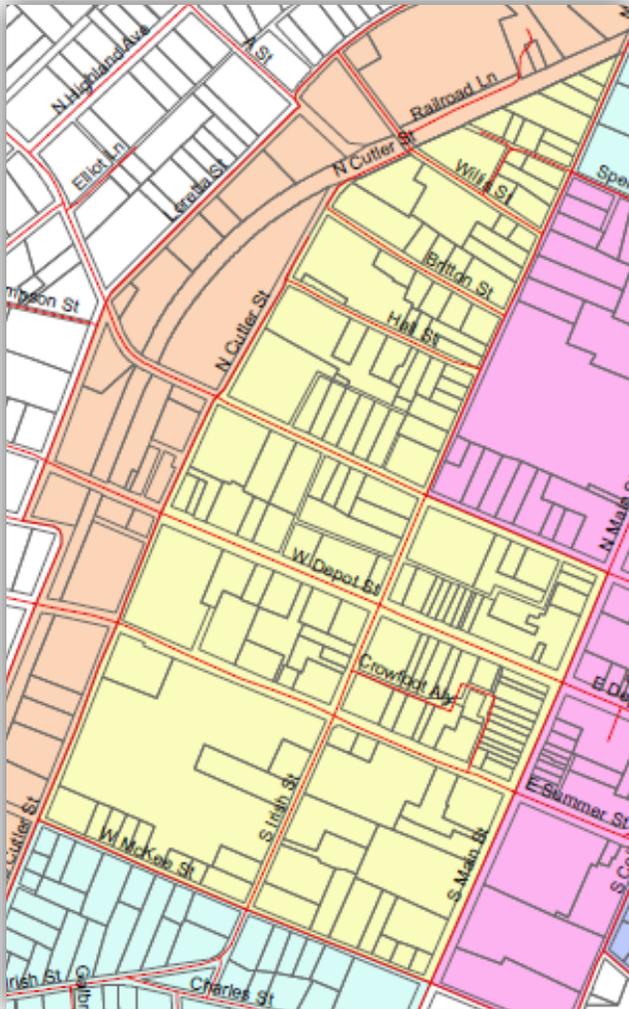
**DTA2.3.1.** Locate the Downtown Mixed Use Opportunity sub-zone as located west of the Historic Core sub-zone.

**DTA2.3.2.** Take advantage of the vacant developable lots, many unoccupied spaces in some buildings, and some demolished buildings on W. Depot Street as opportunities for a vigorous economic, residential, and social redevelopment of the area to foster the vibrancy of Downtown.

# ATTRACT

## Downtown

### Goals, Policies and Actions



**DTA2.3.3** Exclude areas in the DT-2 that are not currently in the Historic District from the Historic Overlay during the planning period of this Comprehensive Plan.

**DTA2.3.4.** New development should cater to populations interested in a live-school-and-work environment.

**DTA2.3.5.** Public and private improvements should be made in the DT-2 to cater for high volumes of pedestrian traffic and outdoor dining for restaurants.

**DTA2.3.6.** Redesign West Depot Street from Main Street to Irish Street (and potentially to Cutler Street) to allow for outdoor dining.

**DTA2.3.7.** Tax abatement and other incentives should be applied to encourage mixed-use buildings with commercial uses on lower floors and residential on upper floors.

**DTA2.3.8.** Apply the following development standards in this DT-2 subzone:

- Three to seven story buildings
- Medium to high density residential developments
- Compact mix of retail on ground floor with office, loft apartments, and lodging on upper floors

# ATTRACT

## Downtown

### Goals, Policies and Actions

- Pedestrian scale at street level
- Zero lot line building setbacks
- Use design review to ensure quality architecture that fits into the general character of the Downtown

**DTP2.4. Promote and prioritize the Downtown Mixed Use: Innovation (DT-3) sub-zone as an area prioritized for adaptive re-use of existing buildings or demolition and the rebuilding of existing buildings for single or mixed land uses.**

**DTA2.4.1.** The Downtown Mixed Use Innovation sub-zone is established west of the Downtown Mixed Use Opportunity corridors.

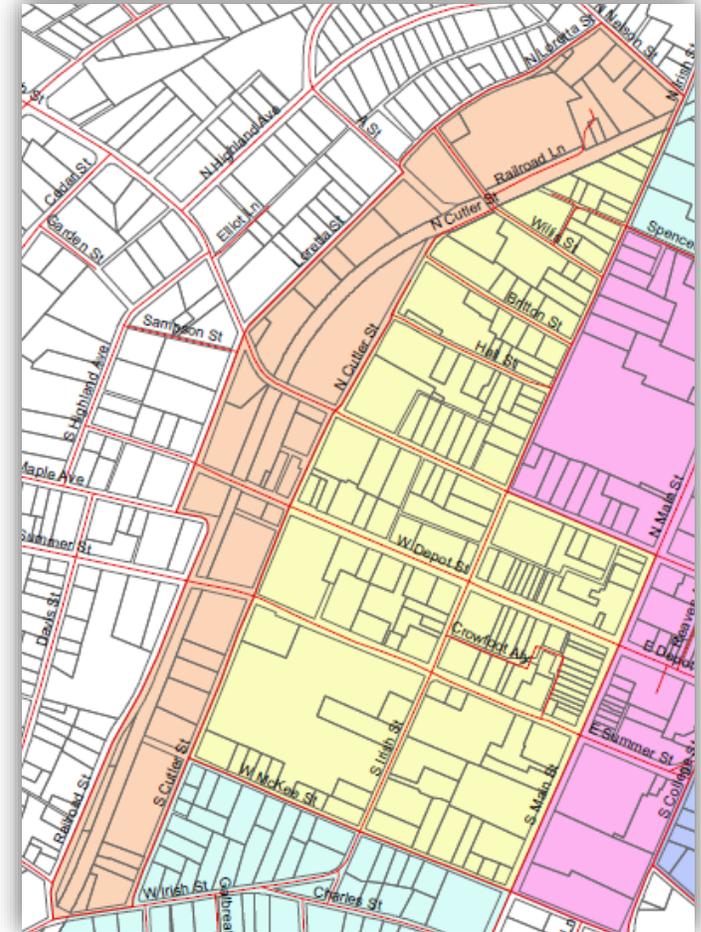
**DTA2.4.2.** Take advantage of many buildings that were used as

warehouses for industries in the past (but are now vacant) to promote business innovation through the adaptive re-use of warehouses for low impact industrial and commercial uses, such as bakeries, breweries, and wineries, or the demolition of the buildings for new mixed land uses.

**DTA2.4.3.** Place the DT-3 second to the DT-2 in the order of priority for public incentivization of private sector investments.

**DTA2.4.4.** Apply the following standards for development in the Innovation Subzone:

	Civics & Education		Opportunity
	Historical		Park & Open Space
	Innovation		Residential



# ATTRACT

## Downtown

### Goals, Policies and Actions

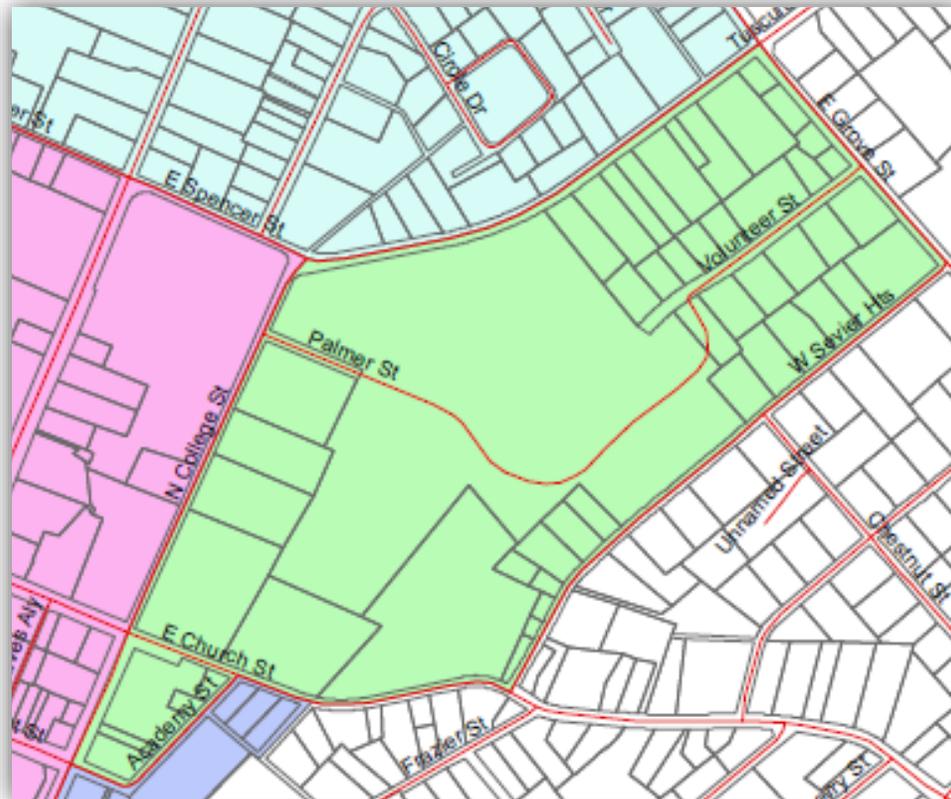
- At least two stories if demolished and re-built for uses such as residential, commercial, etc.
- Low impact industrial uses such as wood workshops, body shops, micro-breweries, and bakeries.
- No buffer zone required separating buildings unless the proposed use adjoins an existing single-family residential house.
- 10' setback for principal buildings from side and rear property lines a zero frontline building setback

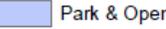
**DTP2.5 Promote and prioritize the Downtown Mixed-Use Civic and Education sub-zone (DT-4) as an area that provides permanent or temporary housing, semi-public uses, civic or governmental services, and education.**

**DTA2.5.1.** The DT-4 is established predominantly in the College Street corridor and extending into a section of the Tusculum Boulevard corridor.

**DTA2.5.2.** Considering that uses in in the DT-4 have high hourly parking demands, encourage off-street parking in parking lots in this sub-zone.

**DTA2.5.3.** While some housing is permissible, the DT-4 subzone should be primarily developed with new medium to high density office and institutional public spaces that will complement other existing similar uses in the Downtown Mixed Use Core.



 Civics & Education	 Opportunity
 Historical	 Park & Open Space
 Innovation	 Residential

# ATTRACT

## Downtown

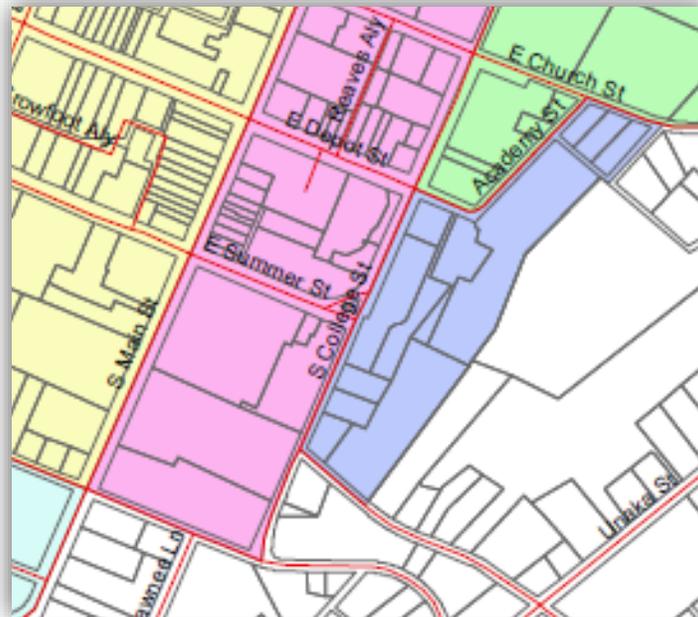
### Goals, Policies and Actions

**DTA2.5.4.** Apply the following standards to developments in the DT-4:

- Two to six story buildings
- Improve streetscaping and pedestrian facilities that connect the high school and Walters State Community College
- Provide public art in the area opposite WSCC, at the intersection of Tusculum Boulevard and Church Street.
- Existing and new public parking structures in the DT-4 sub-zone should be strategically located to capture motorists at the earliest and most convenient locations upon entering Downtown, to provide convenient and safe additional parking for WSCC, and to encourage more pedestrian circulation within Downtown.

- Encouraged Uses: educational institutions, governmental or civic services, housing, arts and culture, and public off-street parking.

### DTP2.6. Promote and prioritize the Downtown Mixed Use Open Space

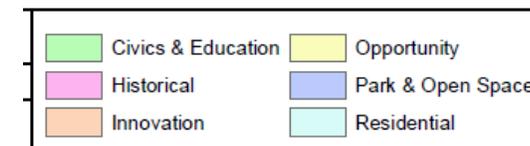


**(DT-5) corridor for. the a creation of a public park in Downtown.**

**DTA2.6.1.** The Downtown Mixed Use Park and Open Space (DT-5) sub-zone is established on the southeastern side of Downtown.

**DTA2.6.2.** Take advantage of the current vacant and greenspace character of this area as a great resource for open space recreation and the presence of Big Spring as an additional opportunity for the development of a Downtown Park.

**DTA2.6.3.** Maintain or enhance the



# ATTRACT

## Downtown

### Goals, Policies and Actions

green space character of this corridor to further provide a buffer between the Downtown and the adjoining single-family residential neighborhoods to the east of Downtown.

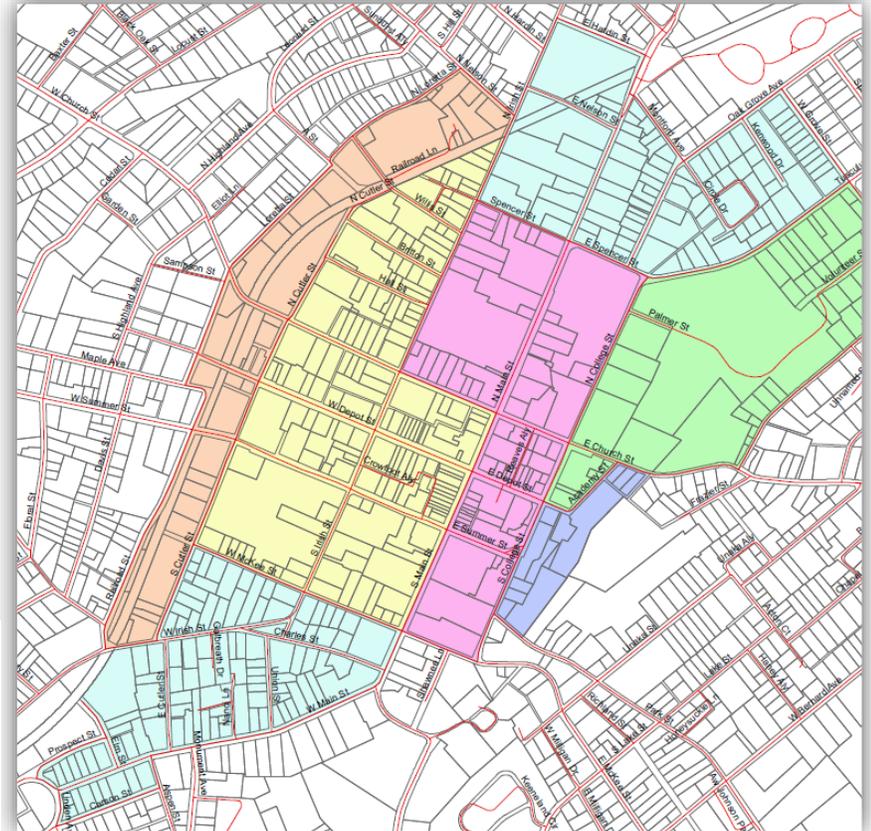
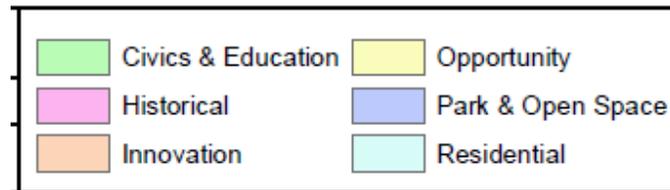
**DTA2.6.4.** Consider connecting the Takoma Nature Trail to the DT-5 sub-zone.

**DTA2.6.5.** Provide and maintain excellent pedestrian connections between the proposed public square to be created in the DT-2 and DT-5 sub-zones to best integrate non-vehicular circulation throughout Downtown.

**DTP2.7.** Promote and prioritize the Downtown Mixed-Use Residential Catalytic (DT-6) sub-zone as an area of predominantly residential uses and

those uses that primarily support family life, such as day care facilities.

**DTA2.7.1.** Provide and improve pedestrian circulation paths from the DT-6 sub-zone to other sub-zones of the Downtown. The DT-6 sub-zone has the potential to bring new energy to Downtown, add to the pedestrian traffic of Downtown and leverage further development in the immediate surroundings of Downtown.



# ATTRACT

## Downtown

### Goals, Policies and Actions

**DTA2.7.2.** Two areas of the DT-6 sub-zone are established: one to the south and one to the north of the Historic Core sub-zone.

**DTA2.7.3.** Apply the following standards to developments in the Residential Catalytic corridors:

- One to three story buildings
- 20' principal building front yard setbacks
- Up to 40% of total floor area (TFA) permitted for customary home occupations
- May increase densities and building heights nearer to the Downtown Mixed-Use Historic Core.
- Encouraged Uses: Primarily residential and live-work uses, some open space and small home offices, town houses and condo units with front door entries to the street and garage entries from the rear, if possible.



# ATTRACT

## Downtown

### Goals, Policies and Actions

**DTG3: More permanent residential and short-stay opportunities in Downtown.**

**DTP3.1. Develop incentives for a diverse mix of housing types.**

*Short Term: 2017-2021*

**DTA3.1.1.** Revise the Zoning Ordinance to ensure that zoning in Downtown and surrounding neighborhoods facilitates multi-family residential development, and that live-work space is also allowed.

**DTA3.1.2.** Work with the Greeneville Housing Authority and others to offer incentives while building public-private partnerships with developers to provide affordable housing,

medium- and high-density residential development, senior housing, housing for those with special needs, and market rate rental housing, especially in the DT-2, DT-3, and DT-6 subzones.

**DTA3.1.3.** Encourage, especially in the DT-6 subzone and the immediate surroundings of Downtown, rental

apartments for students, young professionals, and persons of different income levels.

**DTA3.1.4.** Partner with the Greene County Commission to establish a tax increment financing (TIF) or other tax abatement methods as revenue sources to reduce up front development costs.



# ATTRACT

## Downtown

### Goals, Policies and Actions

**DTA3.1.5.** Promote small and medium-sized conventions and conferences in Downtown.

*Medium Term: 2022-2028*

**DTA3.1.6.** Assess the impact that development incentives has had in the revitalization of Downtown and take revision measures as necessary to continue promoting Downtown revitalization.

**DTA3.1.7.** Explore the possibility of marketing Downtown as a winter destination.

**DTA3.1.8.** Continue promoting conventions and conferences in Downtown.

*Long Term: 2028-2034*

**DTA3.1.9.** Survey and assess the progress made in improving permanent and short-stay rentals in Downtown and take actions as necessary to continue increasing permanent living and temporal stays in Downtown.

**DTG4: Jumpstart Downtown business investment.**

**DTP4.1: Target start-up businesses, recruit retail, and promote other commercial investments.**

**DTA4.1.1.** Identify and pursue opportunities for neighborhood retail, such as a small grocery, drug store, or other services, for current and future

Downtown residents.

**DTA4.1.2.** Identify and pursue an anchor retail tenant, such as a department store, that can strengthen Downtown's drawing power.

**DTA4.1.3.** Identify and pursue retailers that appeal to visitors, including restaurants and one-of-a-kind shops.

**DTA4.1.4.** Expand retail services to serve residents and tourists through the week and year-round. Recruit and locate a micro-brewery in Downtown.

*Medium Term: 2022-2027*

**DTA4.1.5.** Continue to mitigate development costs in Downtown

# ATTRACT

## Downtown

### Goals, Policies and Actions

especially for developments in the DT-2 sub-zone and the DT-3 sub-zone through tax incentives or other means to enhance commercial development feasibility.

**DTA4.1.6.** By increasing public parking supply in Downtown, encourage commercial, arts & entertainment, and office developers to utilize Downtown on-site parking exemptions while ensuring that other public parking is adequate to serve increased employment and residential growth.

*Long Term: 2028-2034*

**DTA4.1.7.** Consider further assistance measures to make rehabilitation and redevelopment of properties Downtown.



# ATTRACT

## Downtown

### Goals, Policies and Actions

**DTP4.2. Energize the ground floors of Downtown buildings.**

*Short Term: 2017-2021*

**DTA4.2.1.** Encourage streetscape and storefront façade improvements, in addition to active ground floor retail uses, to enhance Downtown’s comparative advantage as a unique shopping environment.

**DTA4.2.2.** Consider requiring ground-floor retail or arts and culture in new buildings in the DT-2 subzone while allowing this in other sub-zones, such as DT-1 and DT-3.

**DTA4.2.3.** To the extent possible, provide on-site parking for

redevelopments in the DT-4 and DT-5 sub-zones and encourage parking spaces be located at the rear of buildings. Where such parking areas are located in the front of the site, use street trees to reduce visibility of the parking lot from the street.

**DTG5. Strengthen the hub of civic facilities, offices, and employment Downtown.**

**DTP5.1. Maintain and encourage the presence and expansion of WSCC and Greeneville High School.**

**DTP5.2. Make Downtown a priority location for all federal, state and local government administrative employment and services.**

**DTP5.4. For properties with on-site parking, consider parking provisions that offer parking providers incentives to share parking resources with other properties.**

**DTG6. Improve the transportation network, choices, and parking in Downtown.**

**DTP6.1. Improve the streetscape in Downtown.**

**DTA6.1.1.** Provide capital improvements to the surrounding streetscape environment along with marketing Downtown amenities to employers.

**DTA6.1.2.** Sidewalks should be wide,

# ATTRACT

## Downtown

### Goals, Policies and Actions

enough to accommodate street trees, light fixtures, amenities, and a pedestrian movement zone of at least six feet and eight to twelve feet on primary pedestrian streets.

**DTP6.2. Improve pedestrian accessibility in Downtown.**

**DTA6.2.1** Improve transportation and land use compatibility in Downtown.

**DTA6.2.2.** Maintain a prohibition on large commercial trucks from traveling through Downtown.

**DTA6.2.3.** Improve the sidewalk system capacity along Main Street from Church Street to the Tusculum Boulevard intersection with N. Main Street.

**DPT 6.3. Provide a coordinated public parking system.**

**DTA6.3.1** Develop a system-wide way-finding signage program that directs users to parking and informs them of vacancies.

**DTA 6.3.2.** Encourage parking supply alternatives such as shared parking between Downtown properties.

