

*Chapter 2:
The Goals & Objectives*



Comprehensive Plan 2025



A Community Vision

The City of Greenville has taken an important step in guiding its future with the decision to undertake this comprehensive planning process. The purpose of the *Goals & Objectives* chapter of the Comprehensive Plan is to state clear goals for the City and to identify clear directions that should be taken to achieve such goals. It is the goals and objectives established herein that will determine the focus of the Comprehensive Plan recommendations contained within subsequent chapters. In essence, Greenville’s Comprehensive Plan should reflect:

...public decision-making, which emphasizes explicit goal-choice and rational goals-means determination, so that decisions can be based on the goals people are seeking and on the most effective programs to achieve them.

People and Plans: Essays on Urban Problems and Solutions, Herbert J. Gans, Preface, pg. vii

Identifying and establishing a community vision are important parts of the process of identifying goals and objectives. The following vision statement was devised during the comprehensive planning process. This vision statement has been used as a guide in establishing the goals and objectives within this chapter and in determining Plan recommendations.

The City of Greenville should be a community that is safe, friendly, and family-oriented where residents enjoy affordable homes, quiet, safe neighborhoods, and a positive community spirit; the City should attract and promote thriving businesses which provide goods and services for our community and the surrounding area.



Illustration 2-1
A Clear Vision Is Important for the Future of Greenville



Issue Identification

At the February 4th, 2003 Steering Committee meeting, Committee members were asked to identify major issues that they thought Greenville was currently facing or would face in the future. The discussion clearly indicated members' views concerning quality of life issues, the City's strengths and weaknesses related to development, as well as other vital characteristics that will help to provide a basis for the goals and objectives. The issues outlined in the following list were determined to be of primary importance to the future of the City by the Comprehensive Plan Steering Committee. It should be noted that the list is not in any order of priority.

LAND USE:

- Land uses along Interstate Highway 30; promote those that would be most beneficial to the City
- Guidelines for areas along Interstate Highway 30, U.S. Highway 69, Lee Street Corridor, and other major roadways

- Infill policy, especially in the northern area
- Connect the community - create community pride
- Keep single-family zoning, SF-1, SF-2, and SF-3, as is
- Provide general density guidelines, not specific (i.e., a map)

TRANSPORTATION:

- North/south transportation flow
- Downtown traffic flow
- Frontage roads along Interstate Highway 30; need to maintain two-way service roads and current ingress/egress of highway ramps if possible
- An outer loop system around the City

HISTORIC PRESERVATION:

- Possible overlay district for the downtown area and/or other areas of the City
- Guidelines for historic districts
- Incentives for preservation

COMMUNITY IMAGE:

- Community pride
- Gateway treatments
- Signage (no billboards)
- Landscape guidelines
- Development guidelines
- Connected community

HOUSING:

- Housing in the northern area
- The Lee Street Corridor
- Improvement programs for housing inventory

ANNEXATION & GROWTH

MANAGEMENT:

- Areas around Interstate Highway 30, along frontage roads
- Adjust City limit lines to be more consistent
- Water and sewer availability
- Non-aggressive approach

DOWNTOWN AREA:

- Work with Main Street Program objectives
- Create special incentives, such as a Tax Increment Finance (TIF) District and/or a Tax Increment Refinancing Zone (TIRZ)
- Special electric rates
- Tax break programs
- Aggressive marketing program
- Define the type of retail that is desired within Downtown
- Partnership programs
- Overlay district
- Guidelines for façade and building maintenance
- Investigate the need for more lenient codes for renovation of older buildings (e.g., sprinkler systems)

PARKS & OPEN SPACE:

- Trail system within City - walking/jogging/bike
- Qualify for park grants
- Regulations on parks - better standards
- Create better playing fields - larger playing fields
- Create Capital Improvement Programs for park sites

- Keep additional phases of the Sport Park under consideration and in the planning/development stages
- Joint partnership with schools for building sites, playground sites, maintenance projects
- Rehabilitate Graham Park
- Evaluate the lakes to the north for recreation purposes - family fishing, camping, walkways, etc.
- Develop improvement guidelines
- Look into a Park Dedication Ordinance and a park pro-rata ordinance for land purchase
- Create a Regional Detention Plan for the area, and possibly create lakes in southern portion of City

The 2002 Citizen Attitude Survey

In order to ensure that this Comprehensive Plan was written based on the desires of citizens of Greenville and on their views regarding various issues within the City, a citizen survey was conducted by Raymond Turco & Associates, Inc. as part of this comprehensive planning process. The survey addressed many of the significant elements affecting the City currently, as well as many of those which may affect it in the future. Citizen response to the survey was an integral part of the formulation of each chapter of the Comprehensive Plan. A summary of this survey is included in Appendix A. In addition, Steering Committee members were given the survey separately to determine the correlation between the attitudes of citizens in general with those of the committee members, where applicable.

Quality of Life

When asked how satisfied or dissatisfied they were with the quality of life in Greenville, responses of the general public were extremely positive. Specifically, 70 percent were *satisfied* and 13 percent were *very satisfied*, for a total of 83 percent that were generally satisfied. This can be compared with 16 percent that were *dissatisfied* and two percent *very dissatisfied*. These percentages represent a satisfied to dissatisfied ratio of more than five to one (5:1). Responses to the same question by Steering Committee members were slightly more positive, with 33 percent and 56 percent either *very satisfied* or *satisfied*, respectively, adding up to a total of 89 percent. The remaining 11 percent of committee member responded that they were *dissatisfied*; none responded *very dissatisfied*. Quality of life is an issue that is addressed throughout the Comprehensive Plan; each chapter deals with various aspects that collectively are intended to contribute to the overall quality of life in Greenville.

Critical Issues

Citizens were asked an open-ended question about what they thought was the most critical issue facing Greenville today. The critical issues identified that relate to this comprehensive planning process were *City government/City Council*

(11 percent), *street maintenance infrastructure* (4 percent), *growth* (4 percent), and *city appearance/cleanliness* (4 percent). The Comprehensive Plan addresses City government by establishing a policy framework for decision-making. Street maintenance is addressed within the Thoroughfare Plan (Chapter 5). Growth is addressed in many ways throughout the Comprehensive Plan, and specifically dealt with within the *Future Land Use Plan* (Chapter 4) and the *Infrastructure Plan* (Chapter 5). Greenville's appearance is addressed primarily within the Neighborhood & Business Enhancement Plan (Chapter 10).

Impact on the Comprehensive Plan

The survey posed several questions related to subjects that will be addressed within Comprehensive Plan. There were survey questions on citizens' attitudes toward retail establishments, multiple-family uses, parks, downtown, housing cost, and general growth and development. At the beginning of each chapter of the Comprehensive Plan, survey questions that relate to that specific chapter are outlined. Responses to those questions were considered during discussions with the Comprehensive Plan Steering Committee, and were addressed to the fullest extent possible in the recommendations made within this Plan.

Goals & Objectives

In a broad sense:

Goals are *general statements* concerning an aspect of the City's desired ultimate physical, social and/or economic environment. Goals set the tone for development decisions in terms of the citizens' desired quality of life.

Objectives express the kinds of *action* that are necessary to achieve the stated goals without assigning responsibility to any specific action.

The policies and recommendations related to these goals and objectives are contained within subsequent chapters of this Plan will help to clarify the *specific position* of the City regarding a particular objective, and will encourage *specific courses of action* for the community to undertake to achieve the applicable stated objective. The goals and objectives established herein relate to the recommendation chapters of Greenville's Comprehensive Plan.

Goals & Objectives Related to Thoroughfares

GOAL 1:

Provide an efficient, safe and connective transportation system that is coordinated with existing needs and with plans for future growth; this system should be economical and responsive to adjacent land uses.

Objective 1.1:

Use the *Thoroughfare Plan* in conjunction with the *Future Land Use Plan*, specifically to ensure that the various land uses within the City and ETJ are accommodated by the transportation system.

Objective 1.2:

Work closely with regional transportation planning groups to ensure that regional transportation issues, especially those that directly affect Greenville (e.g., frontage roads), are addressed with City input.



Objective 1.3:

Ensure that the following concerns are addressed when making decisions regarding transportation within the City:

- ◆ Regional transportation,
- ◆ Roadway integrity (i.e., ensuring mobility),
- ◆ Roadway maintenance,
- ◆ Adequate access (to and from Greenville, and to and from land uses and residential subdivisions within Greenville),
- ◆ Connections between existing roadways,
- ◆ Neighborhood traffic concerns,
- ◆ Signalization, and
- ◆ Impact of various types of land uses (i.e., trip generation and parking needs).

Objective 1.4:

Ensure the continued availability and usability of frontage roads along Interstate Highway 30.

Objective 1.5:

Maintain the frontage roads along Interstate Highway 30 that currently provide needed access to areas of Greenville.

Objective 1.6:

Improve the current accessibility of Interstate Highway 30 in terms of ingress and egress.

Objective 1.7:

Determine an appropriate location for an outer loop around the City.

Objective 1.8:

Utilize the *Thoroughfare Plan* to identify rights-of-way locations (for dedication purposes) and criterion such that future growth can be accommodated; ensure that criterion are integrated into the City's Subdivision Ordinance.

Objective 1.9:

Investigate ways in which the development community can assist in protecting the integrity of roadways in Greenville.

Objective 1.10:

Ensure that a positive image of Greenville is reflected within major transportation corridors. {Related objectives are also under the *Future Land Use* subject heading.}

Objective 1.11:

Ensure that local roadways can accommodate increases in traffic, and that local intersections are adequate.

Objective 1.12:

Utilize the *Thoroughfare Plan* to establish standards for shared drives, for circulation within new developments, and for protecting the integrity of major roadways; ensure that such standards are integrated into the City's Subdivision Ordinance.

Objective 1.13:

Investigate ways in which north-south circulation within the City can be improved.

Objective 1.14:

Investigate ways in which transportation facilities in and around Downtown Greenville can be improved.

Goals & Objectives Related to Future Land Use

GOAL 2:

Encourage the most desirable and efficient use of land while enhancing the physical and economic environment of Greenville.

Objective 2.1:

Ensure that local land use policies encourage appropriate areas, both in terms of access and adjacency, for the development of nonresidential uses.

Objective 2.2:

Establish standards related to the development of nonresidential uses in order to ensure a positive visual perception of Greenville along major thoroughfares, specifically Interstate Highway 30, U.S. Highway 69, and Lee Street.

Objective 2.3:

Establish land use policies (within the Zoning Ordinance) to encourage the area along Interstate Highway 30 to become a high quality retail and light commercial corridor that would enhance Greenville, both economically and visually.

Objective 2.4:

Establish land use policies to encourage new commercial and industrial development within existing commercial and industrial areas.

Objective 2.5:

Ensure that Greenville's land use policies encourage a balance of land uses such that there are adequate areas for nonresidential uses that will provide the essential tax base needed for the City to support existing and future residents.

Objective 2.6:

Ensure that the regulatory policies within the City's Zoning Ordinance and related map are consistent with current City needs and desires.

Objective 2.7:

Identify specific land uses that are needed to serve the citizens of and visitors to Greenville, such as healthcare-related land uses, hotels, recreation, and retail; establish ways in which the City can proactively attract these identified land uses.

GOAL 3:

Maintain and enhance the City's local character and aesthetic value through land use planning.

Objective 3.1:

Review, and if necessary revise, the City's Zoning Ordinance to ensure that high standards are required for new development, both residential and nonresidential along highways and the Interstate.

Objective 3.2:

Review, and if necessary revise, the City's Zoning Ordinance to ensure that there is adequate diversity provided for in terms of single-family density.

Objective 3.3:

Ensure that new development enhances the quality of life in Greenville.

Objective 3.4:

Ensure that new development, both residential and nonresidential, will be compatible with existing land uses in terms of use, density, building heights, scale, and offsite effects.

Goals & Objectives Related to Infrastructure

GOAL 4:

Provide adequate local infrastructure such that existing and future development can be served.

Objective 4.1:

Recognize the need for localized water, and ensure that the City of Greenville has adequate water and rights to water to provide for future growth.

Objective 4.2:

Ensure that there is adequate water and wastewater available to serve existing areas and new development by monitoring usage and capacity.

Objective 4.3:

Ensure that there is adequate water and wastewater available to serve existing areas and new development by proactively maintaining infrastructure systems.

Objective 4.4:

Ensure that there is adequate water and wastewater available to serve future growth areas by studying the capacity of existing systems and the feasibility of expanding those systems.

Objective 4.5:

Encourage new development to occur within areas that are already served by necessary public utility and infrastructure systems (e.g., water supply, storm drainage, etc.), or where systems can be realistically expanded.

Goals & Objectives Related to Public Facilities & Services

GOAL 5:

Foster a positive, interactive relationship with the public, and encourage citizen involvement.

Objective 5.1:

Recognize that the quality of the local school district is related to economic development opportunities and the ability of the City to provide a positive employment base for its citizenry on an on-going basis.

Objective 5.2:

Foster a relationship and coordinate applicable City activities with the Greenville Independent School District.

Objective 5.3:

When fiscally possible after other funding sources are secured, the City should attempt to reduce the local tax rate.

GOAL 6:

Ensure that public services and facilities will adequately serve the needs of residents and businesses within the City of Greenville, and that such services and facilities are adaptable to future growth.

Objective 6.1:

Ensure that there is sufficient police and fire protection for current residents, and ensure that the City remains aware of necessary increases in staff and/or related resources (e.g., police cars, fire engines, etc.) to enable such protection for future residents.

Objective 6.2:

Define standards for adequate response/service levels for public services and facilities, such as the following:

1. Municipal government;
2. Police and fire protection;
3. Recreational opportunities;
4. Utilities/infrastructure and solid waste management.

Objective 6.3:

Recognize the importance of the Greenville Municipal Airport in relation to economic development.

Goals & Objectives Related to Housing

GOAL 7:

Provide for housing diversity throughout the City.

Objective 7.1:

Establish strategies for encouraging low-density residential development.

Objective 7.2:

Ensure that the City's Zoning Ordinance provides for an adequate range of lot sizes for new development; maintain the majority of the City's current single-family zoning districts.

Objective 7.3:

Review the City's policies related to two-family and multiple-family housing, including zoning regulations, market need, potential effects on land use compatibility, traffic generation, and aesthetics.

Objective 7.4:

Ensure that there is adequate variety in terms of housing types within the City that will meet the affordable housing needs of all income and age levels.

Objective 7.5:

Establish areas within the City that would be appropriate for gated communities and/or communities with zero-lot line residences in order to meet the needs of the local "empty-nester" population.

GOAL 8:

Protect the integrity of existing and future neighborhoods by ensuring that existing neighborhoods are maintained to a high standard and by ensuring that new neighborhoods are initially developed to a high standard.

Objective 8.1:

Recognize the importance of existing older neighborhoods to the character of Greenville by implementing policies, such as proactive code enforcement, that will support their long-term viability, marketability, and attractiveness.

Objective 8.2:

Identify specific housing improvement policies and opportunities for residential areas in the northern part of the City.

Objective 8.3:

Establish infill policies for previously developed residential areas to ensure that new housing makes a positive contribution to and is compatible with the overall area.

Objective 8.4:

Ensure that new residential areas are developed to a high standard by reviewing, and revising if necessary, the existing standards for residential development.

Objective 8.5:

Wherever possible, retrofit existing neighborhoods with pedestrian connections; require new residential areas to have pedestrian access through them and to existing neighborhoods.

Objective 8.6:

Promote home ownership and long-term residency.

Objective 8.7:

Promote incentives and strengthen programs to assist economically distressed owner-occupants in meeting housing code requirements.

Goals & Objectives Related to Downtown & Historic Preservation

GOAL 9:

Provide opportunities for preserving the City's unique history through maintaining and enhancing Downtown Greenville and other historic areas.

Objective 9.1:

Concentrate on Downtown as a unique area of Greenville, and plan accordingly for appropriate land uses, parking areas, pedestrian and bike facilities, etc; identify ways in which Downtown can be enhanced and improved.

Objective 9.2:

Work with the objectives established under the Texas Main Street Program, a program that has recognized Downtown Greenville.

Objective 9.3:

Establish incentives, such as a special financing district, special electric rates, and tax-reduction programs, for businesses that locate within the Downtown area.

Objective 9.4:

Establish a marketing program for Downtown to ensure that residents and visitors are aware of what Downtown Greenville has to offer.

Objective 9.5:

Identify the types of land uses, such as office, retail and limited residential, that would be beneficial for the Downtown area.

Objective 9.6:

Establish design guidelines, such as façade criteria and building maintenance, that would ensure the compatibility of new development or redevelopment.

Objective 9.7:

Investigate ways in which to implement design guidelines, such as through the creation of an overlay district and/or a revised Central Business District.

Objective 9.8:

Establish incentives that would encourage developers to preserve and renovate significant structures that contribute to the historic character of Greenville.

Objective 9.9:

Identify ways in which public and private entities can work together to meet the goals and objectives herein.

Objective 9.10:

Reinforce the existing downtown areas as a central focal point and activity center for the community, thereby increasing opportunities for social interaction among residents, commerce and tourism. Greenville's downtown area should serve as a central place to shop, eat, conduct business, relax, or be entertained.

Goals & Objectives Related to Neighborhood & Business Enhancement

GOAL 10:

Reinforce the City's image and identity as a community of excellence for residents and businesses through quality urban design practices.

Objective 10.1:

Continue efforts to instill a stronger sense of civic pride by encouraging involvement in public decision-making and by soliciting citizen input.

Objective 10.2:

Consider the development of streetscape/urban design guidelines to enhance the community's visual and aesthetic appeal, including guidelines pertaining to landscaping, signage, building facades, entryway treatments, special streetscape amenities, sidewalks, and screening.

Objective 10.3:

Create gateways at principal entry points into the City of Greenville, and develop a design theme that is used throughout the community to create a sense of unity, identity, and cohesion for both residents and visitors.

Objective 10.4:

Encourage public/private participation and cooperation in beautification efforts. Explore assistance that may be available from private/volunteer groups to contribute to urban design-related projects and to help maintain enhanced public areas (e.g., street medians, small landscaped areas, etc.).

Objective 10.5:

Use the development review process to evaluate private projects and their contributions to the City's image and quality of life initiatives.

Objective 10.6:

Increase enforcement of municipal codes and regulations pertaining to property maintenance, upkeep and appearance (e.g., mowing high grass and weeds, removal of clutter and inoperative vehicles, etc.).

Objective 10.7:

Investigate the feasibility of City funding participation to improve the appearance of existing businesses along major thoroughfares; examples of City participation include matching grant programs and infrastructure improvements.

Objective 10.8:

Ensure that the City's land use policies and Zoning Ordinance provisions include requirements for high quality new nonresidential development; ensure that land use policies are consistent with these objectives.

Goals & Objectives Related to Annexation & Growth Management

GOAL 11:

Encourage growth, quality development, and redevelopment within the existing City limits of Greenville in order to utilize existing infrastructure.

Objective 11.1:

Employ various growth management strategies and implementation measures for different areas of the city, such as Downtown, core neighborhoods, infill development areas, and low-density residential areas.

Objective 11.2:

Coordinate the City's housing strategy with growth management objectives.

Objective 11.3:

Target infill development in key areas and establish development criteria for each area.

Objective 11.4:

Encourage and facilitate development in areas where existing infrastructure is underutilized.

Objective 11.5:

Encourage the use of Planned Development Zoning to facilitate innovative projects. Utilize new development concepts such as “new urbanism” and “traditional neighborhood design (TND)”.

Objective 11.6:

Prioritize development of areas where there are vacant lots serviceable by existing sewer and water utilities.

Objective 11.7:

Identify vacant tracts within the City’s corporate limits suitable for industries and businesses that would enhance Greenville’s economic development.

GOAL 12:

Ensure orderly and timely City expansion through targeted annexation, efficient utility provision, and consistent development policies.

Objective 12.1:

Develop a strategy for providing utility services within the City’s extraterritorial jurisdiction (ETJ) either simultaneously with annexation or with a phasing plan.

Objective 12.2:

Establish a policy of encouraging new development to locate within the City (since there is adequate vacant land within the City limits currently).

Objective 12.3:

Enforce subdivision regulations in areas within the City’s extraterritorial jurisdiction (ETJ).

Objective 12.4:

Enforce a minimum lot size requirement for developments proposing to use on-site sewage systems in the ETJ.

Objective 12.5:

Restrict the granting of variances or waivers to the City's Subdivision Ordinance to ensure quality development in the ETJ.

Objective 12.6:

Tailor the Capital Improvements Program (CIP) to implement growth management strategies.

Objective 12.7:

In accordance with the anticipated land uses designated in the Comprehensive Plan, prioritize and schedule infrastructure/utility extensions.

Objective 12.8:

Develop a comprehensive annexation strategy that identifies and prioritizes areas for future City expansion based upon established criteria; an example of such criteria would be land that is located along major roadways.

Objective 12.9:

Regulate development within the extraterritorial jurisdiction (ETJ) in a manner consistent with the City objectives for future city expansion and managed growth.

Goals & Objectives Related to Parks & Recreation

GOAL 13:

Develop a comprehensive system of parks, trails, and open spaces that meet the needs of all age groups within Greenville.

Objective 13.1:

Designate a Citywide trail system that connects parks, neighborhoods, municipal facilities, and schools, thereby creating a more pedestrian-friendly community.

Objective 13.2:

Require new residential development to incorporate pedestrian access through the new development and to adjacent areas, wherever applicable.

Objective 13.3:

Continue exploring new recreational and social opportunities for all age groups, especially for the younger age groups within Greenville.

Objective 13.4:

Improve existing or create new playing fields that would better serve the needs of local and regional recreational organizations.

Objective 13.5:

Consider additional recreational opportunities in relation to the lakes in the northern area of the City; recreational activities could include fishing, camping, and walking.

Objective 13.6:

Consider establishing a Regional Detention Plan that would include the creation of lakes in the southern area of the City, which could also provide additional recreational opportunities.

Objective 13.7:

Make improvements to existing park areas, including rehabilitating Graham Park and increasing maintenance on a consistent basis.

Objective 13.8:

Market the Greenville Sports Park for tourism and as a revenue source for the City.

GOAL 14:

Provide funding for a comprehensive system of parks, trails, and open spaces.

Objective 14.1:

Consider requiring park/open space dedication during the development review process; adopt a Park Dedication Ordinance to achieve this.

Objective 14.2:

Apply for park grants with the Texas Parks and Wildlife Department.

Objective 14.3:

Work in conjunction with the Greenville Independent School District on park projects, including land acquisition, playgrounds, and maintenance.

Objective 14.4:

Create Capital Improvements Program to specifically fund the creation and maintenance of parks, trails, and open spaces.